

Discussion document

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Documented immigrants in South Africa

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Preface

The purpose of this discussion document is to highlight the urgent need to identify a national data source that can be relied upon for objective and sustainable data that could be used to monitor the volume and salient characteristics of immigrants into South Africa. The results of the 2011 data obtained from the Department of Home Affairs on recipients of temporary and permanent residence permits have strengthened the position that information from this database could be used to produce an annual release on documented immigrants in South Africa. In addition, to the volume of immigrants, the results draw attention to significant immigration issues such as nationality, age structure, criteria for obtaining permits and different types of permits.

For Statistics South Africa to produce a relevant annual release on immigration to South Africa, readers are requested to critique the contents of this discussion document and give feedback.

Pali Lehohla
Statistician-General

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List of abbreviations

AU	Africa Union
CDE	Centre for Development Enterprise
CS	Community Survey
DESIPASD	Department for Economic and Social Information and Policy Analysis statistical Division
DHA	Department of Home Affairs
ESCAP	Economic Commission for Asia and Pacific
GMG	Global Migration Group
IOM	International Organisation for Migration
MIDSA	Migration Dialogue for Southern Africa
NPR	National population register
OAU	Organisation of Africa Unity
OECD	Organisation for Economic Cooperation and Development
PRP	Permanent residence permit
SADC	Southern Africa Development Cooperation
Stats SA	Statistics South Africa
TRP	Temporary residence permit
UK	United Kingdom
UN	United Nations
UN DESA	United Nations Department of Economic and Social Affairs
UNFPA	United Nations Population Fund
UNWTO	United Nations World Tourism Organization
USA	United States of America

1. Introduction

1.1. Background

Out of the three components of population change (fertility, migration and mortality), migration is the most complex to define and measure. Fertility and mortality are defined and measured through the natural events of births and deaths but movement (that is used to measure migration) is influenced by a host of socio-economic, political, environmental and other factors. As biological processes, births and deaths have distinct uniform features. For example, fertility and mortality involve only one *move* – one is born once and everyone is expected to die once. But in terms of migration, a person may not even migrate at all or experience as many moves as possible during his or her lifetime (Bouvier and Gardner 1986).

Thus migration is not universal and not all human beings are at risk of migrating, particularly movement outside their country of birth. An additional unique feature of migration is that a move involves two places – origin and destination. These distinct characteristics of migration have resulted in a variety of forms of movements that tend to intensify the complexities involved in the definitions, indicators, and measurements of migration. The importance of the manifestations and implications of both population movements within (internal) and across national borders (international) cannot be over-emphasised.

In this document, the focus is on international migration. The positive and negative impacts of international population movements (legal or illegal; forced or voluntary), at the countries of origin and destination, are increasingly felt not only by individuals, groups, countries, but indeed worldwide. Although international migration has two faces, it is more often than not the negative connotation that is given to it. Therefore in today's world, information about international migrants tends to be biased, polarised and usually yields negative debate (IOM, 2011).

Globally migration has increasingly become “one of the defining features of our contemporary world even though it remains one of the most misunderstood issues of our time” (IOM, 2011). The continuous upsurge in the interest in international migration stems first, from the growing recognition of the impact of economic, political and social globalisation; and second by the increase in conflicts and wars in many parts of the world forcing people to flee to countries that offer some stability (Santo Tomas *et al.*, (2009); IOM, 2010). The determinants and consequences of international migration have therefore generated huge diverse interests and become the subject matter not only of several academic disciplines but government and organisational policies and programmes.

While there is some amount of attention afforded to migration in terms of research, debate and communication on emigration, discourse on international migration is generally on immigrants (IOM, 2010). The diverse interests in international migration have revealed the global pressing need for reliable, systematic and sustainable data on international migration for evidence-based information on the phenomenon. The growing complexities of international population movements have also resulted in the demand for accurate information that can be used effectively to influence both the formulation and implementation of policies that aim at efficiently managing such movements.

Although some amount of data are available nationally and internationally, they tend to be generally scanty, patchy and skewed (Lemaitre, 2005; Osaki, 2006; Santo Tomas *et al.*, 2009). The lack of standardised indicators and measurements limits one's ability to make meaningful use of such data for discussion on national trends and patterns of migration as well as for international comparisons. Such shortcomings tend to negatively influence policies, debates, dialogues, etc as well as distort communication about migration. This contributes to anti-migrant sentiments that could lead to harmful stereotyping, discrimination and even xenophobia, particularly regarding the volume and labour force characteristics of immigrants. Therefore, the availability of reliable data will contribute greatly to maximise the benefits and minimise the costs of international migration and promote “a wider and effective understanding that migration is both a reality and a necessity” (Kimbimbi & Abdulwakil, 2010) for both the countries of origin and destination.

Globally, all countries are interested in and, to a large extent, manage the population movements of the nationals and non-national populations across their borders. Although it is an individual fundamental human right to be able to leave one's country and return to it, the right to admission into another country lies in the sovereign right of the country of destination (UN, 1948; GMG, 2010). On the one hand, the freedom to leave one's country is globally honoured in that there are few countries, if any, that curb the rights of their nationals to emigrate. This probably explains in some measure the fact that generally countries do not put great emphasis on the collection of data on emigration compared to immigration. This commonly unmonitored aspect of international migration has perhaps indirectly contributed to the deficiency in the data on emigration. On the other hand, the country or national right on admission is enshrined in the immigration Acts and explicit or implicit immigration policies. Similarly, all countries have established air, land and sea entry and exit ports; the administration of visa and permit requirements as well as the collection of immigration data at the entry and exit ports. All these measures are essential parts of the systems designed to manage and control population movements across national borders, particularly the flow of non-national travellers.

Hence, there are national policies, laws and regulations regarding who can enter a country and under what conditions. This indicates that despite one's freedom to leave of his or her country, the freedom of entering one's country of destination of choice is not guaranteed. There are travellers who are granted admission and those who are denied admission. Visa and permit requirements are in place to regulate welcoming and not welcoming travellers into a country.

The end result of this exercise is that there are those who are legally admitted and those who still find illegal ways to enter a country that would not admit them. Once travellers are in the country, their legal status can also change. That is, one who was admitted legally can over a period of time become illegal if he or she flouts his or her conditions of admission. Similarly, an illegal mover could legally or otherwise regularise his or her status and become legal (depending on the immigration laws of the country of destination).

In addition to the legal status, travellers can also be categorised according to the purpose of entry and the intended duration of stay. Whereas most travellers cross national borders voluntarily, some are forced to leave their country of origin and seek asylum or refuge in the country of destination. Voluntary travellers include visitors that tend to enter for short periods and those admitted on a long stay basis for reasons such as: family unification; study and training purposes; employment and investments; and for retirement. Taking all the above issues into consideration, the United Nations has grouped international travellers into two major categories namely **visitors** and **migrants**.

According to the United Nations World Tourism Organisation (UNWTO & DESIPASD, 1994), an **international visitor** refers to any person travelling to a country other than that of his or her usual residence but outside his or her usual environment for a period not exceeding 12 months and whose main purpose of visit (*e.g.* recreation, visiting friends and relatives, medical care) is other than the exercise of an activity remunerated from within the country visited. An **international migrant** on the other hand is a person who changes his or her country of usual residence for a period of at least a year (12 months).

It is worth noting that provision is made within this broad definition of an international migrant for types of migrants based on the durations of stay – *i.e.* permanent, temporary or even short term migrants. A short-term migrant is a person who moves to a country other than that of his or her usual residence for a period of at least 3 months but less than a year (12 months) except in cases where the movement to that country is for purposes of recreation, visiting friends and relatives, religious pilgrimage, *etc.* (UN, 1998). Additionally, an international migrant is an emigrant at the country of origin (departure) and an immigrant at the country of destination (arrival).

1.2. Purpose of this document

The purpose of this discussion document is to highlight the urgent need to identify a national data source that can be relied upon for objective and sustainable data that could be used to monitor the volume and salient characteristics of immigrants into South Africa. This discussion document presents results based on immigration data collected from the Department of Home Affairs to initiate a discussion on the availability and the value of these data in quantifying trends and patterns in documented immigration in the country.

A discussion on immigration can be approached from diverse viewpoints. The interest here is to focus on voluntary documented immigrants. The fact that South Africa is home to a population of forced migrants (*genuine and not so genuine*) in the form of asylum seekers and refugees as well as illegal immigrants is recognised. However, in the current discussion, the focal point is on immigrants who have moved into the country on their own volition on a legal status. It is expected that available data from this data source can be systematically processed to produce statistical information on documented immigrants on a regular basis.

1.3. Outline of this document

The first section highlights the background and purpose of preparing this discussion document. Data sources and measurement of immigration, focusing on data from population censuses and surveys, border statistics and administrative sources are given in section two. The third section presents the role played by the Department of Home Affairs and Statistics South Africa in the collection, processing, analysis and publication of statistics on immigrants. The section that follows describes the source, processing and analysis of the data that are used for this discussion document. The results of the 2011 temporary and permanent residence permit recipients are presented in sections five and six respectively. Section seven provides a discussion on some of the key issues associated with statistics on immigrants. The conclusions and the way forward are given in the last section (eight).

2. Data sources and measurements on immigration

The discussion in the introduction clearly throws some light on the fact that effectively all countries do have some form of data on international migration. The difficulties with these data are that not only are they spread across a variety of administrative sources but that they are not necessarily collected for migration statistics purposes. The lack of coherence in indicators used, definitions and gaps in the sequence of available data make it quite challenging to use such data to build the correct reflection of international migration issues for a country. International migration by its multi-dimensional and multi-directional characteristics poses measurement challenges. How is international migration captured in national populations?

As previously indicated, there is no single national data source, measurement and indicator that could be used to reflect the growing complexity of international migration (UN DESA, 2002; UNFPA, 2011). While those directly and indirectly concerned with immigration measurements and issues appear to have some kind of perception regarding who these migrants are, the indicators used to capture them can be variably defined and measured using different sources of data.

A major drawback in the collection of data to measure immigration is the lack of consistency and conformity among countries in the use of sources of data, definitions, measurements, indicators, *etc.* These differences tend to reflect, among others, the deficiency in human capacity and infrastructure resources to collect credible immigration data as well as differences in the needs the data will address. This is crucial because different data sources, methods of data collection and measurement do yield different results. Likewise, different information is required to address different needs. The immediate consequence is the confusion created when comparing the results on trends and patterns of immigration nationally and internationally plus the false conclusions that could influence policy making and the perceptions of the wider public.

The three main sources of data for measuring immigration are: population censuses and household sample surveys; border statistics (data collected at national ports of entry and exit); and data from relevant national administrative records. The two measurements generally used are the **stock** and **flow** of immigrants. The source of data used usually determines the type of indicator. In migration statistics absolute numbers are as important as relative numbers.

Stock indicates the total number of immigrants present in a country at a specific point in time. The stock reflects the cumulative result of past flows of migrants that are still in the country at the time of counting or enumeration. It could be possible to categorise the stock into their respective flows if additional information on the time of arrival into the country is collected at the time of enumeration. However, often the information about the period of arrival of migrants from the stock data is not known.

Flow of immigrants measures the number of migrants who have arrived at or are counted in census or survey or registered in a country during a specific period of time. Because of the dearth of data on the period of arrival (e.g. year) it is usually easier to compute comparable *stock* rather than *flow* data. Moreover, *stock* data tend to be accompanied by a wide range of socio-demographic and economic variables that facilitate the assessment of migration patterns while *flow* data allow for a more dynamic and chronological analysis of migration.

2.1 Population censuses and sample surveys

In censuses and surveys, one's migration status is often derived from the answers to questions on one's country of birth or citizenship. The country of birth data are used to identify persons who were not born in the country of enumeration but have since their birth migrated to that country at some point in their lifetime. The data measure lifetime migration *i.e.* under the assumption that these persons have moved at least once into that country since birth. That is, all *foreign-born* enumerated persons are automatically considered immigrants.

Since a census is a total count of all persons in the country (at a given point in time), it is expected that all types of immigrants (including illegal / irregular immigrants) will be enumerated. Thus the foreign-born data are a valuable source of information on the *stock* of the enumerated population considered as immigrants in the year of the census. In censuses that ask additional questions about the year of arrival in the country, census data can also be

used to estimate the *flow* of immigrants into the country according to the year of arrival. The use of the foreign-born indicator has its strengths as well as limitations.

Birth is a once-off event therefore, it is expected that most respondents (even those giving information on behalf of others) will remember the country in which they were born. In addition, increase in birth registration coverage is making it more and more possible for people to have proof of the country of their birth. A major advantage of using the census data is the wide range of available variables in the data set that can be used for analysis that provide more background and comparative characteristics on the foreign-born persons. Furthermore, because many countries collect the data in their national censuses and foreign-born is a generally easy to understand variable, it is often used for international comparison analyses.

These strengths notwithstanding, the foreign-born information does not make a distinction between foreign-born and citizens / nationals. Yet there are foreign-born persons who at the time of the census are citizens / nationals of the country of enumeration and foreign-born persons who are citizens by descent. Similarly, there are also persons who are born in the country but are not citizens / nationals. The use of foreign-born and citizenship is further complicated by the process of acquisition of citizenship. Besides naturalisation (*i.e.* a foreigner applying for citizenship in another country), 'in general the majority of people around the world acquire citizenship in one of two ways: "by birth" [*jus soli*] or "by blood" [*jus sanguinis or ancestry*] (Grieco, 2002:1).

In such circumstances, foreign citizens are not necessarily persons born abroad. Similarly, legislations in some countries indicate that children born to non-nationals (foreigners) are regarded as foreigners even if they were born in the country of enumeration (UN DESA, 2002). Countries that have data on both indicators are able to categorise the enumerated population into three groups namely: native-born citizens, foreign-born citizens and non-citizens. Since *foreign-born* and *with foreign nationality* are not conceptually the same, data based on these indicators should be treated with caution. More often than not information on only one indicator, *i.e.* country of birth, is collected in censuses and surveys. By 1 January 2012, 91 countries participating in the 2010 *Round of World Population and Housing Census Programme* included a question on *country of birth* in their questionnaire (Osaki-Tomita, 2012).

Data for foreign-born obtained from data from censuses and national sample surveys are used to calculate the stock of immigrants in the country during the census. Based on census data from countries that have collected information on country of birth and citizenship, the United Nations estimated that the number of foreign born individuals worldwide increased from 79 million in 1960 to 175 million in 2000 indicating that in 2000, persons who lived outside their countries of birth constituted 3,0% of the world's population (UN DESA, 2002; Osaki-Tomita, 2012). In 2010, the foreign-born population was estimated to be 214 million persons, accounting for 3,1% of the world's population (IOM, 2010). These results echo the assertion that despite the continuous increase in international migration, most of the world's population live, work and die in (or near) their countries of birth (Martin and Zürcher, 2008).

Despite the wide availability and usage of the census data for estimating stock of the foreign-born, a huge shortcoming of this source of data is the fact that population censuses take place once every five to ten years. It is possible that during the inter-censal period, major national political and socio-economic policies change, revisions of rules and regulations on population movements, *etc* could have taken place. These changes could influence the arrival and departure of the *foreign-born* but are not likely to be captured in the next census. In other words, information on the flows of immigrants during the inter-censal period tends to get lost. The end result of this unavailability of data is the reliance on population projections based on limited assumptions to provide needed data for the inter-censal period. However, due to the dynamic nature of migration, these assumptions may not be a true reflection of the movements of immigrants during the inter-censal period.

One approach to minimising the loss of information by relying only on the foreign-born question is to include a question(s) on 'previous place/country residence within the context of a reference period in the census/survey questionnaire. The information from these questions is valuable in identifying recent migrants – *i.e.* persons who moved into the current place of enumeration during the reference period. The response to these question(s) can be used to identify persons whose previous place of residence was outside the country of enumeration.

2.2 Border statistics

Generally, countries routinely collect some data from both residents and non-residents who pass through the demarcated air, land and sea ports on arrival in and departing from the country. Since there is no international standardised template for the recording of information on travellers, the method, the kind of collected data, the quality of data and the dissemination and availability of processed data differ quite widely among countries. Besides the impact of the level of infrastructure development, the national differences are largely shaped by the immigration policies and regulations of individual countries (UNFPA, 2011).

Data collection methods may be electronic, manual or both. Travel documents could be scanned and/or travellers are expected to complete an embarkment form/card. Besides the general formality of data collection, the regulations regarding who is required to complete an embarkment form/card or go through rigorous entry procedures also differ greatly from country to country. The level of documentation and the information collected from travellers are often influenced by the citizenship / nationality of the travel document and the purpose of entry.

While basic personal identification information is obtained from both scanned documents and embarkment cards/forms, the cards tend to have additional information such as proposed length of stay in the country of arrival. Data from travel documents usually give broad category of visas and permits whereas, depending on the way the purpose of visit question is stated on the card/form, more detailed information can be collected through the card system. For example, data from scanned passport will only indicate *visitors' visa* whereas the card may have *shopping* or *sports* as the main purpose of visit – providing more in-depth information on the purpose of visit.

Data obtained from foreigners or non-residents can be used to categorise them into visitors and non-visitors. Usually, the data given on the form regarding purpose of visit and/or length of stay is also used to categorise travellers into visitors and migrants. In countries that do not use cards/forms, data on type of visa/permit can also be used for the categorisation. In addition, there are countries that issue special cards for registered immigrants that they could use to cross in and out of the country of residence. Thus the information from the visa, permit and the card/form are used to classify non-visitors into migratory categories such as short-term and long-term migrants; temporary migrants; permanent migrants; labour migrants, asylum seekers, students, *etc.* according to a country's specifications.

Because border statistics are derived from arrival data they could be the most suitable data source for the direct measurement of the *flow* of immigrants (UN DESA, 2002). The data are routinely collected as travellers pass through the immigration check points at the port of entry so data are available at any given time intervals. It is very crucial to note that unlike data from census or sample surveys that count individual persons, border statistics by their nature, do measure events *i.e.* movements of persons rather than the physical persons. The simple reason is that the same person can cross the border a number of times during a specified time and his or her information is recorded every time he or she passes through the border.

Even though almost all countries have some routinely collected data from the ports of entry, it is extremely difficult to use these data for international comparisons and for a worldwide indicator. Besides the differences in coverage due to the immigration rules and regulations, coverage and other quality gaps in the data are influenced largely by the infrastructure available. The effective management of the entry ports is also very crucial. Invariably, data from airports are more likely to be of better quality both in coverage and content than data collected at land or sea entry ports. Among the countries with good data and that make use of border statistics for estimating the flow of immigrants are Australia, New Zealand and the United States of America (USA).

2.3 Administrative sources

In addition to the collection of data at the port of entry, foreign travellers generally go through a series of administrative procedures, depending on their purpose of entry during their stay in the country of destination. These procedures tend to leave *paper trails* that could be used for statistical reporting (OECD, 2011). Theoretically, the purpose of travel recorded in the border statistics is strictly speaking an *intention*. This is because once a traveller is given admission into the country of destination, the possibility of *category jumping* or change of purpose

for entry cannot be ruled out. For example, a person who was admitted as a visitor may decide to stay and apply for a study or work permit; or a student who finishes his studies may decide to apply for a permanent residence. Furthermore, a person may be granted a visa but end up not taking the trip for a range of reasons. Thus in addition to renewals, the processing of new applications for permits generate paper and electronic footprints that provide a number of databases whose data could be analysed for statistical reporting on immigrants (Lemaitre *et al.*, 2007).

Therefore, in addition to border statistics, destination countries produce a wide range of administrative data that could be processed and analysed to provide some valuable information on immigrants. Unlike census data, and to some extent border statistics, that tend to have some universal characteristics worldwide, administrative data sources come from a variety of databases. These sources include: population registers; information obtained from the issuance of visas, work permits, residence permits and clearance permits.

2.3.1. Population register

A population register is a legal individualised record linkage data system that is continuously updated by current information on the vital, civil, economic, residential status information (e.g. birth, death, adoption, legitimisation, marriage, divorce change of employment, change of name and change of residence) on the individual. It is built based on record linkage in which notification of certain events recorded originally in separate registers / files (e.g. birth or marriage registers), is automatically and continuously sent to a central register / file (the population register) on a regular basis throughout the lifetime of the individual.

Not all countries in the world (particularly in the less developed regions) have such a system. Even though there is no universal structure for population registers and the types of information collected on the individual are also not uniform, the records are often that of the resident population. Whilst nationals are customarily included in the population register, the criteria for the registration of non-nationals / foreigners vary considerably by country.

The selection criteria on inclusion depend on the rules and regulations of individual countries. The maximum duration of stay to qualify for inclusion in the population register differs from country to country. Although some countries may follow the UN recommended stay of at least twelve months in one's country of destination for one to qualify as a 'migrant' or as one who has changed his/her country of residence, other countries could register persons who have been in the country for three to six months. Moreover in some countries (e.g. South Africa) the regulations require a non-national who becomes a registered or permanent resident to be assigned a personal identification number and be issued with an identity document before being included in the population register.

For countries that collect information on changes in residential address, the population register is usually considered the best source of data for estimating the size of migrant flows and stocks. This is because the register contains a record for every person, which links him/her to an address and an administrative area. The reporting and recording of a change of place of residence leads to a corresponding change in the register, if it is continuously updated. Indeed this data source is useful for computing both internal and international migration statistics. From the international migration perspective, data from an efficient population register should be able to provide information on immigrants residing in the country at any given time (*i.e.* the stock) as well as the migrants who arrived in the country during a specific period of time interval (*i.e.* the flow).

The population register contains a wide range of information about individuals; therefore it provides a wealth of sufficient data not only to study migrant flows and stocks but demographic characteristics of migrants, their socio-economic status as well as purpose of entry. As indicated earlier, not all countries keep a national population register and even for the countries that do have them, information about changes in residential address may not be included in the data collected – hence in many situations it cannot be used for migration statistics. Using data from the population register to estimate global immigration is severely limited due to the shortcoming posed by wide differences in the definitions, rules and regulations of maintaining and updating a population register, as well as the criteria for the selection of non-nationals / foreigners into the register. However countries such as Germany, Israel, Norway, Republic of Korea, Sweden and The Netherlands rely on population register data to estimate immigration statistics (UN 2011).

2.3.2 Various administrative registers

Even though not all countries have established population registers, basically every country does possess some kind of register on foreign nationals (paper or electronic based). In the rudimentary manner, the completed forms for the applications of renewals and new permits are kept as records. However, in a number of countries, some or all the information given in the completed form is captured either in manual or electronic registers. The categories of available registers depend mainly on the structures established in each country and the respective immigration policies and regulations that give mandate to the functioning of these structures.

Thus in some countries, there are two main registers namely, the *temporary* and *permanent* permits. Yet still others may have registers for *short-term*, *long-term* and *permanent* permits. These two or three categories may be broken down further into sub-registers for permits given for study, work, humanitarian purpose (asylum seekers and refugees), business and investment, family unification, *etc.* However, some countries may maintain one register for temporary permits and assign different names or codes to the specific permit applied for against the applicant's information.

Temporary, short-term and long-term permits are generally separated from permanent resident permit registers. The register on permanent permits consists generally of holders of some type of temporary permit who apply for a permit that enables them to have a permanent stay or '*indefinite stay*' in the country of destination. Further still, whilst some countries may require the renewal of a permanent resident permit (e.g. USA green card), others do not require this. Irrespective of the attached length of stay and conditions of renewal, the issuance of a permanent residence permit is usually an indication that the recipient is on a 'migration track' that leads to permanent residence in the host country (Lemaitre *et al.*, 2007). Although holders of permanent residence permits do have a wide range of benefits compared to holders of temporary residence permits, they are still immigrants and not citizens yet.

Registers may contain information on all applications and their outcomes (approved, rejected, pending); or only on the successful outcomes. Generally, data on resident permits by categories provide an approximate indication of the type and level of immigration. For example, data on permanent residence indicate the level of interest in immigrants taking the path of becoming citizens in the near future. Likewise, issued work and study permits reflect the extent of flow of uptake of employment and studies in the country.

Well-maintained registers could contain a wide range of information about individuals, which is sufficient for analysing, among other issues, migrant flows and stocks, demographic characteristics of migrants, their socio-economic status, nationality, country of former residence and reasons for migration. Registers that keep all records from application to outcome of application provide a wealth of flow and stock data. Such data give opportunity to assess application for different categories of permits and their outcomes. That is, which types of permits tend to receive positive outcomes and which ones do not do so well. Unlike census data, administrative data, and to some extent border statistics, tend to reflect a better picture of a country's policies on regulating immigration.

Despite the above strengths of administrative data, most of these data are collected to satisfy specific administrative needs and not necessarily with the intention of measuring immigration. Therefore they are subject to incompleteness and tend not to convey the full volume of immigrants in the country. Similarly, due to the bi-lateral and multi-lateral agreements between countries, particularly regarding free-movements, non-nationals from countries covered by these agreements are not subjected to visa and permit requirements. For example, they may not need permits before or after they have obtained employment or admitted to educational institutions. Thus data on such immigrants may not appear in registers as workers or students even if they are counted as immigrants.

Furthermore, caution should be exercised in the use of administrative data due to changes in purpose of entry over a period of time after gaining admission into a country. Because a person is counted and his or her information is taken every time a renewal or a new application is made, the possibility of overlaps may not be ruled out. Although data processing does assist in eliminating duplicates and irrelevant overlaps, analysis of data from a combination of administrative registers tends to give a more comprehensive description of immigration than the use of a single register (Billsborrow and Zlotnik, 1994).

3. The South Africa context

In South Africa, national information on immigration is generated mainly by two government departments: the Department of Home Affairs (DHA) and Statistics South Africa (Stats SA). The DHA is mandated to process and issue all visas and permits that are needed by non-South African nationals to enable them to travel and live legally in South Africa. In addition to census data, Stats SA acquires administrative data from DHA, processes and publishes immigration statistics from them.

3.1 Department of Home Affairs

In both apartheid and democratic South Africa, the DHA has been responsible for all immigration services to South African residents and non-South African residents. This jurisdiction is currently enshrined in the Immigration Act, 2002 (Act No. 13 of 2002) and the Citizenship Act, 1995 (Act No. 88 of 1995) with their regulations and amendments. In addition to issuing visas and permits, the department continues to be in charge of the collection of arrival and departure data on all travellers that pass through all the air, land and sea ports of entry of South Africa. With a comprehensive Immigration Act, well-designated air, land and sea ports of entry/exit, competent infrastructure support for the collection and archiving of cross border movements, DHA is the hub for data on movements and registration of foreign travellers.

Visas and permits are generally issued at the South African consulate offices before travellers proceed to travel to South Africa. The various consular offices therefore do have registers of applications and issuance for the various visas and permits that are processed. On arrival at each of the air, land and sea ports of entry, DHA immigration officers have the mandate, if satisfied with immigration requirements produced by the traveller, to convert visas into temporary permits and grant admission into the country. All temporary permits have duration and conditions of stay attached to them.

Information on all travellers is currently collected electronically by scanning of travel documents with document readable machines. Flow data on migrants are therefore captured not only for the first entry of travellers but for all subsequent crossings in and out of the country. Unlike the data at the consulate database that may not have records of visitors travelling on visa exempt travel documents, information on all persons who enter South Africa through the demarcated ports of entry is recorded in the border statistics collected by the DHA immigration officers.

Although South Africa has a National Population Register (NPR), it contains only data on citizens by birth, citizens by naturalisation and permanent residents based on the assigned unique identification number given to individuals. Unlike the case in other countries, the NPR does not keep information on change of residence of individuals in the register. DHA provides opportunity for non-nationals in the country to renew their permits or apply for different permits. These administrative procedures over the years have generated valuable databases of administrative records on issuance of temporary and permanent residence permits that can be processed to provide statistical information on immigrants.

According to the DHA,

“The objectives of the Immigration Act, 2002 (Act No. 13 of 2002), which was implemented on 7 April 2003, include:

- *Facilitating and simplifying the issuance of permits*
- *Regulating the influx of foreigners by facilitating foreign investment and attracting skilled and qualified foreigners to South Africa*
- *Promoting tourism to South Africa.”*

The first and second objectives are of immediate relevance to the discussion on documented immigrants. In order to fulfil these two objectives, DHA issues temporary and permanent residence permits for intended immigrants.

3.1.1 *Temporary residence permits*

There are ten categories of permits as indicated below. The eligibility criteria for each of them are given in Appendix I.

1. Visitors Permit
2. Study Permit
3. Treaty Permit
4. Business Permit (to establish own business or to invest in an existing business venture)
5. Medical Treatment Permit
6. Relatives Permit
7. Work Permits
 - a. Quota work Permit
 - b. General Work Permit
 - c. Exceptional skills Work Permit
 - d. Intra-company transfer work Permit
8. Retired Persons Permit
9. Corporate Permit
10. Exchange permit

3.1.2 *Permanent residence permit*

As indicated by DHA, "*in terms of granting Permanent Residence Permits, emphasis is placed on immigrants who are in a position to make a meaningful contribution to broadening the economic base of South Africa*" (www.dha.gov.za).

In view of the above, *direct or permanent residence permits* are issued to the following persons: (i) Persons (spouses included) who have been residing in South Africa on the basis of having in their possession a work permit for a minimum period of five years; and (ii) Dependents of South African citizens and permanent residence permit holders. However, permanent residence permit can also be issued as *residency-on-other-grounds* permit to applicants on the basis that they:

- are in possession of a permanent work offer in South Africa, or
- have exceptional skills and qualifications
- intend to establish a business or invest in an existing business in South Africa
- qualify as Refugees in terms of Section 27(c) of the Refugees Act, 1998 (Act No. 130 of 1998)
- qualify as retired persons
- are financially independent
- are relatives (biologically or judicially adopted) of a South African citizen / permanent residence permit holder within the first step of kinship

For more than three decades, DHA had provided data on permanent residents from its border statistics and administrative registers to Stats SA for the production of statistics on documented immigrants. However, due to challenges encountered by DHA that mainly affected coverage and the quality of the contents of the migration-related administrative registers, subsequent publications of the results based on them were suspended in 2005, with the publication of 2003 data.

However, since then, DHA has undertaken various revamping exercises and introduced new systems, particularly the extension of the *Track and Trace System* to cover the issuance of permits since 2009. All these activities have contributed greatly in clearing backlogs and the processing of applications for renewals and new temporary and permanent residence permits but have also made it possible to electronically capture some data.

Furthermore, it is appropriate to provide some current background information on the types of permits issued by DHA and the general eligibility criteria for applying for these permits in order to throw some light on the results and the discussions on documented immigrants. Although some additional information is given in Appendix I for interested person, it is beyond the scope of this document to discuss issues involved in the processing of these permits.

3.2. Statistics South Africa

The conduct of censuses and national sample surveys are the responsibility of Stats SA. Since the inception of the democratic government in South Africa, Stats SA has conducted three censuses (1996, 2001 and 2011) and a national sample survey, the Community Survey (2007). In all the censuses and the community survey, Stats SA collected information to establish the volume of immigrants through questions such as *country of birth, country of previous residence, citizenship, etc.* These databases also provide huge demographic and socio-economic background data on immigrants. Published data are available from the 1996 and 2001 population censuses and the 2007 Community Survey (CS). The results on the question on *country of birth* indicated that 2,1%, 2,2% and 2,3% of the enumerated population in 1996, 2001 and the CS in 2007 respectively were foreign born. According to the 2011 census released in October 2012, 5,7% of the enumerated population were born outside South Africa (*i.e.* foreign born).

Beside the data from the censuses and the CS, Stats SA has a long history of processing, analysing and publishing data from the DHA border statistics and the register on applications for permanent residence permit. Stats SA had used data from these sources on successful applicants for permanent residence permit to measure immigration. This information was included in its monthly statistical release, *Tourism and Migration* (P0351), as well as the accumulated 12 monthly data in its annual report *Documented Migration* (Report-03-51-02). The last report covering data for 2003 was published in 2005. In addition to the volume of immigrants, the following variables were analysed and published: sex, age, occupation, country of birth, country of previous residence, nationality, mode of travel and port of entry.

Published data from the *Documented Migration, 2003* report (Stats SA, 2005) show that 5 407, 4 832 and 10 578 permanent resident permits were issued in 1996, 2001 and 2003 respectively. The six leading countries with the largest volume of immigrants were Nigeria, UK, Pakistan, China, India and Germany. The 2003 data further indicate that 52,9% and 47,1% were born in overseas and mainland African countries respectively. Furthermore, 61,9% of the immigrants were males whilst 38,1% were females. The age distribution data also indicated that the highest proportion (22,5%) of the immigrants were found in the 30–34 age group.

The interruption of the publication of information on immigrants and emigrants since 2005 has created a vacuum on national systematic statistical information on immigrants. Stats SA is re-visiting the publication of data on immigrants. It has already been pointed out that census data do not provide annual information of immigrants and therefore do not serve the purpose here. Even though DHA has reliable data on border statistics, by its nature border statistics count movements and isolating first time entry from the rest of the other entries is quite a cumbersome exercise. Since DHA has revamped several of its administrative database systems, it has become feasible for Stats SA to use data from DHA again.

Stats SA is therefore proposing through this discussion document that DHA administrative data on the processing of temporary and permanent residence permits in the country be analysed and published to fill the gap on the data on immigrants. Stats SA intends not only to rely on DHA data on permanent residence permits to measure immigration, as was done previously, but to go further and include data on temporary residence permits. It seeks to include data on temporary residence permits based on the assumption that there are temporary permit holders who are in the country for considerable long periods (*more than 12 months*) and as such can be included in the pool of documented immigrants.

DHA keeps a register for temporary permits whereby records of applications and renewals are captured. Although these data may not cover all temporary permit holders (since some permit holders may not need renewal and new application services whilst in the country) in the country in a given period, say a year, the temporary permit register keeps data on all the applications for renewal and new temporary permits that are processed and issued in the country.

Unlike permits issued outside South Africa, the applicants in this register are already in the country. The database contains the number of applications that were approved. Notwithstanding the possibility of processing issues such as clearance of backlog that is likely to affect annual volumes, the data in this register provide the opportunity to systematically follow trends in the issuance of permanent permits as well as all types of temporary permits in a given period of time.

Even though DHA is in the process of electronically capturing more data on permit applications, it is important to start analysing and publishing some of the already captured variables that could be used to monitor the volume and relevant characteristics of immigrants into South Africa. The discussion document will also give opportunity to stakeholders and users to give comments and feedback that will assist Stats SA as it starts preparing for its publication on an annual statistical release on documented immigrants. It is envisaged that once the statistical release on documented immigrants is on tract, Stats SA will resume discussions with DHA regarding the collection and acquisition of data for an annual publication on documented emigrants.

4. Source of immigration data and methods

4.1 Data source

The data on the temporary and permanent residence permits issued in 2011 were analysed for this discussion document. Two electronic data files in csv format were obtained from the DHA. It is worth noting that currently a limited number of variables on temporary residence permits (TRP) and permanent residence permits (PRP) are captured. However, DHA is increasing the number of captured variables and it is expected that in the near future more variables will be available. For example, two very crucial missing variables are *sex and occupation* of permit applicants. It is not sufficient to know the category status for all those issued with permits, even for those in the work category it is important to know the occupations they are engaged in. These data are valuable since they could be analysed to shed more light on the skills background of the permit recipients and more importantly provide information on the type of skills being attracted and absorbed in the country's economy through the immigrants.

4.2 Processing

The files contain data on various decision outcomes (approved, pending and rejected) from different years. The following variables were selected from each file.

- Country of nationality
- Date of birth
- Category Name
- Year of approval

The two files were processed separately but followed the steps below.

- **Editing:**
 - Remove all the *pending* and *rejected* cases (*i.e.* cases that were not approved in 2011)
 - Remove duplicate cases – cases that were captured more than once
 - Correct cases with 'unreasonable' years of birth (*e.g.* 1760, 1835 were changed to 1960 and 1935, respectively).
- **Creation of new variables: these were derived using the variables provided in the file.**
 - *Age* – Year of birth and year of approval were used to derive the age of the applicant in the year of approval.
 - *Sub-regions* – the countries of nationality were grouped into Europe, North America, Central and South America, Australasia, Middle East, Asia, SADC, East and Central Africa, West Africa and North Africa.
 - *Regions* – the sub-regions were further grouped into regions namely: (i) **overseas** consists of Europe, North America, Central and South America, Australasia, Middle East and Asia; and (ii) **Africa** is made up of SADC, East and Central Africa, West Africa and North Africa.
- **Renaming of variables**
 - Permit type

In the TRP file, the *CategoryName* variable stands for the different types of temporary permits that are issued. The variable was therefore renamed *Permit type*. The 2011 data have 25 items under the *CategoryName* variable. These items were grouped into 10 items under the *Permit type* variable for analysis.

- **Category status**

Only one type of permanent residence permit is issued. However, the issuance is based on the current temporary immigration status of the applicant in section 3.1.2. For example, an applicant who has a work permit applies for residence permit for his wife and two young children. The applicant appears in the data with *work* status; the wife with *spouse* status and the children with *dependent* status. During the processing of the data in the PRP file, the *CategoryName* variable was renamed as *Category status*. In 2011, there were 10 items under the *CategoryName* variable. These were re-coded into 5 items under *Category Status*.

4.3 Data analyses

TRP and PRP datasets were analysed separately. Descriptive analyses were done to provide information on the volume, nationality, permit type, category status and the age profile of the recipients. The results are presented in table and graph formats. Key findings from the TRP and PRP files are presented separately.

5. Temporary residence permits

5.1 Overall

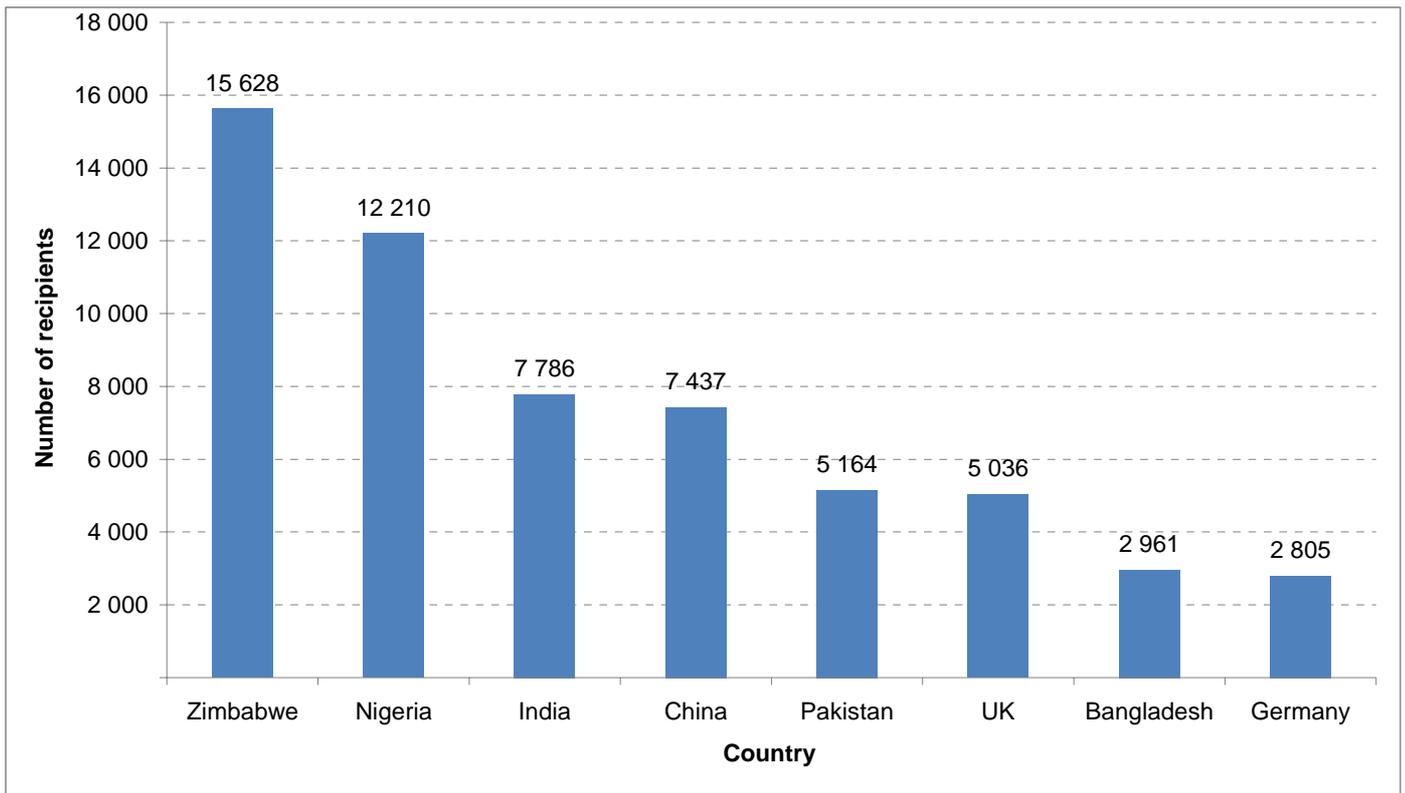
In 2011, a total of 106 173 temporary residence permits (TRPs) were approved at the Department of Home Affairs (DHA). As presented in Table 1, the distribution of the 106 173 permits according to the DHA’s ten categories of TRP permits shows that in 2011, the highest proportion of temporary permits were issued for relatives (34,0%), followed by visitors (26,8%). Work permits made up 19,5% of temporary permits whilst 15,9%, 1,3% and 1,3% were study, medical and business permits respectively. Fewer permits were issued for retired persons (0,7%); treaty (0,2%); corporate (0,2%) and exchange permits (0,1%).

Table 1: Number and percentage distribution of recipients of temporary residence permits by type of status, 2011

Type of status	Frequency	Percent
Relatives	36 135	34,0
Visitors	28 468	26,8
Work	20 673	19,5
Study	16 928	15,9
Medical	1 399	1,3
Business	1 346	1,3
Retired	732	0,7
Treaty	212	0,2
Corporate	180	0,2
Exchange	100	0,1
Total	106 173	100,0

The recipients of the 106 173 permits came from 194 countries (see Appendix II). As shown in Figure 1, the largest number of permits were issued to nationals from the following eight countries: Zimbabwe [15 628 (14,7%)], Nigeria [12 210 (11,5%)], India [7 786 (7,3%)], China [7 437 (7,0%)], Pakistan [5 164 (4,9%)], UK [5 036 (4,7%)], Bangladesh [2 961 (2,8%)] and Germany [2 805 (2,6%)]. Recipients of permits from these eight countries contributed slightly more than half (55,6%) of the permits issued in 2011. Two of these were from Africa; four from Asia; and two from Europe.

Figure 1: Number of recipients of temporary residence permits from the eight leading countries, 2011



The age structure indicates that the median age of all the 2011 recipients was 31 years. It is observed from the age data, given in Table 2, that almost half (48,6%) were in the age group 20–34. A broader distribution of the age data reveals that 11 033 (10,4%) were children aged below 15 years; 91 812 (86,5%) were adults in the 15 to 64 age group while 3 328 (3,1%) were older persons aged 65 years and above.

Table 2: Number and percentage distribution of recipients of temporary residence permits by age group, 2011

Age group	Frequency	Percent
0-14	11 033	10,4
15-19	3 783	3,6
20-24	11 087	10,4
25-29	20 128	19,0
30-34	20 409	19,2
35-39	15 111	14,2
40-44	9 256	8,7
45-49	5 110	4,8
50-54	3 045	2,9
55-59	2 125	2,0
60-64	1 758	1,7
65-69	1 499	1,4
70-74	903	0,9
75+	926	0,9
Total	106 173	100,0

5.2 Nationality and type of permit

5.2.1 Region, sub-region and country of nationality

The distribution of the recipients of temporary residence permits by region, sub-region and country of nationality of all the 106 173 recipients is presented in Appendix II. Summary information showing the number of recipients by sub-regions only is provided in Table 3. Out of the 106 173 recipients, 45,8% were from overseas and 54,1% from Africa. The nationality of recipients was not specified in 0,1% of the permits.

With respect to the sub-regional groupings, the recipients came mainly from the SADC (29,9%) and Asia (25,3%). These were followed by Europe (15,1%), West Africa (14,7%), East and Central Africa (8,0%), North America (2,6%), North Africa (1,4%), Central and South America (1,2%) and Middle East (1,0%). The least number of recipients (0,6%) was from Australasia.

Table 3: Number of temporary residence permits by sub-region, 2011

Sub-Region	Frequency	Percent
Overseas	48 631	45,8
Europe	15 995	15,1
North America	2 798	2,6
Central and South America	1 278	1,2
Australasia	660	0,6
Middle East	1 017	1,0
Asia	26 883	25,3
Africa	57 460	54,1
SADC	31 796	29,9
East and Central Africa	8 539	8,0
West Africa	15 602	14,7
North Africa	1 523	1,4
Unspecified	82	0,1
Total	106 173	100,0

Figure 2 shows the eight top overseas countries. These were India 7 786 (16,0%); China 7 437 (15,3%); Pakistan 5 164 (10,6%); UK 5 036 (10,4%); Bangladesh 2 961 (6,1%); Germany 2 805 (5,8%); USA 2 220 (4,6%) and The Netherlands 1 464 (3,0%). These countries contributed 71,7% of the recipients from overseas countries.

Zimbabwe 15 628 (27,2%); Nigeria 12 210 (21,2%); Lesotho 2 706 (4,7%); DRC 2 601 (4,5%); Ghana 2 097 (3,6%); Malawi 2 047 (3,6%); Angola 2 039 (3,5%) and Cameroon 1 863 (3,2%) were the eight leading countries from the Africa region (see Figure 3). Recipients from these countries received 71,7% of the temporary residence permits issued to nationals from the Africa region.

Figure 2: Number of recipients of temporary residence permits from the eight leading overseas countries, 2011

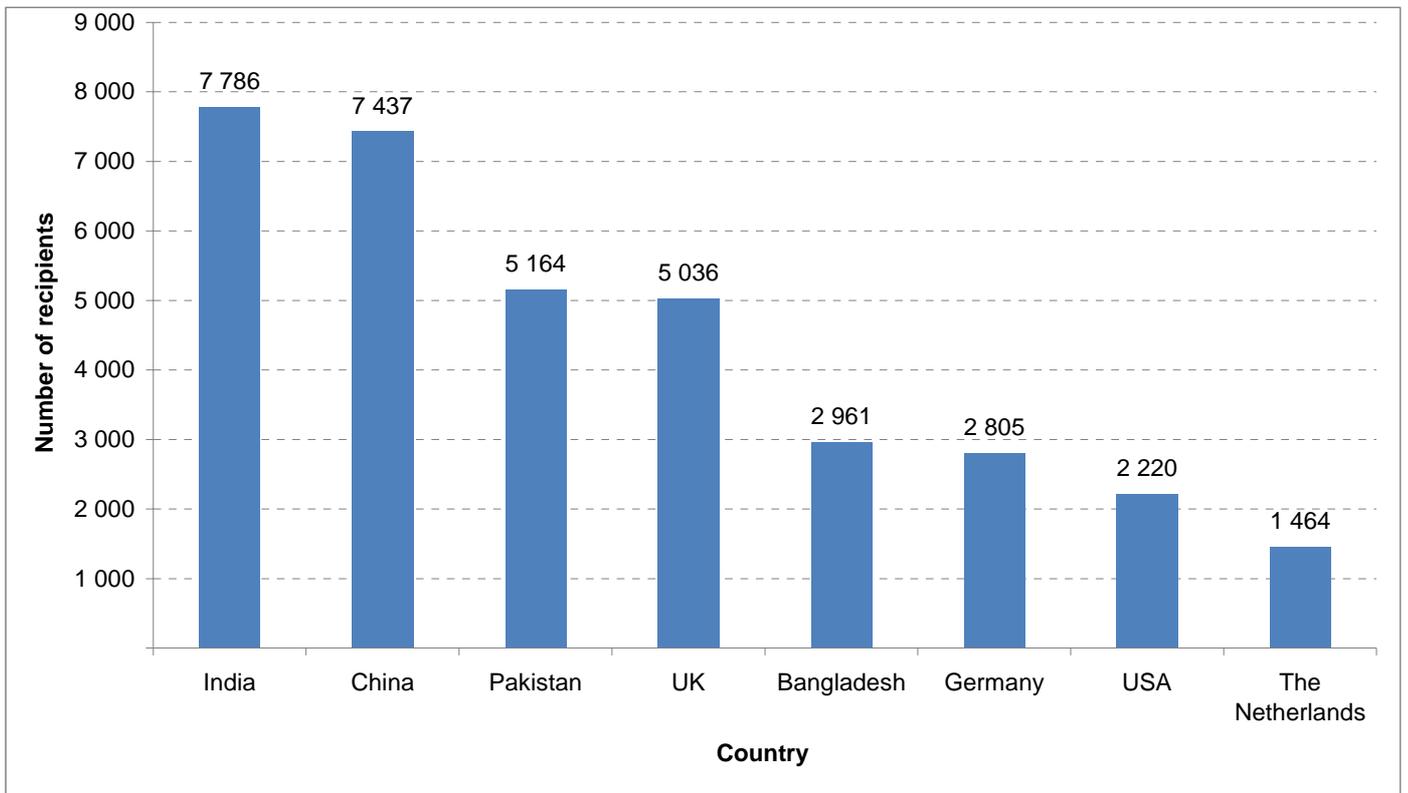
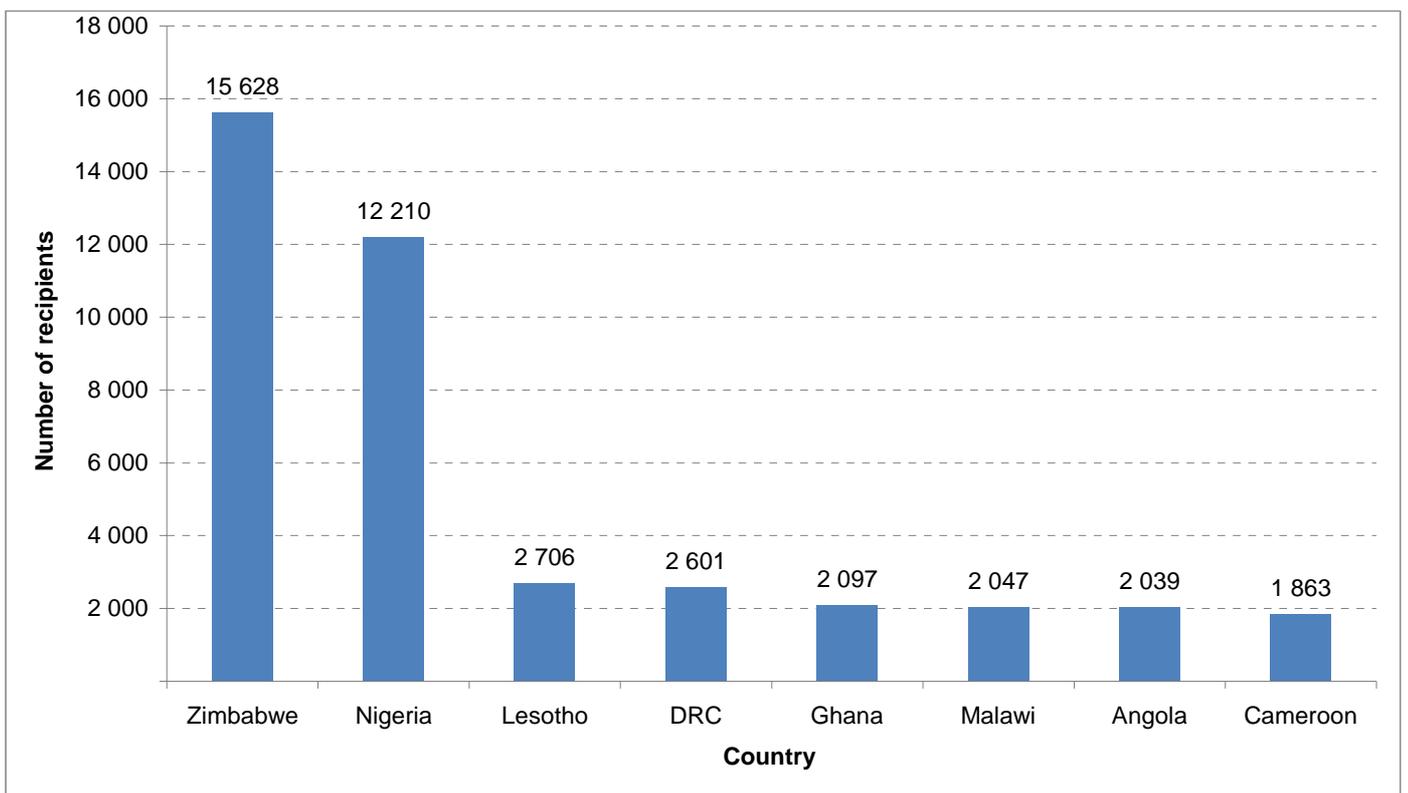


Figure 3: Number of recipients of temporary residence permits from the eight leading African countries, 2011



5.2.2 Detailed analyses

Detailed analyses of nationality and type of permits involve three types of analysis covering regions and sub-regions by type of permit; the leading countries from overseas and Africa by type of permit; and the distribution of each type of permit by country of nationality. These analyses are undertaken to provide further breakdown of information on nationality and type of permit for a better understanding of temporary migration patterns. The main difference in these analyses is the denominators used for the calculation of proportions.

5.2.2.1 Region and sub-region by type of permit

The first analysis examined the pattern of the regional and sub-regional share of the 106 173 permits. The analysis focuses on the proportions of recipients of different types of permits for each region and sub-region. Table 4 shows that a large proportion of the overseas nationals received visitors (34,9%), relatives (28,9%) and work (24,4%) permits. With the exception of the recipients from Middle East and Asia the remaining overseas sub-regions (*i.e.* Europe, North America, Central and South America and Australasia) followed the same sequence for the first permits as shown by the overseas pattern.

Middle East nationals were issued mainly with visitors (41,7%), relatives (24,0%), study (15,3%) and work (14,0%) permits. Asia nationals generally got relatives (34,1%), work (32,5%), visitors (25,0%) and study (5,5%) permits. Furthermore, Middle East recipients showed the highest proportion of recipients with study (15,3%) and business (4,0%) permits. Nationals from Asia showed the highest proportion of recipients with work (32,5%) and relatives (34,1%) permits. A relatively higher proportion of recipients from Europe (3,3%) were issued with retired persons permits. This group was followed by recipients from North America and Australasia with 1,3% and 0,9% respectively.

Table 4: The percentage distribution of the regional and sub-regional pattern of temporary permits, 2011

Region / sub-region	Type of permits							
	Relatives	Visitors	Work	Study	Business	Retired persons	Others	Total
Overseas	28,9	34,9	24,4	7,5	2,0	1,4	0,9	100,0
Europe	22,1	48,3	13,9	9,1	2,0	3,3	1,3	100,0
North America	21,3	46,9	15,2	12,7	1,0	1,3	1,6	100,0
Central and South America	22,1	38,4	21,5	12,4	1,0	0,5	4,1	100,0
Australasia	28,8	48,0	12,0	8,9	0,9	0,9	0,5	100,0
Middle East	24,0	41,7	14,0	15,3	4,0	0,4	0,6	100,0
Asia	34,1	25,0	32,5	5,5	2,0	0,4	0,5	100,0
Africa	38,4	20,0	15,3	23,1	0,8	0,0	2,4	100,0
SADC	30,2	21,9	19,9	24,8	0,3	0,0	2,9	100,0
East and Central Africa	33,6	18,9	11,3	31,2	2,3	0,0	2,7	100,0
West Africa	56,7	16,6	8,2	16,3	0,9	0,0	1,3	100,0
North Africa	50,4	20,8	12,7	10,4	2,4	0,0	3,3	100,0

The results on the Africa region indicate that the highest proportion of temporary permit recipients were issued with relatives permit (38,4%), followed by study (23,1%), visitors (20,0%) and work (15,3%) permits. SADC and East and Central Africa followed the regional sequence of the first four permits namely: relatives, study, visitors and work.

West Africa and North Africa deviated slightly from the regional pattern. The West African sequence for the first four permits were: relatives (56,7%), visitors (16,6%), study (16,3%) and work (8,2%) whilst the North African pattern was: relatives (50,4%); visitors (20,8%); work (12,7%) and study (10,4%). Among the Africa sub-region, SADC

(19,9%) showed the largest proportion of recipients with work permits. Furthermore, East and Central Africa (31,2%) and North Africa (2,4%) had the highest proportion of nationals with study and business permits respectively. Over half of those from West Africa (56,7%) and North Africa (50,4%) received relatives permits.

5.2.2.2 The leading countries from overseas and Africa by type of permit

The second analysis examined the pattern of the distribution of the permits among the eight leading countries from overseas and Africa. The results are presented in Table 5. As observed from Table 5, UK and USA followed the same overseas sequence for the first four permits: visitors, relatives, work, and study permits. However some similarities and differences are observed in the magnitude of the distribution of the permits. For example, more or less the same proportions of their nationals received visitors permits but marked differences in the proportions that got relatives, work and study permits. For example, 10,6% recipients from UK were given work permits compared to 15,9% of USA recipients. Similarly 13,4% and 9,1% of USA and UK nationals respectively were given study permits. Moreover, UK had the highest proportion of retired persons (5,4%).

Pakistan (58,6%) and Bangladesh (78,5%) followed a similar pattern with more than half of the nationals from each country receiving relatives permit. However, whereas 19,1% of Pakistan nationals got work permits, 10,1% of Bangladesh nationals did so. Pakistan (3,6%) showed the largest proportion of nationals with business permits.

It is further noted that India and Germany followed the same sequence with the first four permits being, visitors, work, relatives and study – though the magnitude in the distribution differs. For example, 33,1% of India nationals got work permits compared with 14,3% among German nationals. Likewise, 7,3% of recipients from Germany were issued with study permits but only 4,8% of India recipients got study permits.

China and The Netherlands had their individual patterns. In addition to being the only country with work permit as its first in the sequence of permits, only China had more than half (56,6%) of its nationals with work permits. It also showed the second highest proportion in business permits. The Netherlands had the highest proportion of visitors (62,1%); the least in study permits (0,3%) and second highest in retired persons permits (3,4%).

For African countries, Nigeria and Lesotho were the only countries that followed the Africa regional sequence for the first four permits. More than half of the permits issued to Lesotho (61,7%) and Nigeria (56,7%) nationals were relatives permits. However, Nigeria nationals had 7,1% work permits compared to Lesotho's 0,1%. Likewise the proportion of recipients with business permits among Nigeria nationals was 1,0% whilst that of Lesotho was only 0,1%.

It is observed from the results that DRC and Angola showed similar sequence for the first four permits namely: study, visitors, relatives and work. About half of the nationals from Angola (49,6%) and DRC (41,2%) were issued with study permits. Both countries showed the lowest proportion of recipients with relatives permits. Thus only 12,4% and 16,7% of Angola and DRC nationals respectively had relatives permits.

Ghana and Malawi had the same pattern of relatives, visitors, work and study. Almost three quarters of the permits issued to their nationals were relatives and visitors permits. However, 15,7% Ghana and 11,7% Malawi recipients were given work permits. In addition, 11,4% and 9,1% of permits issued to Malawi and Ghana nationals were for study purposes. Only Zimbabwe (32,4%) had a very high proportion of its recipients with work permits. About a quarter of its nationals also received permits for relatives (25,8%) and study (21,7%). Similar to Zimbabwe, Cameroon also followed its own sequence of study, relatives, work and visitors. Cameroon (38,8%) was the third country after Angola and DRC with a high proportion of recipients with study permits. In addition, 15,2% had work permits and a relatively high proportion (1,1%) received business permits.

Table 5: The percentage distribution of the eight leading countries' regional pattern of temporary permits, 2011

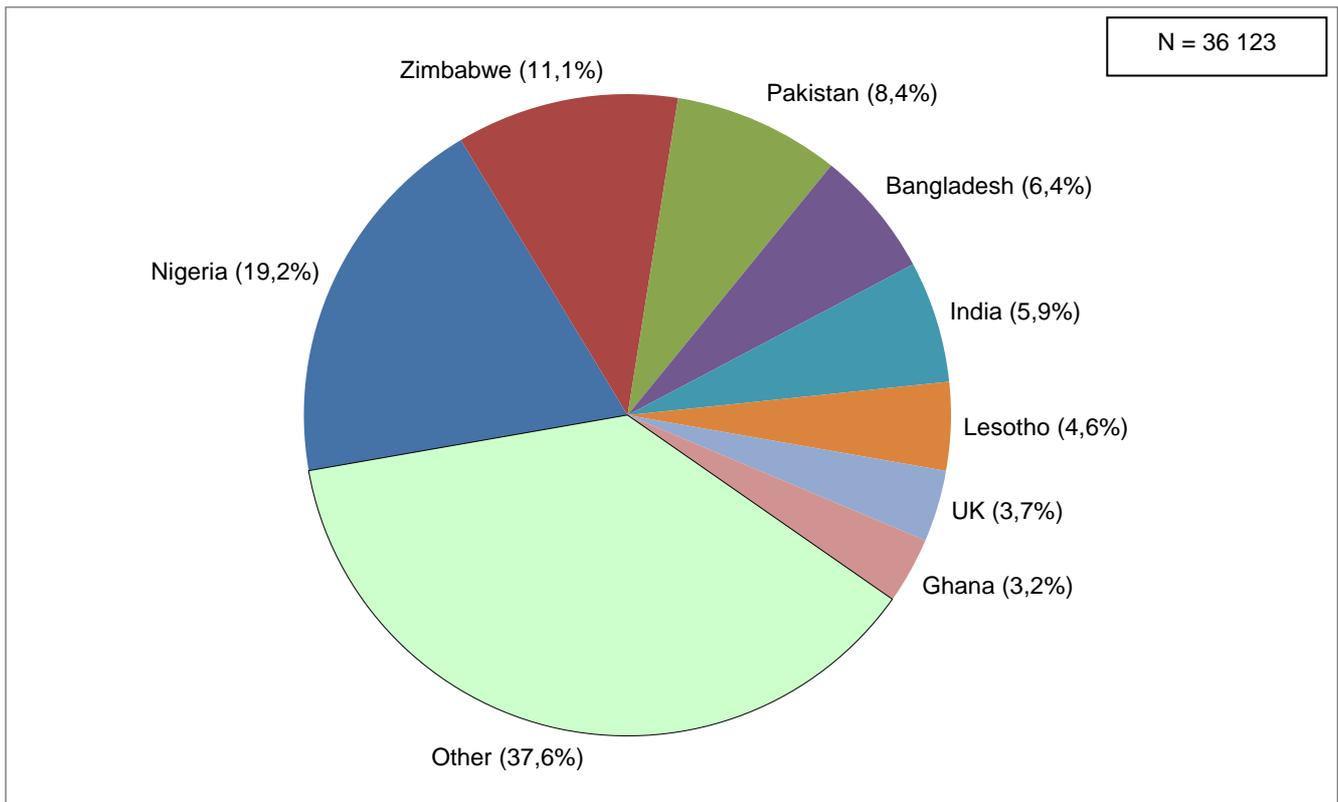
Region / Country	Type of Permits							
	Relatives	Visitors	Work	Study	Business	Retired persons	Others	Total
Overseas	28,9	34,9	24,4	7,5	2,0	1,4	0,9	100,0
India	27,3	33,3	33,1	4,8	0,7	0,6	0,2	100,0
China	14,1	21,6	56,6	4,0	2,8	0,3	0,6	100,0
Pakistan	58,6	16,9	19,1	1,4	3,6	0,0	0,4	100,0
UK	26,3	45,6	10,6	9,1	1,2	5,4	1,8	100,0
Bangladesh	78,5	7,7	10,1	1,8	1,8	0,1	0,0	100,0
Germany	13,6	57,6	14,3	7,3	1,9	3,1	2,2	100,0
USA	21,6	45,3	15,9	13,4	1,0	1,3	1,5	100,0
The Netherlands	11,7	62,1	12,1	0,3	1,7	3,4	8,7	100,0
Africa	38,4	20,0	15,3	23,1	0,8	0,0	2,4	100,0
Zimbabwe	25,8	19,1	32,4	21,7	0,2	0,0	0,8	100,0
Nigeria	56,7	16,1	7,1	17,8	1,0	0,0	1,3	100,0
Lesotho	61,7	12,6	0,1	19,8	0,1	0,1	5,6	100,0
DRC	16,7	23,9	8,2	41,2	0,6	0,0	9,4	100,0
Ghana	54,3	19,5	15,7	9,1	0,4	0,0	1,0	100,0
Malawi	40,9	34,3	11,7	11,4	0,3	0,0	1,4	100,0
Angola	12,4	21,0	2,3	49,6	0,6	0,5	13,6	100,0
Cameroon	29,2	13,8	15,2	38,8	1,1	0,0	1,9	100,0

5.2.2.3 Distribution of each type of permit by country of nationality

The third analysis shows the allocation patterns of the permits by selecting the eight top countries for each type of permit. The results are presented in Figure 4 to Figure 10.

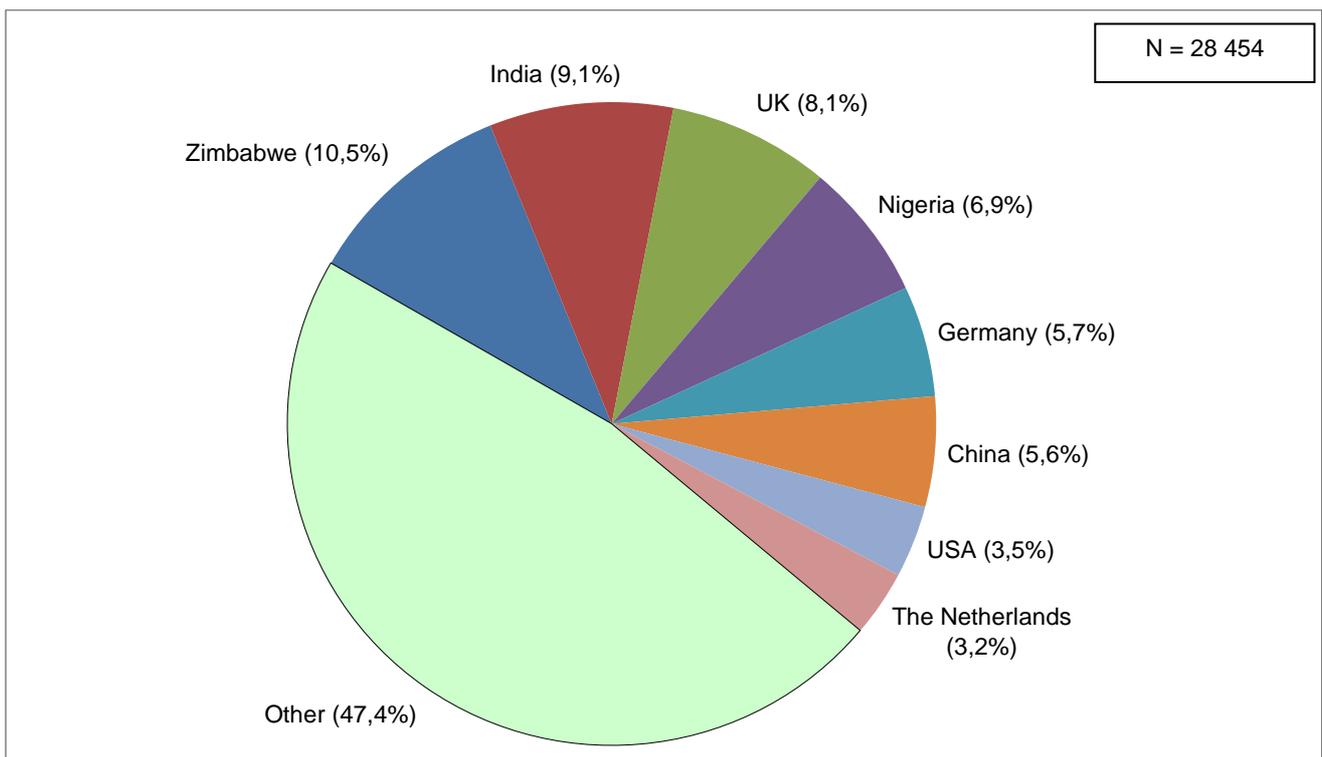
Figure 4 presents the results on the relatives permits. The top eight countries were widely spread among overseas and Africa region with four countries from each region. Nationals from the eight countries received 62,4% of the 36 123 relatives permits issued. More than a quarter of the permits were issued to Nigeria and Zimbabwe nationals.

Figure 4: Percentage distribution of recipients of relatives permits, 2011



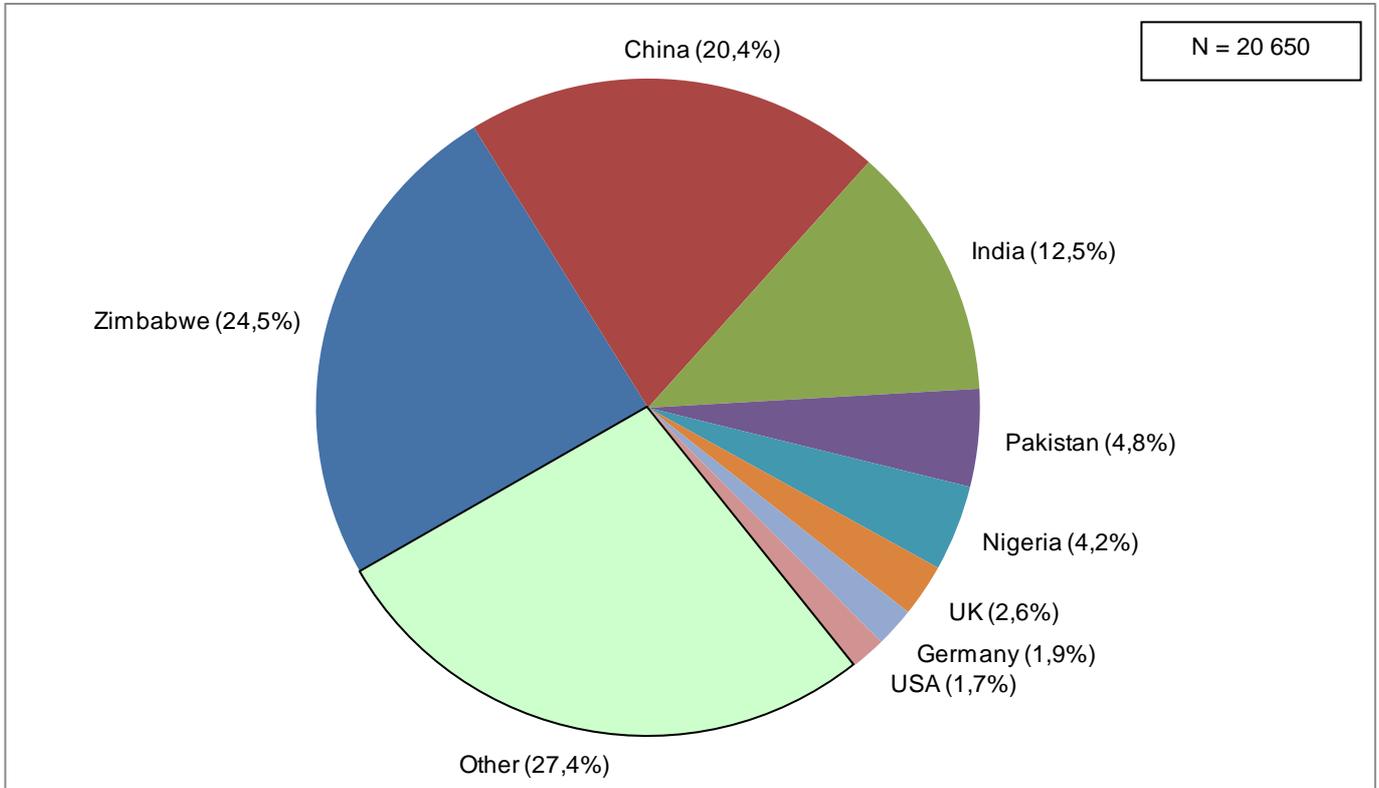
The distribution of the visitor's permits (see Figure 5) indicates that only two countries (Zimbabwe and Nigeria) from the leading eight countries were from the African region. The remaining six were from the overseas region. Together, the eight countries received 52,6% of the 28 454 visitors permits. Zimbabwe (10,5%), followed by India (9,1%) and UK (8,1%) had the highest proportion of recipients of work permits.

Figure 5: Percentage distribution of recipients of visitors permits, 2011



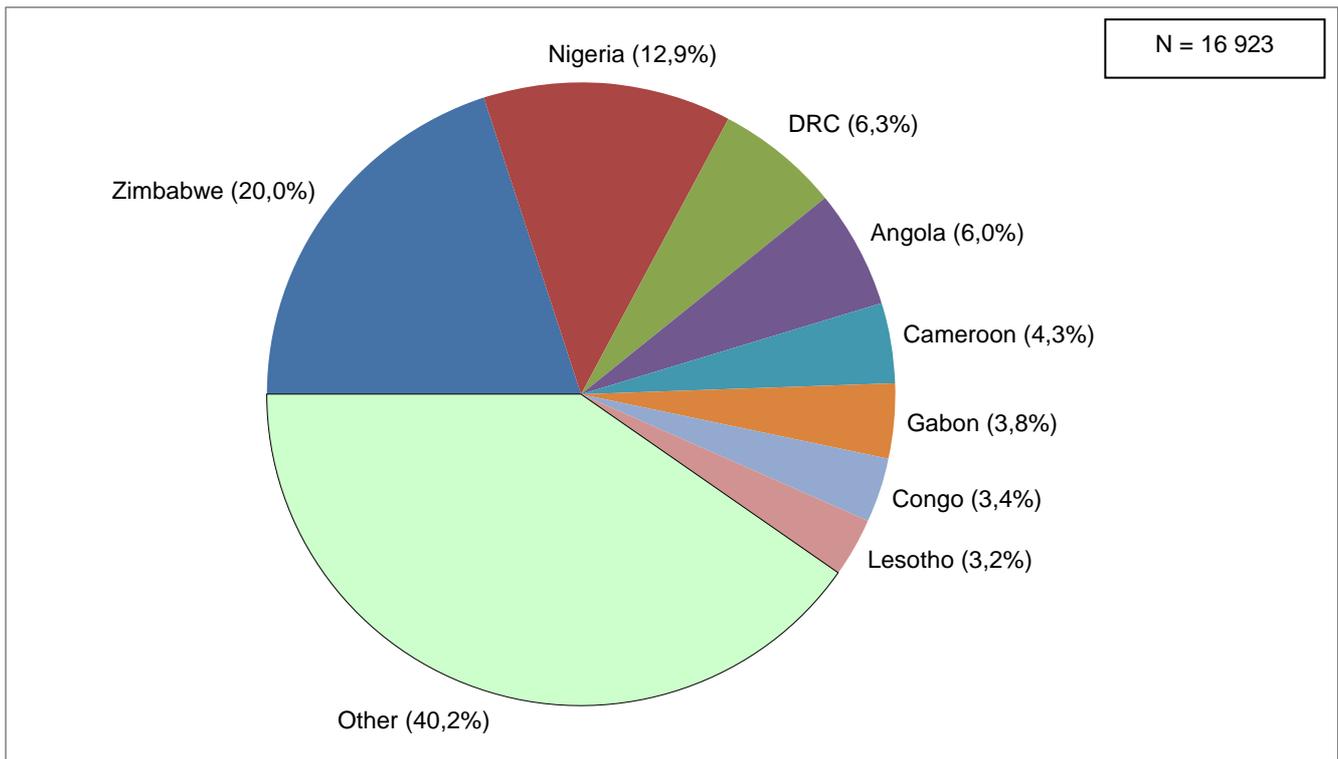
Contrary to the findings from relatives and visitors permits, the allocation of work permits as shown in Figure 6 was less widespread among the 2011 recipients. Hence the eight top countries received 72,6% of the work permits leaving only 27,4% to be shared among the remaining countries. Moreover, Zimbabwe and China nationals alone received 44,9% of the permits.

Figure 6: Percentage distribution of recipients of work permits, 2011



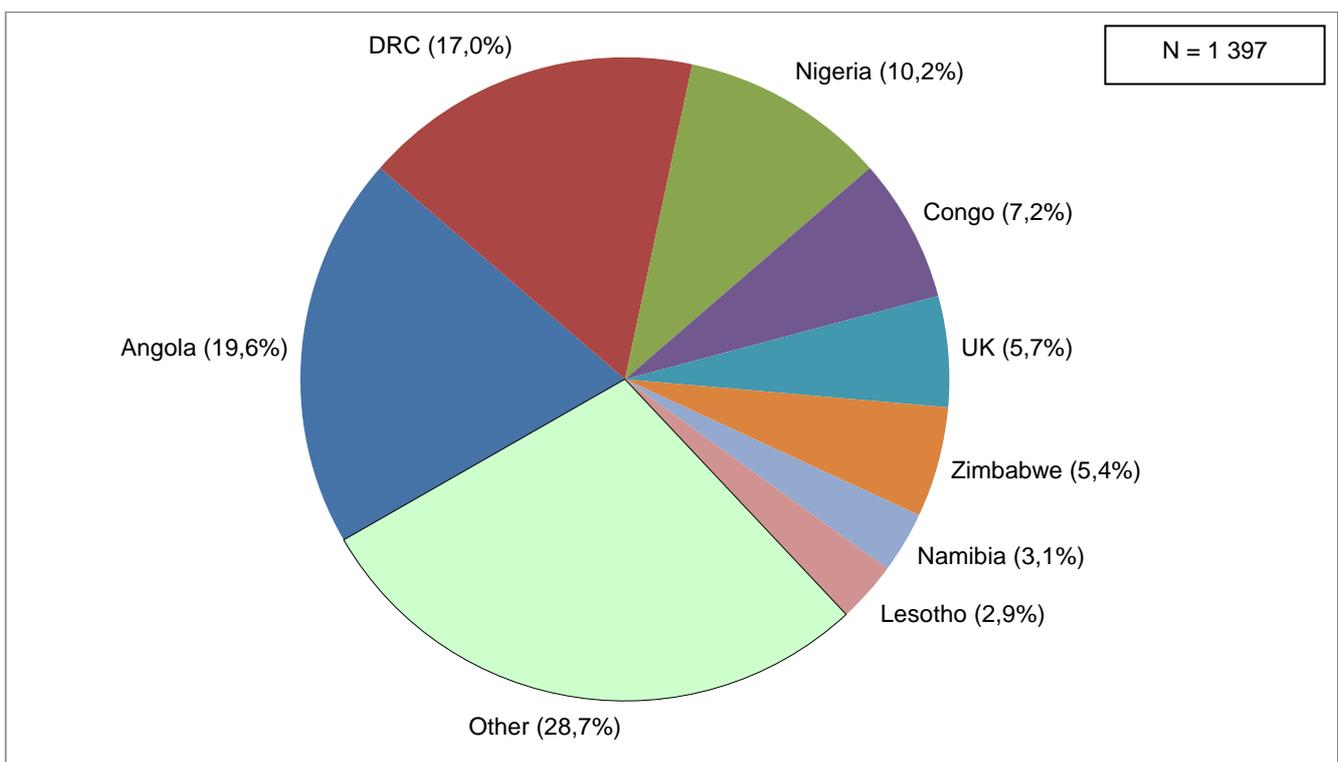
As shown in Figure 7, all the leading eight countries for study permits were from the Africa region. About 60,0% of the study permits were issued to nationals from these eight countries. Zimbabwe nationals accounted for 20,0% of the study permits. These were followed by Nigeria nationals that received 12,9% of the study permits.

Figure 7: Percentage distribution of recipients of study permits, 2011



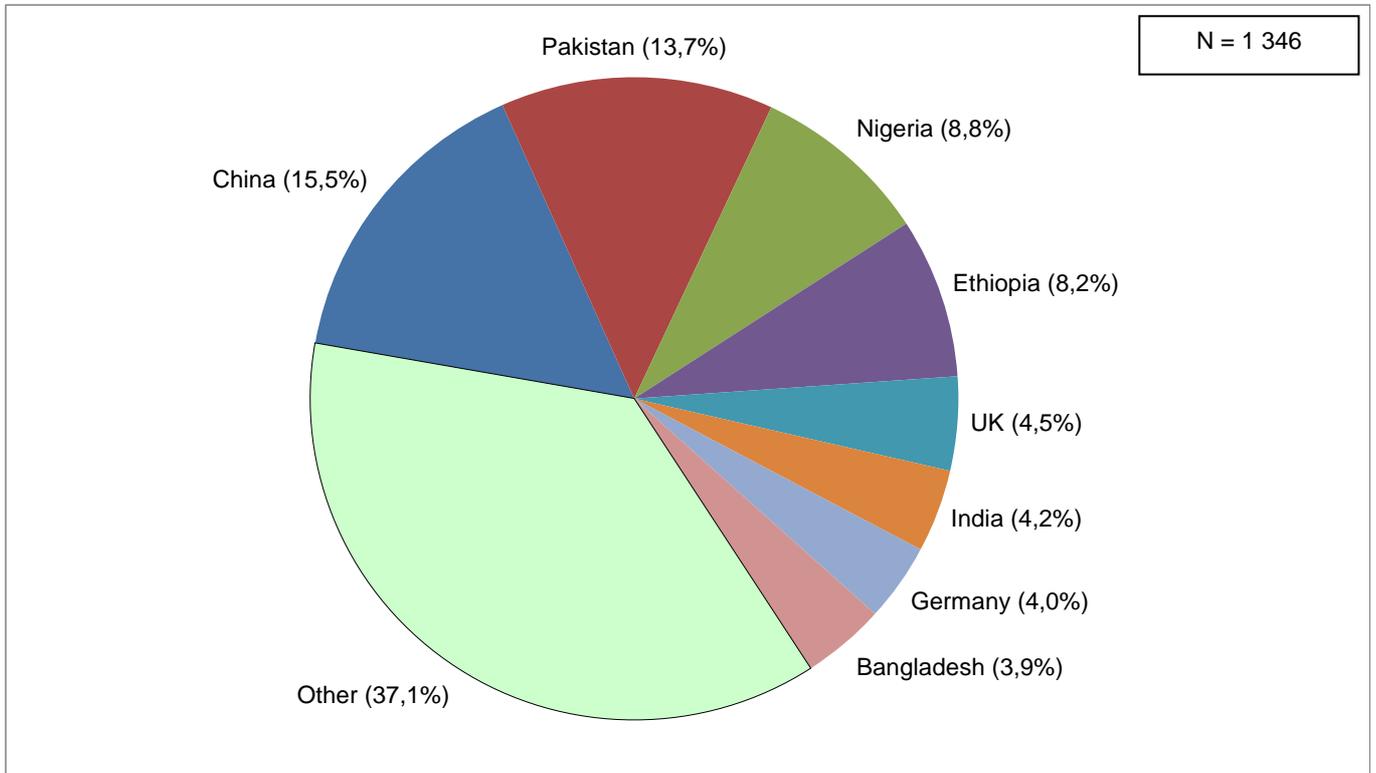
With the exception of UK, the leading countries for medical permits were all from Africa. As presented in Figure 8, 19,6 of the 1 397 permits were issued to Angola nationals followed by 17,0% to nationals from DRC. Only 28,7% of the permits were given to nationals from other countries beside the eight leading ones.

Figure 8: Percentage distribution of recipients of medical permits, 2011



Nigeria and Ethiopia were the only countries from Africa among the eight top countries with business permits as shown in Figure 9. Nationals from these eight countries received 62,9% of the 1 346 business permits issued in 2011. Furthermore, nationals from China and Pakistan received about 40,0% of the business permits.

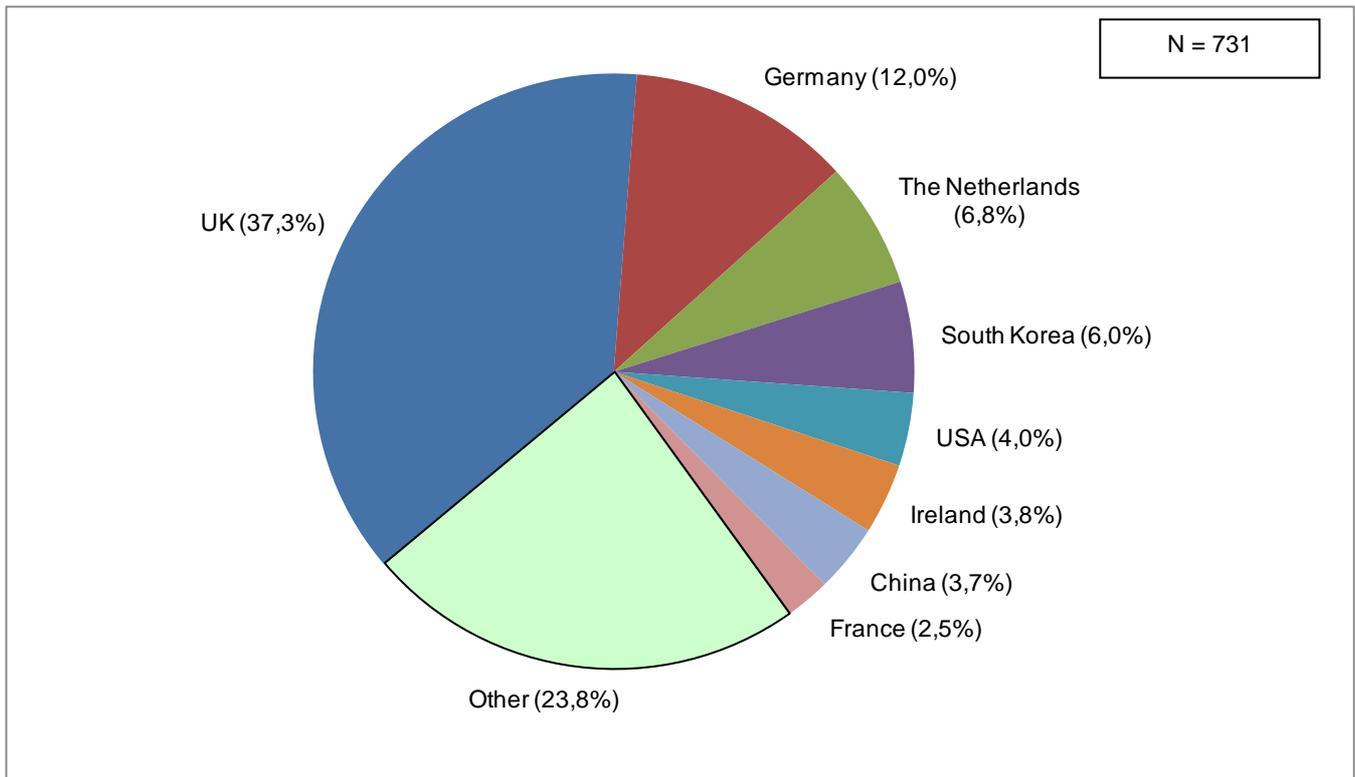
Figure 9: Percentage distribution of recipients of business permits, 2011



Results in Figure 10 indicate that all the eight leading countries with retired persons permit were from the overseas region. Nationals from these countries were issued with 76,2% of the permits. Out of the 731 permits, 37,3% were given to UK nationals. Recipients from Germany and The Netherlands were issued with 12,0% and 6,8% of the permits respectively.

As shown in Appendix II, Cuba, Tunisia and Germany were the top three countries for treaty permits. Nationals from Cuba received 34 (16,0%) of the 212 permits. Nationals from Tunisia and Germany got 31 (14,6%) and 22 (10,4%) of the permits respectively. A total of 180 corporate permits were issued. The top three countries that received this permit were: Mozambique 36 (20,0%), China 26 (14,4%) and India 21 (11,7%). Only 100 exchange permits were issued in 2011. The distribution of the permits among the top three countries indicates that 14 each went to nationals from China and Germany whilst Zimbabwe nationals received 12.

Figure 10: Percentage distribution of recipients of retired permits, 2011



5.3 Age structure and nationality

5.3.1 Age structure by region

The regional patterns of the age distributions reveal distinct similarities and differences. As observed from Figure 11 and Figure 12, the median age for nationals from overseas countries was 32 years compared to 31 years for nationals from the African countries. The results in Table 6 show that the proportion of children (less than 15 years) from overseas and Africa countries that received temporary permits was also more or less the same at around 10% from each region. However, there were differences among the adult and the older person’s age groups. Thus 84,0% of overseas recipients were in the adult group (15 to 64 years) whereas 88,5% of the Africa recipients were in that group. There was a relatively higher proportion (5,4%) of older persons (65 years and above) among overseas nationals than the Africa nationals (1,2%).

5.3.2 Age structure of the eight leading countries

With a median age of 39 years, UK nationals who received temporary permits were the oldest (see Figure 11). They were followed by Germany nationals (35 years). Nationals from The Netherlands had the lowest median age of 29 years. The median ages for the nationals from the remaining five overseas countries were below 35 years. Additional information from Table 6, indicates that 16,7% of UK nationals and 15,9% of nationals from Germany were older persons. The proportion of older persons in each of the four Asia countries namely, India, China, Pakistan and Bangladesh was less than 3,0%. Indeed Bangladesh nationals showed the lowest proportion (0,3%) of older persons. Recipients from USA had the highest proportion (20,0%) of children aged 0 to 14 years who received temporary permits.

With regards to the African group, Malawi recipients showed the highest median age of 34 years followed by Nigeria and Ghana with 33 years each (see Figure 12). The youngest recipients were from Angola with a median age of 26 years. The broad age distribution presented in Table 6, shows that Zimbabwe had the highest proportion (20,2%) of children who received permits. These were followed by Angola with 10,2% of children who received

permits. Ghana had the lowest (3,7%) proportion of children with permits. Similarly, the proportion of older persons was highest (2,9%) among nationals from DRC and lowest (0,5%) among Ghana nationals.

Figure 11 Median age of recipients of temporary residence permits from the eight leading overseas countries, 2011

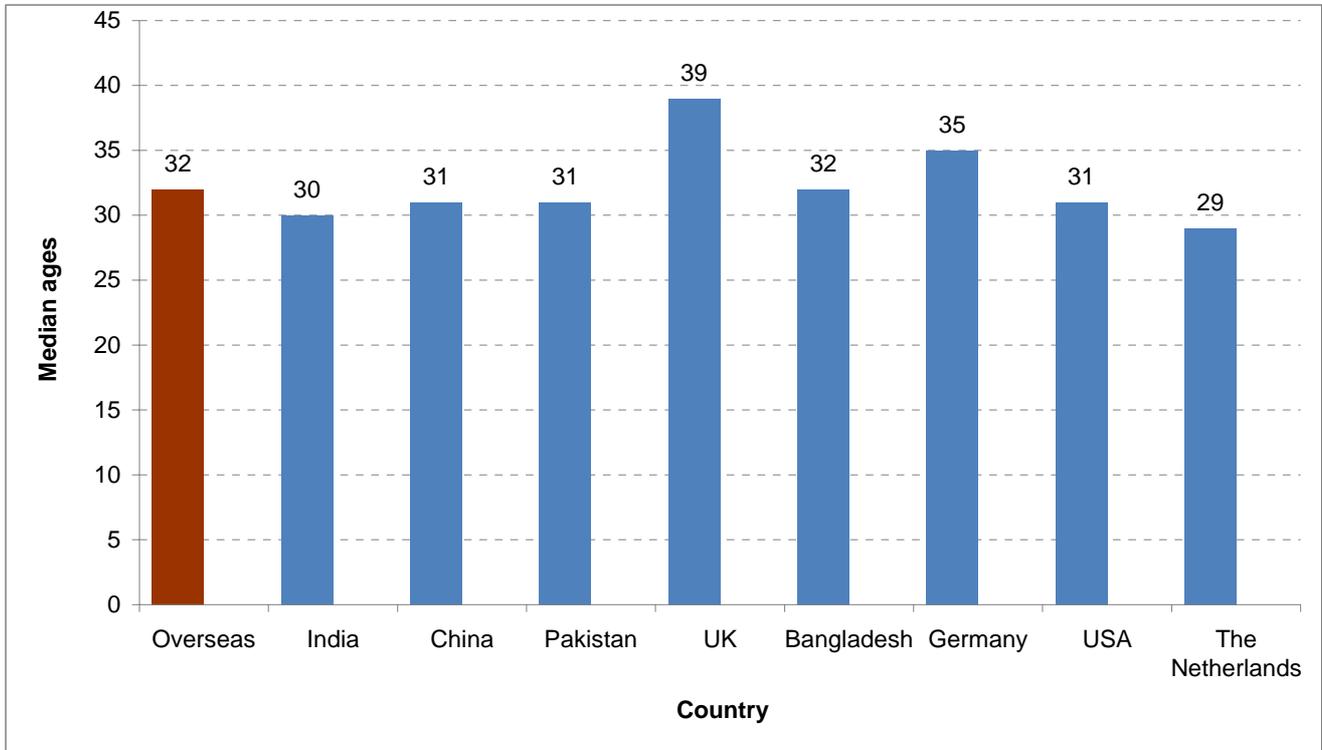


Figure 12: Median age of temporary residence permit recipients from the eight leading African countries, 2011

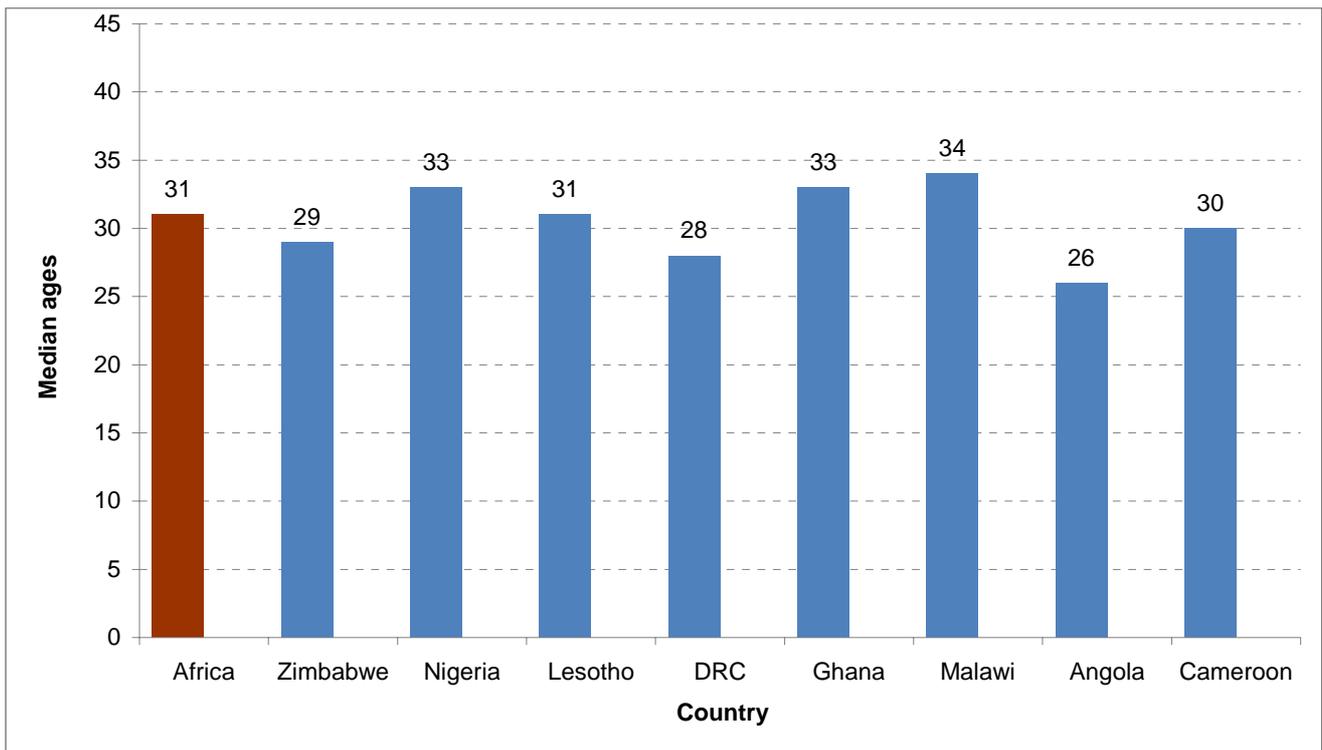


Table 6: Percentage distribution of recipients of temporary permits by broad age groups, region and the eight leading countries, 2011

Region / country	Age group			Total
	0-14	15-64	65 and over	
All	10,4	86,5	3,1	100,0
Overseas	10,6	84,0	5,4	100,0
India	13,7	83,8	2,5	100,0
China	5,2	93,4	1,4	100,0
Pakistan	6,2	92,4	1,4	100,0
UK	13,0	70,3	16,7	100,0
Bangladesh	2,4	97,4	0,3	100,0
Germany	7,2	76,9	15,9	100,0
USA	20,2	75,1	4,7	100,0
The Netherlands	8,9	81,9	9,2	100,0
Africa	10,3	88,5	1,2	100,0
Zimbabwe	20,2	78,9	0,9	100,0
Nigeria	4,7	94,6	0,7	100,0
Lesotho	4,5	93,8	1,7	100,0
DRC	7,7	89,4	2,9	100,0
Ghana	3,7	95,8	0,5	100,0
Malawi	6,5	92,3	1,2	100,0
Angola	10,2	88,2	1,6	100,0
Cameroon	4,8	94,4	0,9	100,0

6. Permanent residence permits

6.1 Overall

In 2011, 10 011 permanent residence permits (PRP) were issued. The permits were grouped according to the qualifying criteria used by the Department of Home Affairs (DHA) to issue permits. The largest number of permits 5 653 (56,5%) were issued based on the *relatives* category (see Table 7). The *relatives* category consisted of 2 470 spouses; 1 684 children and dependents and 1 499 other relations. The second category, *work*, was made up by those who applied for PRP using their work permit (20,6%). This group includes 820 recipients who had the special work permit for extraordinary skills. Additional 16,6% of the permits were issued based on refugees permit and 3,2% given to retired persons. There were 3,2% of recipients who had business permits. This category included 16 financially independent persons.

Table 7: Number of recipients of permanent residence permits by type of status, 2011

Type of status	Frequency	Percent
Relatives	5 653	56,5
Work	2 060	20,6
Refugee	1 664	16,6
Retired persons	318	3,2
Business	316	3,2
Total	10 011	100,0

The 10 011 recipients were nationals from 128 countries (see Appendix III). It is observed from Figure 13, that the top eight countries were Zimbabwe [1 131 (11,3%)], DRC [1 054 (10,5%)], China [807 (8,1%)], India [744 (7,4%)], Nigeria [736 (7,4%)], Pakistan [556 (5,6%)], UK [444 (4,4%)] and Somalia [432 (4,3%)]. Nationals from these countries made up more than half (59,0%) of the 10 011 recipients.

Data given in Table 8 indicate that about half of the permits were issued to persons aged 30 to 44 years. In addition, the age distribution into the three broad age groups shows that 15,2% of the permits were given to children; 81,4% were issued to persons in the 15 to 64 year group while older persons made up 3,4% of the recipients. The median age of all the PRP recipients was 35 years.

Figure 13: Number of recipients of permanent residence permits from the eight leading countries, 2011

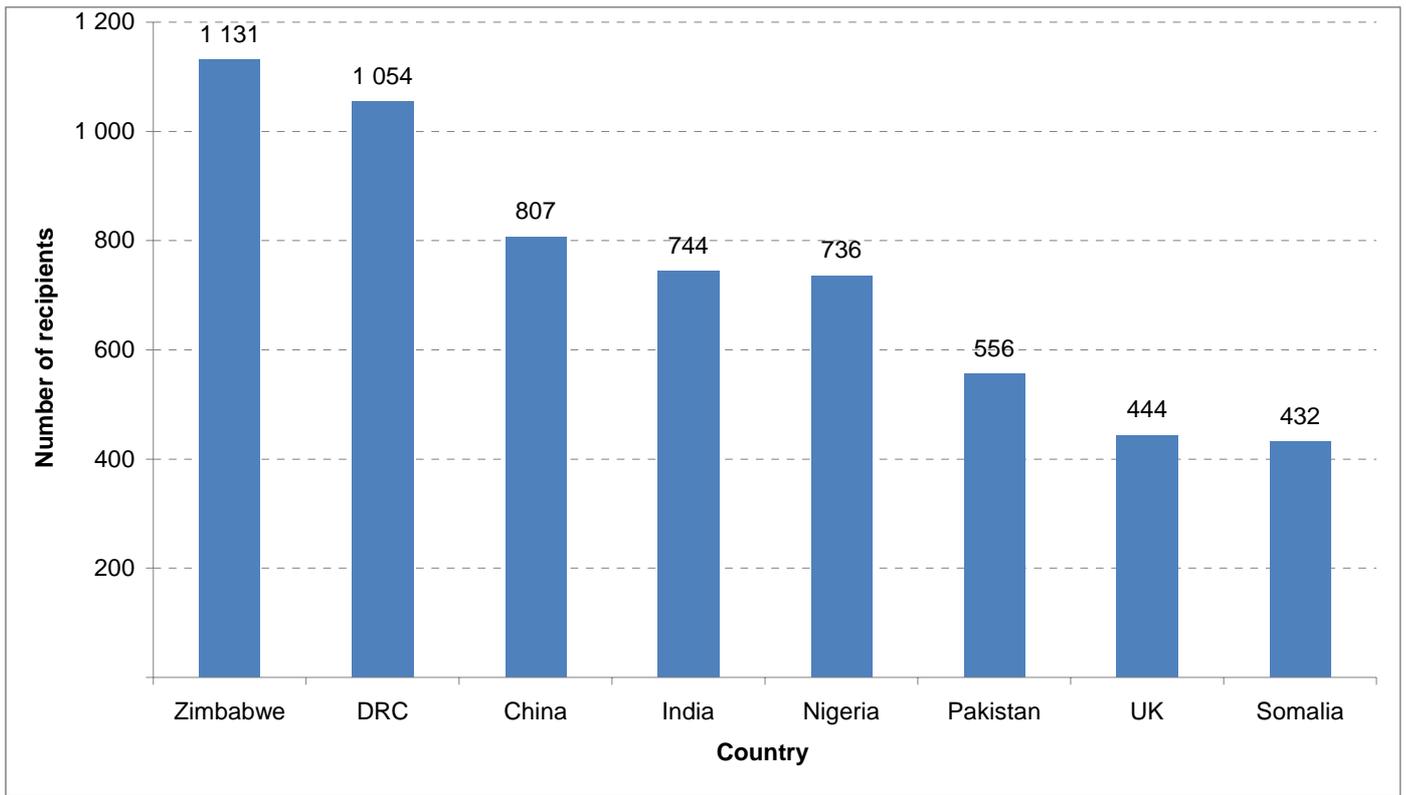


Table 8: Number of recipients of permanent residence permits by age group, 2011

Age group	Frequency	Percent
0-14	1 520	15,2
15-19	440	4,4
20-24	377	3,8
25-29	851	8,5
30-34	1 755	17,5
35-39	1 902	19,0
40-44	1 278	12,8
45-49	750	7,5
50-54	397	4,0
55-59	238	2,4
60-64	165	1,6
65-69	166	1,7
70-74	80	0,8
75+	92	0,9
Total	10 011	100,0

6.2 Nationality and category status of permit

6.2.1 Region, sub-region and country of nationality

The 10 011 permits were issued to recipients from 128 countries. The results of the distribution of the category status by region, sub-region and country are presented in Appendix III. There were 4 084 (40,8%) permits issued to nationals from the overseas region; 5 922 (59,2%) to those from the Africa region and five recipients whose nationalities were not specified. It is observed from the sub-regional distribution given in Table 9 that most recipients came from the SADC (32,1%); and Asia (25,2%) sub-regions. These were followed by East and Central Africa (16,4%), Europe (12,5%), West Africa (9,8%), North America (1,5%), North Africa (0,9%), Middle East (0,7%) and Central and South America (0,6%). The least number of nationals were from Australasia (0,3%).

Table 9: Number of recipients of permanent residence permits by sub-region, 2011

Region / sub-Region	Frequency	Percent
Overseas	4 084	40,8
Europe	1 252	12,5
North America	149	1,5
Central and South America	62	0,6
Australasia	34	0,3
Middle East	68	0,7
Asia	2 519	25,2
Africa	5 922	59,2
SADC	3 210	32,1
East and Central Africa	1 642	16,4
West Africa	979	9,8
North Africa	91	0,9
Unspecified	5	0,0
Total	10 011	100,0

Nationals from the following eight countries received most of the permits given to recipients from the overseas region (see Figure 14): China, India, Pakistan, UK, Germany, Bangladesh, USA and South Korea. These eight countries made up 78,2% of the recipients from the overseas region. As shown in Figure 15, the top eight countries from the Africa region were: Zimbabwe (1 131), DRC (1 054), Nigeria (736), Somalia (432), Congo (431), Lesotho (417), Rwanda (166) and Kenya (150). The recipients from these countries received 76,3% of the permits issued to nationals from the Africa region.

Figure 14: Number of recipients of permanent residence permits from the eight leading overseas countries, 2011

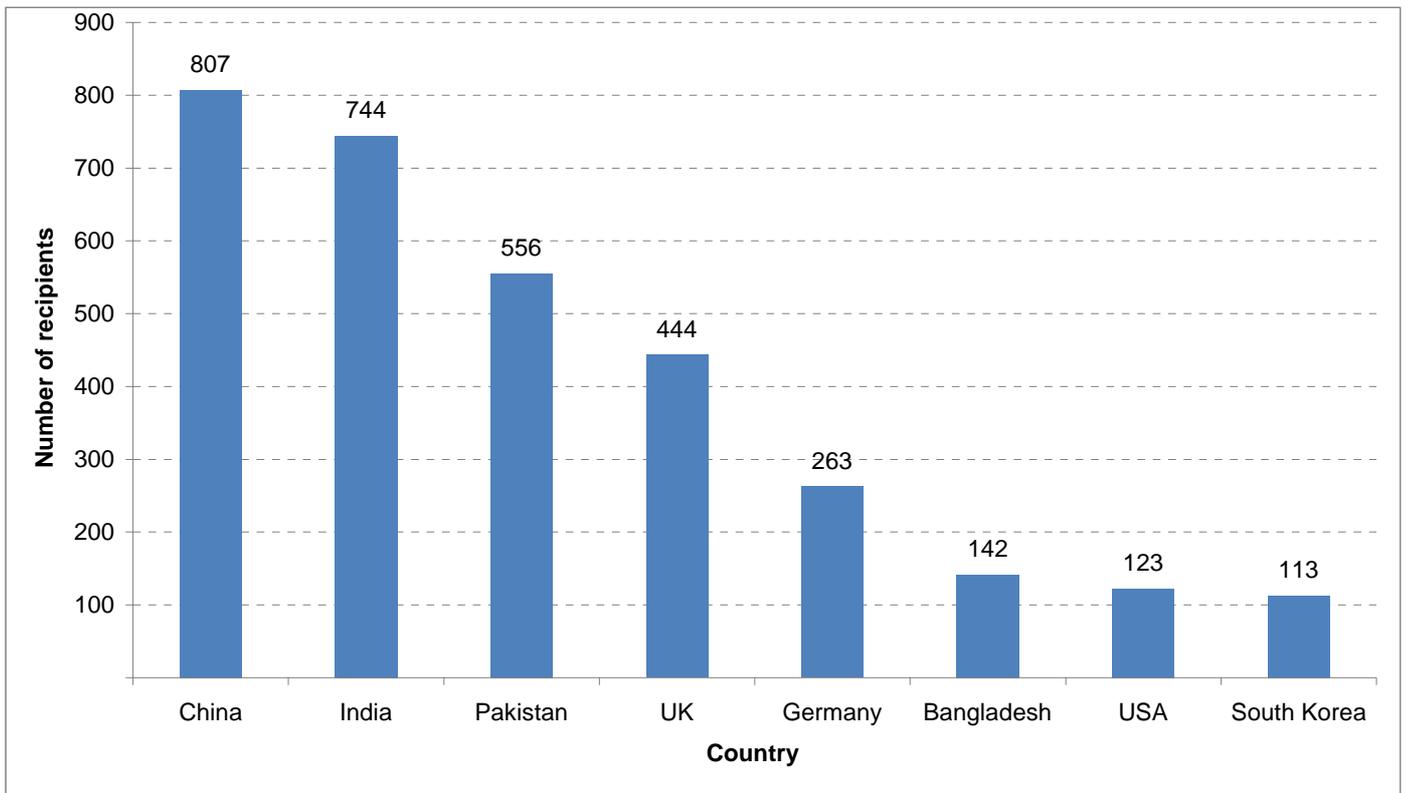
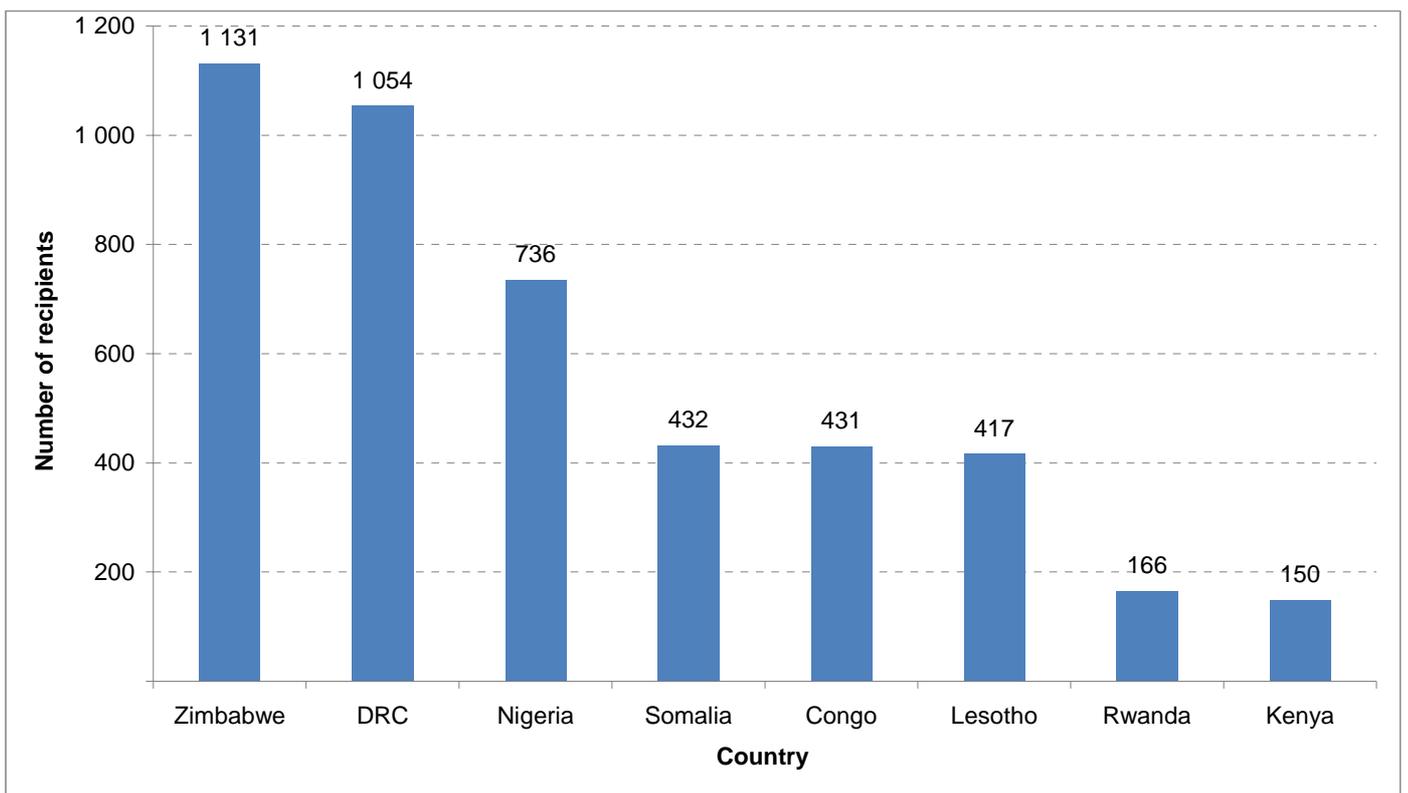


Figure 15: Number of recipients of permanent residence permits from the eight leading African countries, 2011



6.2.2 Region and sub-region by category status

This section examines the distribution at the regional and sub-regional levels of the various category status used in granting the permanent residence permits.

Most of the nationals from the overseas region received their permits based on relatives (59,6%); work (27,4%) and retirement (7,3%) category status. As shown in Table 10, all the overseas sub-groups had relatives as their first group. Work was the second group for nationals from North America (20,1%) and Central and South America (40,3%) and Asia (33,6%). Whereas retired persons was the second group for nationals from Australasia (20,6%) and Europe (16,6%), business was the second for Middle East (25,0%). Furthermore, retired persons category status was the third group used to grant permits for nationals from North America (8,0%) and Central and South America (4,8%). Work was the third group for Europe (16,5%) and Middle East (13,2%). Nationals from Asia (3,8%) had business as their third category.

Australasia (20,6%) showed the highest proportion of recipients who were issued with permits based on the retired persons category. Similarly, the highest proportion for the business category was for recipients from Middle East (25,0%) while the highest for work permit were from Central and South America (40,3%).

Table 10: The percentage distribution of the regional and sub-regional pattern of permit categories

Region / sub-region	Permit Categories					Total
	Relatives	Work	Refugees	Retired persons	Business	
Overseas	59,6	27,4	0,3	7,3	5,4	100,0
Europe	59,2	16,5	0,2	16,6	7,4	100,0
North America	63,8	20,1	0,7	8,0	7,4	100,0
Central and South America	54,8	40,3	0,0	4,8	0,0	100,0
Australasia	67,6	5,9	0,0	20,6	5,9	100,0
Middle East	60,3	13,2	0,0	1,5	25,0	100,0
Asia	59,6	33,6	0,4	2,7	3,8	100,0
Africa	54,3	15,9	27,9	0,3	1,6	100,0
SADC	58,0	17,2	23,7	0,3	0,7	100,0
East and Central Africa	30,0	10,0	53,5	0,4	2,1	100,0
West Africa	74,8	21,3	0,7	0,4	2,8	100,0
North Africa	67,0	15,4	6,6	0,0	11,0	100,0

As presented in Table 10, most of the 5 922 recipients from Africa, were given permits based on: relatives (54,3%); refugees (27,9%) and work (15,9%) category status. Similar to the overseas nationals, relatives category was the first group for all the Africa sub-groups with the exception of East and Central Africa. Instead, 53,5% of nationals from East and Central Africa used refugee status category to obtain their permit. Refugees and relatives were second for SADC (23,7%) and East and Central Africa (30,0%) nationals respectively whereas West Africa (21,3%) and North Africa (15,4%) had work. The results also showed that work was the third position for recipients from SADC (17,2%) and East and Central Africa (10,0%). However, business and work took third position for North Africa and West Africa recipients respectively. Unlike recipients from overseas sub-regions, retired persons category status was rarely used by nationals by from the Africa sub-groups to obtain permits.

6.2.3 The leading countries from overseas and Africa by category status

The interest in the second analysis was to examine the sequencing of the five category status among the eight leading countries from overseas and Africa. Results in Table 11 reveal that none of the eight countries from the overseas region showed the same regional sequencing pattern. However, with the exception of China (42,1%),

more than half of the permits issued to nationals from each of the seven remaining countries were based on relatives category. Bangladesh (83,1%) and Pakistan (82,9%) had the highest proportions of the relatives category. On the contrary, half of nationals from China were given permits based on their work category. China recipients were followed by India (42,3%) and USA (19,5%) and Germany (19,4%). South Korea (3,4%) showed the lowest proportion of permits based on work category.

The results further show that USA nationals had the highest proportion (8,1%) followed by Germany (7,2%) and China (6,6%) of permits based on business category. The proportion from each of the remaining five countries was less than 6,0%. In addition, a relatively high proportion (37,1%) of nationals from South Korea got their permits based on retired persons category. They were followed by Germany (23,2%) and UK (19,1%).

Similar to the overseas pattern none of the countries followed the exact Africa pattern as shown in Table 11. For the first position, four of the countries namely, Lesotho (95,7%), Nigeria (71,3%), Zimbabwe (63,2%) and Kenya (52,0%) had more than half of their nationals issued with permits based on the relatives category. For the remaining four countries, namely Somalia (92,4%), Rwanda (75,9%), DRC (71,3%) and Congo (54,5%) the most prominent category status was refugee. Regarding the second position, Zimbabwe (35,7%), Kenya (42,0%) and Nigeria (25,0%) showed a significant proportion of permits that were issued based on work category. The remaining countries had less than 5,0% each of their nationals with permits based on work category. Moreover, only Kenya (4,0%) and Nigeria (3,1%) had a higher proportion of their recipients with permits based on business category. Retired persons category was rarely used to grant permits to nationals from Africa.

Table 11: The percentage distribution of the eight leading countries regional pattern of the permit category

Region / Country	Permit Categories					Total
	Relatives	Work	Refugees	Retired persons	Business	
Overseas	59,6	27,4	0,3	7,3	5,4	100,0
China	42,1	50,7	0,0	0,6	6,6	100,0
India	56,3	42,3	0,1	0,0	1,2	100,0
Pakistan	82,9	14,0	0,3	0,2	2,5	100,0
UK	63,5	11,9	0,0	19,1	5,4	100,0
Germany	50,2	19,4	0,0	23,2	7,2	100,0
Bangladesh	83,1	13,4	0,0	0,0	3,5	100,0
USA	64,2	19,5	0,8	7,3	8,1	100,0
South Korea	56,0	3,4	0,0	37,1	3,4	100,0
Africa	54,3	15,9	27,9	0,3	1,6	100,0
Zimbabwe	63,2	35,7	0,1	0,0	1,0	100,0
DRC	25,0	2,5	71,3	0,5	0,8	100,0
Nigeria	71,3	25,0	0,4	0,1	3,1	100,0
Somalia	7,6	-0,0	92,4	0,0	0,0	100,0
Congo	40,4	4,2	54,5	0,0	0,9	100,0
Lesotho	95,7	3,8	0,2	0,0	0,2	100,0
Rwanda	22,3	1,2	75,9	0,6	0,0	100,0
Kenya	52,0	42,0	0,0	2,0	4,0	100,0

6.2.4 Distribution of each category status by country of nationality

The focus in this third analysis is to show the allocation patterns of the status categories by selecting the eight top countries for three categories (relative, work and refugee). The results are presented in Figure 16, Figure 17 and Figure 18.

As presented in Figure 16, 30,2% of the permits based on relatives category came from Zimbabwe (12,7%), Nigeria (9,3%) and Pakistan (8,2%) nationals. Slightly more than half (54,8%) of the permits based on work category as shown in Figure 17, were from recipients from China (19,9%), Zimbabwe (19,6%) and India (15,3%).

As can be seen in Figure 18, unlike the pattern shown by the relatives and work categories, all the top eight countries came from Africa. Thus the eight countries made up 98,3% of the refugee category. Over 80% (83,3%) of the permits based on refugee category were issued to nationals from only three countries: DRC (45,2%), Somalia (24,0%) and Congo (14,1%).

Likewise, virtually all the permits issued based on retired persons category (318) went to recipients from the overseas region. UK (26,7%) and Germany (19,2%) nationals received about a quarter of the permits based on retired persons category. Relatively few (315) permits were issued based on business category. However, the recipients were more widespread than the other categories. Thus the leading eight countries were a mix from both overseas and Africa regions. The highest proportion went to nationals from China (53).

Figure 16: Percentage distribution of recipients of relatives permits, 2011

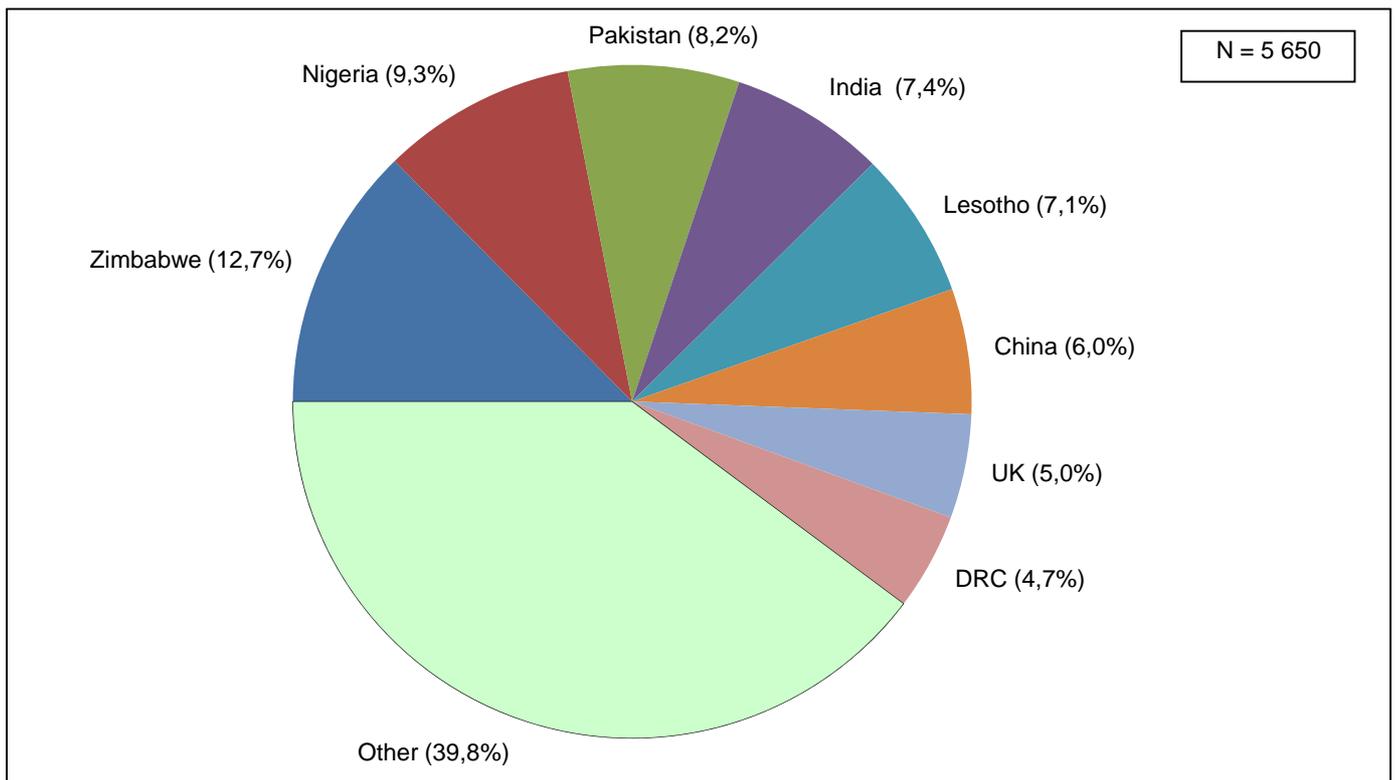


Figure 17: Percentage distribution of recipients of work permits, 2011

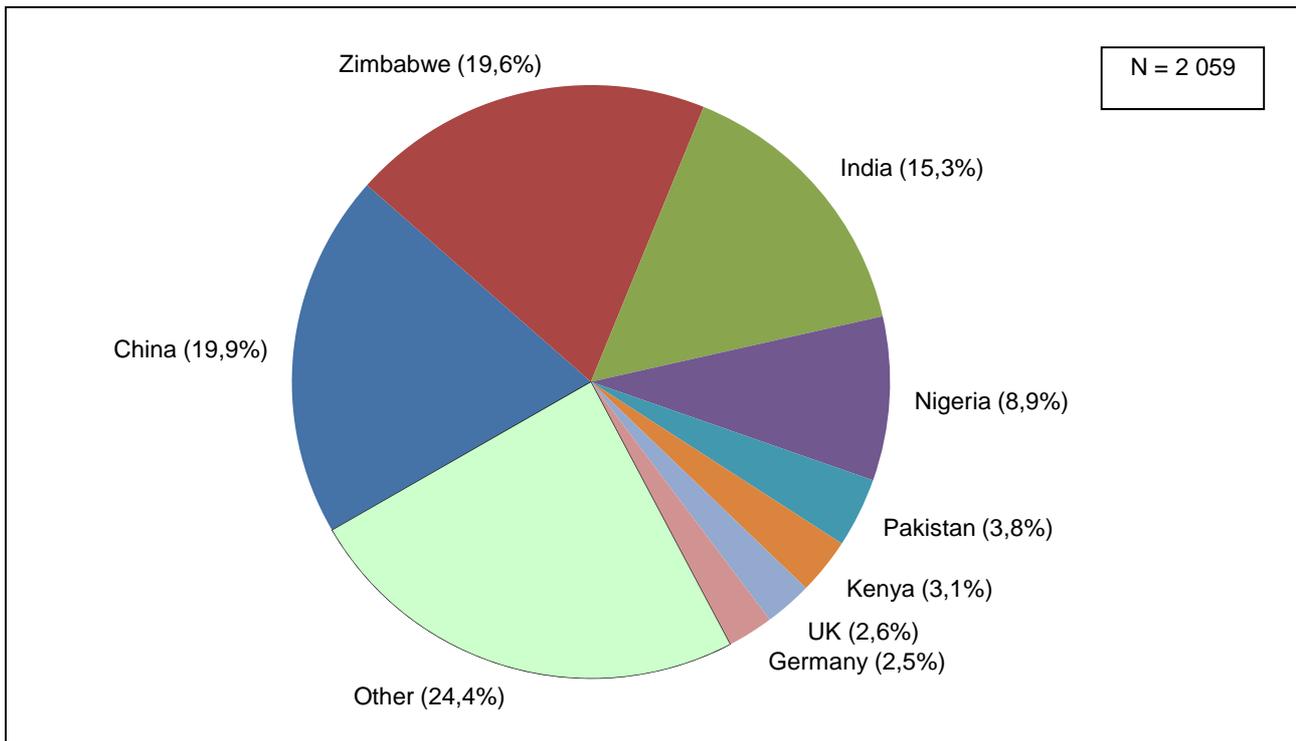
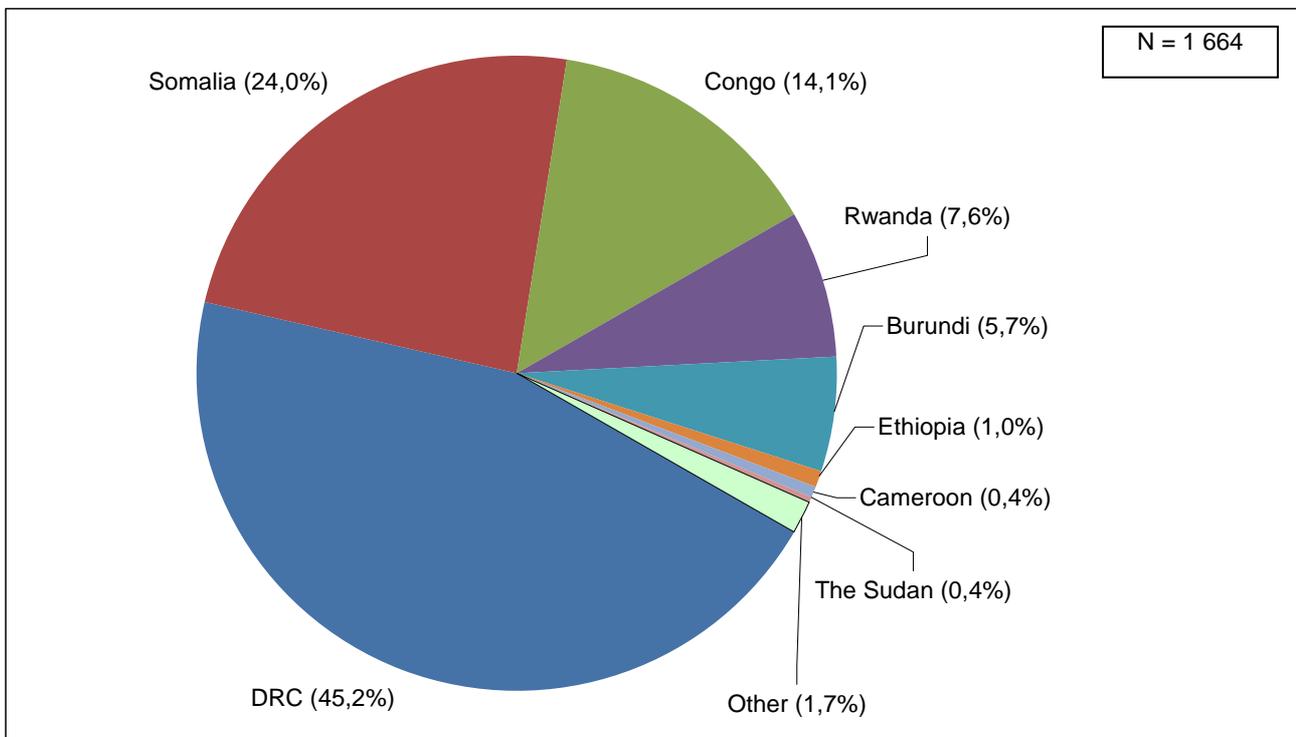


Figure 18: Percentage distribution of recipients of refugees permits, 2011



6.3 Age structure and nationality

6.3.1 Age structure by region

Table 12 provides detailed results of the age distribution of permit recipients by the country of their nationality. As indicated earlier, the 2011 recipients were generally adults aged between 30 and 44 years old. This pattern notwithstanding, sub-regional and country level differentials were also noted. It is shown in the regional results presented in Figure 19 and Figure 20 that the median age for overseas recipients was 36 years compared to 34 years for recipients from Africa. The proportion of children (less than 15 years old) among overseas recipients was 12,6% whereas they made up 17,0% of the Africa group. On the contrary, there was a higher proportion (7,2%) of older persons among overseas nationals than that of the Africa recipients (0,7%).

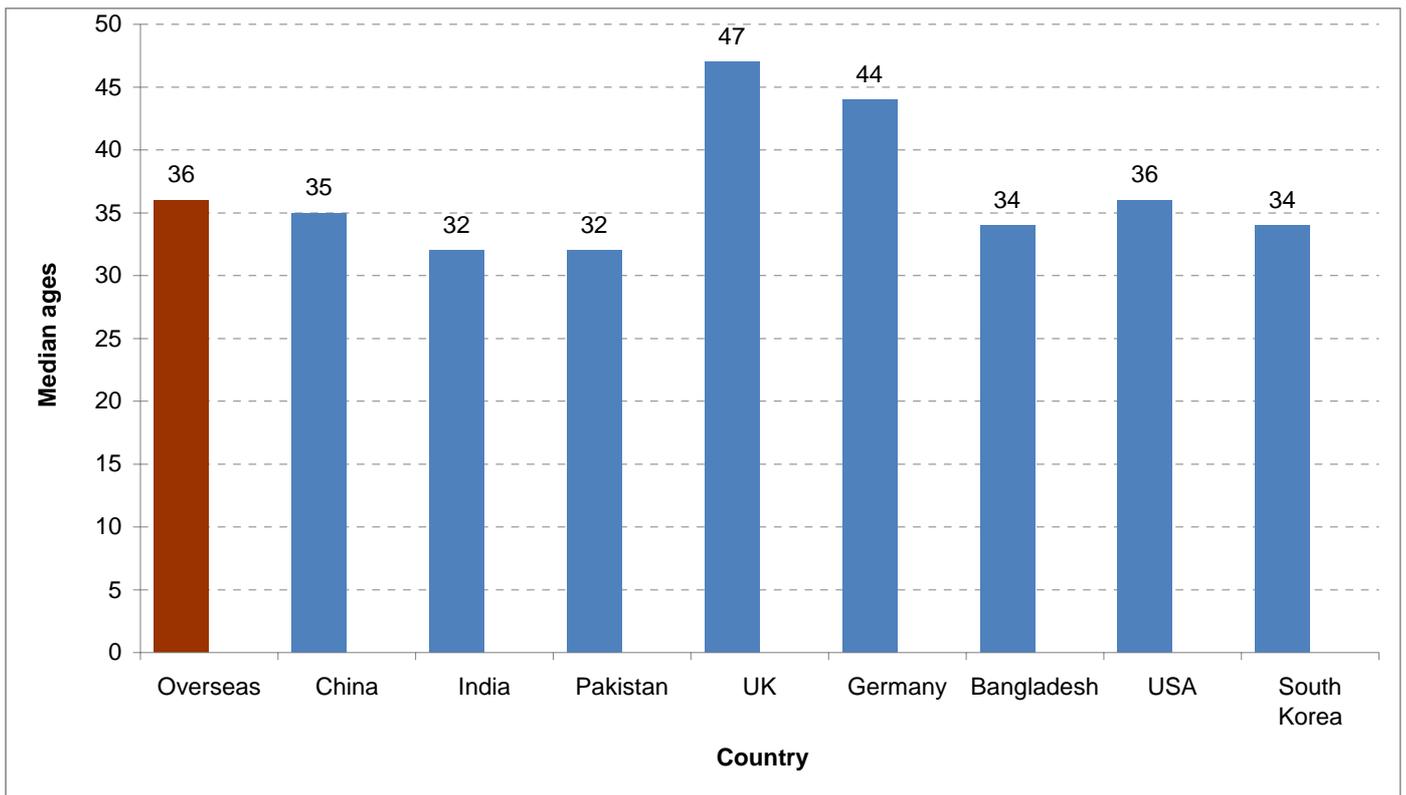
Table 12: Percentage distribution of recipients of permanent residence permits by broad age groups, region and the eight leading counties, 2011

Region / country	Age group			Total
	0-14	15-64	65 and over	
All	15,2	81,4	3,4	100,0
Overseas	12,6	80,2	7,2	100,0
China	10,0	89,2	7,0	100,0
India	20,2	77,3	2,6	100,0
Pakistan	9,4	89,2	1,4	100,0
UK	8,1	67,7	24,2	100,0
Germany	12,2	68,2	19,4	100,0
Bangladesh	5,6	94,4	0,0	100,0
USA	22,8	89,9	7,3	100,0
South Korea	21,6	75,9	2,6	100,0
Africa	17,0	82,3	0,7	100,0
Zimbabwe	23,0	75,9	1,1	100,0
DRC	21,9	77,8	0,3	100,0
Nigeria	16,3	83,6	0,1	100,0
Somalia	11,1	88,9	0,0	100,0
Congo	23,4	78,6	0,0	100,0
Lesotho	5,3	92,3	2,4	100,0
Rwanda	20,5	78,9	0,6	100,0
Kenya	17,3	82,7	0,0	100,0

6.3.2 Age structure of the eight leading countries

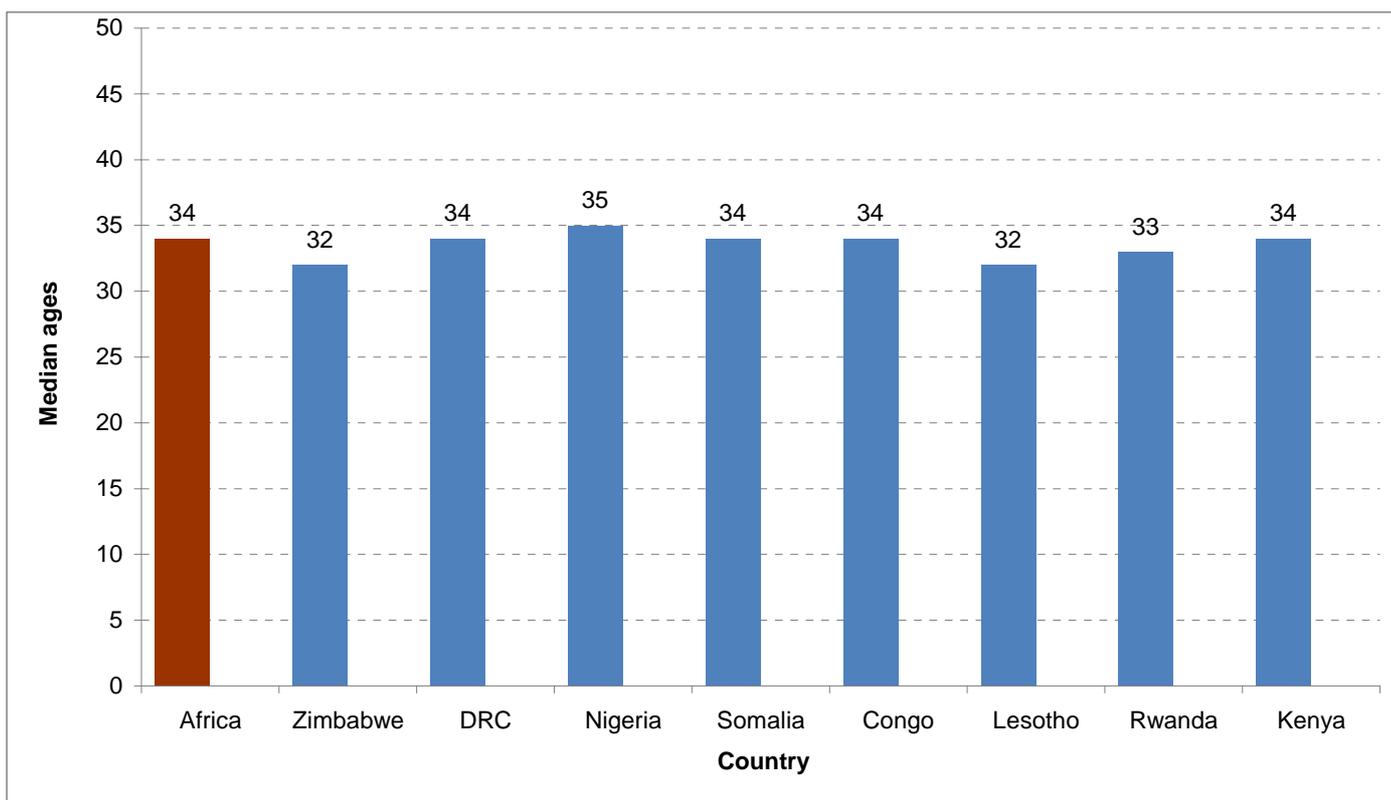
Further analyses were done to find out the similarities and differences in the age structure of the eight leading countries from each of the region. As shown in Figure 19, with a median age of 32 years, India and Pakistan nationals were the youngest whilst UK nationals (47 years) were the oldest among the eight leading overseas countries. Similarly, as observed from Table 12, 24,2% of UK nationals were older persons compared to 2,6% of nationals from both India and South Korea and 1,4% from Pakistan in the same age category.

Figure 19: Median age of recipients of permanent residence permits from the eight leading overseas countries, 2011



As observed from Figure 20 the median ages of the Africa group were less varied than the overseas group. Zimbabwe and Lesotho recipients were the youngest with a median age of 32 years whilst the Nigerian group was the oldest at 35 years. The proportion of children was relatively higher among nationals from Congo (23,4%) and Zimbabwe (23,0%) than those from the remaining six countries (see Table 12). The lowest proportions were among the recipients from Somalia (11,1%) and Lesotho (5,3%). Older persons were visibly absent among the recipients from Africa. Only the Lesotho group showed some noticeable proportion (2,4%) of older persons.

Figure 20: Median age of permanent residence permit recipients from the eight leading countries, Africa



7. Discussions

Despite the fact that the 2011 data on Temporary Residence Permits (TRPs) and Permanent Residence Permits (PRPs) had limited number of variables, the results have provided pertinent immigration issues for discussion. Among these are: the volume, nationality, criteria and types of permits, as well as demographic characteristics of immigrants.

7.1 Volume

As pointed out earlier in the document, administrative sources of data are particularly useful in measuring chronological flow of immigrants. Thus even though the number or volume of immigrants in the 2011 data is not a measure of all the immigrants in South Africa in 2011, the number does provide a sense of the magnitude of annual processed documented information on temporary residents as well as immigrants who have been given permanent residence status in the country in that year. The knowledge of the annual flow is important because in the long run, it is the cumulative data over a period of time that will contribute to the stock volume in the country.

Besides the relevance for planning purposes, knowledge about the volume of immigrants is critical because both government and the public tend to have their own perception on the *volume and characteristics of immigrants*. The perceptions of government and that of the public need not be the same and indeed in many countries they are not. These perceptions may be acceptable and satisfactory or unacceptable and not satisfactory. Moreover, perceptions are not static since they do change over a period of time. Government's view of immigration is often expressed through the policies on population movements in their migration acts and programmes.

The map presented in Figure 21 shows the global pattern of governments' perception on the level of immigration in 1996 and 2009 (UN DESA, 2010). What is immediately striking about the contents of the map is that New Zealand was the only country that regards its immigration as too low in 2009 and 1996. Immigration was regarded as too low for Canada in 2009 but not in 1996. A few countries in Europe and Africa considered immigration as too high. The rest of the countries in the world appear to be satisfied with the levels of immigration in their countries (IOM, 2010). Within this global context, South Africa falls in the category of countries that did not regard immigration levels as too high in 1996 but did so in 2009.

The recognition of the diverse positive contribution and impact of immigration by destination countries notwithstanding, on the whole, the global perception of immigration tends to be negative (IOM, 2011). Such negative attitude is often based on insufficient, less accurate knowledge on the volume of immigration in the country, not only on the part of the public but in some countries the government as well. As mentioned in the introduction section, several factors involving definitions, data sources measurements, dissemination of available data, *etc*, do contribute to the less accurate knowledge held by the public (Anderson and Blinder, 2012). It is worth noting that socioeconomic, ethnic, demographic and educational backgrounds as well as geographical location tend to influence perception (IOM 2011).

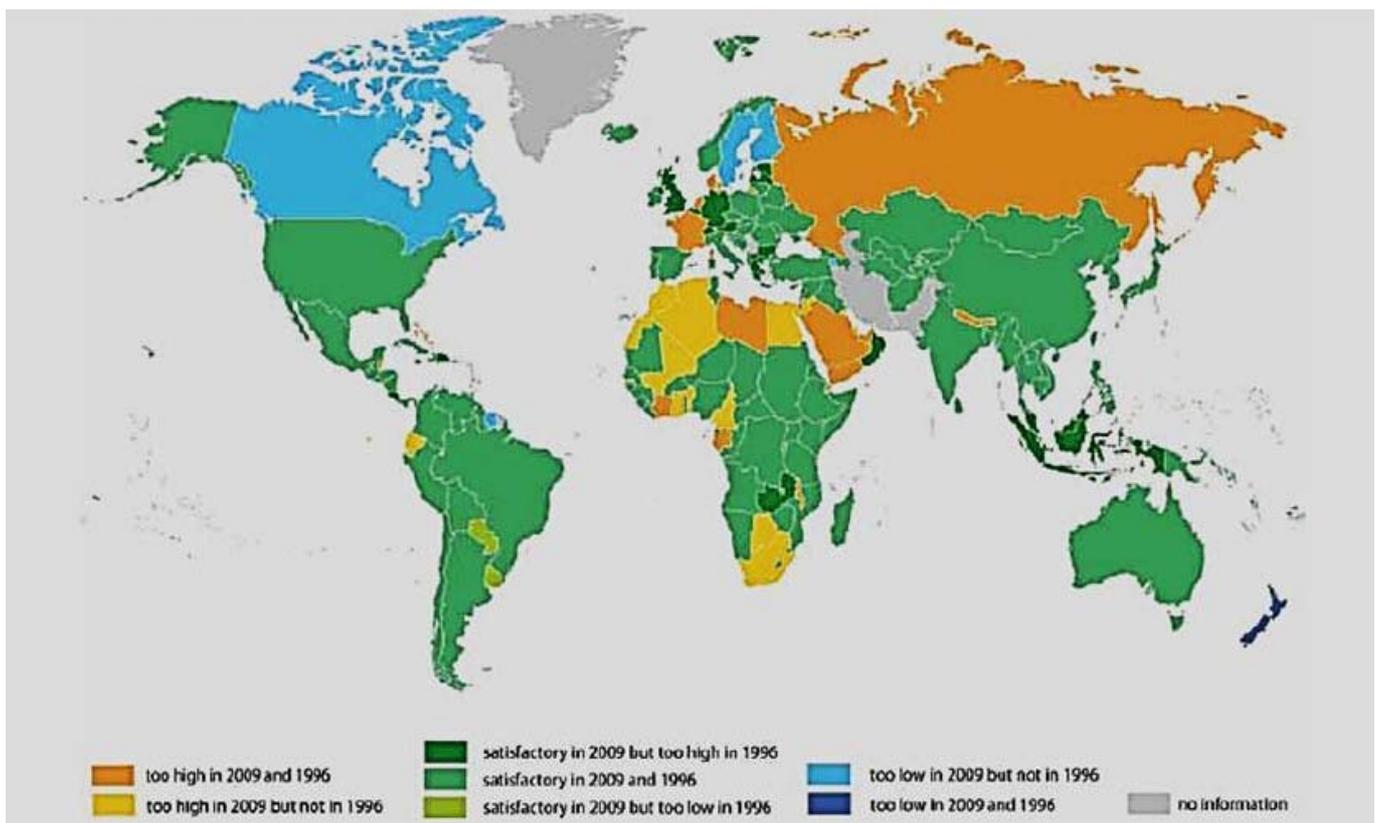
This lack of correct information often leads to speculations around the actual number of immigrants in a country. The public opinion and the media tend to overestimate the number of immigrants in the country. South Africa is not exempt from this. The fact that population movements (both visitors and immigrants) into South Africa have certainly increased since the ushering in of the democratic era, the arrival of immigrants has not been by *floods of popular mythology* as the public and media portray (Crush, 2008). The results from 1996, 2001 and 2011 censuses and the Community Survey, 2007 have all shown that the proportion of the foreign born stock is less than 7,0%. This position is further buttressed by community and other studies by the Centre for Development Enterprise, 2006 and the Forced Migration Studies Programme (2010) that have drawn attention to the fact that the volume of immigrants (both documented and undocumented) appears to be overestimated by public opinion in South Africa.

This is an internationally recognised issue that was extensively discussed in the 2011 annual *World Report on Migration*. For example, in UK negative public perception about high volumes of immigrants has remained fairly unchanged since the 1960s even though the actual number of immigrants had been fluctuating over the years.

Another study in USA in 2010 found that the public estimated that 39,0% of the population was immigrants whereas the actual figure was 14%. Likewise in Italy, the public perceived that 25% of the population was immigrants but the actual figure was 7,0% (IOM, 2011).

The question that arises from the results of the 2011 temporary and permanent residence permits data is: what are the government and the public views on the 106 173 temporary residence permits and the 10 011 permanent residence permits? Are these annual volumes too low, too high or satisfactory? Do government and the public have the same opinions or do their opinions differ? And perhaps more importantly, on what factors are the perceptions based? These questions are relevant especially since perceptions can also be influenced by respondent's age, education, socio-economic status; interaction with immigrants, *etc*

Figure 21: Government views on the level of immigration in 1996 and 2009



Source: UN DESA (2010)

7.2 Nationality

The findings based on the 2011 data have revealed that out of the 196 countries in the world, the recipients of the temporary residence permits came from 184 countries distributed across all the continents. Recipients for permanent resident permits came from 128 countries. Although in terms of nationality background the permits were widespread, the distribution of the volumes reveals clusters. The main observation is the concentration of both types of permits on only six countries namely Zimbabwe, Nigeria, China, India, Pakistan and UK. These six countries received 50,5% of all the issued temporary residents permits in 2011 and 44,1% of the permanent residence permits issued during the same year. The emergence of these countries as prominent recipients does not come as a surprise since historically, since 2000 (Stats SA, 2001) they have been among the leading immigrant source countries.

As Stats SA embarks on the publication of the annual release on documented immigrants, the nationality background of the recipients will be one of the key variables to be measured. This variable is crucial since among other factors, the pattern reflects issues such as the bilateral and multilateral relationships that South Africa has with a country particularly in relation to population movements between them; physical proximity of the country; the

population size of the country; the level of education and skills development as well as the political and economic stability of the country. Furthermore, the nationality variable is important because of its close link to discriminatory practices, racism, xenophobia and related intolerance against immigrants in countries of destination.

7.3 Criteria for and types of permits

Internationally, the general criteria for the eligibility for a resident permit either temporary or permanent are: relatives or family reunification, employment and skills, business and investments, studying purposes and humanitarian grounds (asylum seekers and refugees). However, country-specific additions to these general ones include retired persons and medical permits. Since these criteria and types are heavily influenced by government policies and to some extent public opinion, it should be noted that they are not static but subject to change. For example, a government policy that currently encourages immigration of international student to study in the country may change that policy to a more stringent one in the near future. This definitely will affect the issuing of study permits – thus changing the future statistical results on study permits. The monitoring of these changes becomes quite effective using data from efficient permit issuance administrative sources.

Visitors

The results in the previous section did show that the highest volumes of the 2011 TRP were those issued with relatives and visitors permits. In South Africa, visitors in this permit category are persons who needed extension of their expired visitors permit they were issued with at the port of entry. For example, a visitor whose 30-days permit has expired can go for an extension. Persons on visitors permit are not legally expected to stay long (*i.e.* more than 12 months) in the country. This category of persons is often perceived as a crux potential for illegal immigration. They enter and live in the country legally but some continue to extend their permit as long as legally required usually with the hope of ‘jumping category’ especially converting their visitor’s status to work status by acquiring employment and work permit. When these attempts fail and they refuse to return to their country of origin, the likelihood is to continue being in the country without legal status.

Relatives

Relatives or family reunification permits are issued to spouses, dependents and other qualified relations that have a longer extended stay than visitors. Since their permits are linked to an existing permit holder (*e.g.* a spouse or parent), their legal status in the country and duration of their permits are also linked. Relatives permits were the largest number of temporary permits in 2011. This huge number of issued relatives permits stems from, among others, the fact that holders of other permits are entitled to be accompanied by these relations as shown in Appendix I.).

In addition, both the temporary and permanent permit recipients were generally *young* adults in their 30s – potentially in their reproductive stage of life. Thus being accompanied by spouses and dependents does not come as a surprise. Relatives, particularly the younger ones are more likely to remain longer in the new society than their parents who may even emigrate back to their country of origin. Hence the number and the ranking of the relatives permit and criterion among the annual number of permits are important because of the social, economic and demographic implications on the country of the second and later generations.

Work

Globally, the most well known permit is - *Work, employment or job* permit. Indeed immigration and to some extent in-migration (internal) is synonymously associated with labour migration. Work permit was the third largest temporary type of permit issued in 2011. It was also the second largest category upon which permanent resident permits were issued. This is because the search for employment has ever been one, if not, the main cause for population movements. Moreover, governments the world over, generally encourage the immigration of skilled workers. South Africa is no exception. Indeed as indicated earlier on, one of the objectives of the Immigration Act, 2002 (Act No. 13 of 2002), is to regulate the influx of foreigners by facilitating foreign investment and attracting skilled and qualified foreigners to South Africa. This view is further echoed in the government’s New Growth Path

Framework that was launched in November, 2010 that indicates that '*the government overall supply of highly skilled labour should be increased by continued efforts to streamline the immigration system in ways conducive to the inflow of skills linked to a skill-transfer programme*'.

Since the new democratic South Africa, many nationals from all over the world have responded positively to this call. Undoubtedly, there are many factors that make South Africa a destination of choice for employment not only for nationals from the southern African countries, but persons outside the continent as well. The existence of a number of undocumented immigrants engaged in part-time and irregular labour activities particularly in the informal sector notwithstanding, the unavailability of systematically collected and reliable data to enable some observation of trends and patterns in the issuance of the various types of work permit is acknowledged. A limitation on the current data on permits is that it is not possible to do further analysis on the data in order to ascertain the nature of skills the work permit holders have with respect to the types of industries and occupations they are involved in. Additionally, if the information on the educational attainment is captured, it could be used to throw some light on the skills background of the permit workers.

Despite the worldwide acknowledgement of the positive contribution of both skilled and unskilled immigrant workers to the economic development of their host countries, employment and workers are often the frontline issues when negative sentiments toward immigration arise. The global perception by both government and the public of the link between high volumes of immigrants and unemployment is widely documented (IOM 2009).

Study

According to Macready and Tucker (2011) the historical global movements of students across national borders will continue to grow. However, the landscape of higher (tertiary) education globally is showing major changes due to new trends on issues relating to higher education emerging from both sending and receiving countries. Whether international students are regarded as *tourists* or *migrants*, their movement across national borders is poised to continue despite national or global economic recessions and national policies. Several factors appear to contribute and shape this continuous trend. The 2011 State of the World's Population revealed that the world has "the largest youth cohort humanity has ever seen" (UN, 2011). It makes demographic sense that these growing young people will continue to demand good quality competitive education at home or abroad. Globalisation accompanied by the growth in technology and information have made it possible for young people to gain access to quick, reliable and alternative information globally.

Besides the individual or private quest for higher education, governments are also intensifying their drive for capacity building, at home or abroad, of their citizens for national development. Thus while the demand for international education is set to grow, the supply side is simultaneously growing. Despite this expansion on both the demand and supply sides, the patterns regarding the characteristics of the sending and receiving countries are likely to continue changing - mainly driven by national education and immigration policies as well as the economic contexts of countries. This complex interplay between education, immigration and economic and financial resources at the universities and national levels are the driving forces for the future patterns of international student mobility.

The current flow of international students is not necessarily from less developed countries to the more developed countries. There is growth in the South-to-South mobility. In addition, most universities in Africa and Asia for example, do encourage admission of international students particularly at the graduate levels. Indeed the competition from the supply side is keen primarily due to the financial and human resources gains from international students. Beside the enormous intellectual property and the cultural mix, the financial contribution of international student fees to the finances of universities is well documented (Stodart, 2012; Shepherd, 2012).

Similarly, its impact on the national finances of traditional receiving countries is also acknowledged. Higher education has indeed become a major global export commodity. "In the UK, for example, present income from onshore-enrolled (that is, not counting the trans-national) students is around £7 billion, and set to reach possibly £14 billion by 2025" (Stodart, 2012:1). This potential has long been recognised in Australia where, at its height, the fee-paying market was worth \$18 billion per year, higher education being among the top three or four export

industries". It is a major source of brain-drain and brain-gain for source and destination countries respectively because of the tendency of the host countries encouraging international students, particularly in certain fields, to stay and work after completion of their training.

The flow of students into South Africa has been growing since 1994 particularly after 2000 as observed not only from national statistics but also from data on international students from major universities in South Africa (Ubomba-Jaswa and Gae, 2006). The past-published data on documented immigrants by Stats SA used only data on permanent residents so there is no information on study permits. However the results published by Stats SA using data on movements of study permit holders from border statistics in the *Tourism* annual reports of 2001 (Stats SA, 2002) and 2011 (Stats SA, 2012) can be used to shed some light on the trends and patterns of the mobility of international students to South Africa during the decade. Although the proportion of students' movements (arrivals) among all arrivals to South Africa remained basically the same (0,9% in 2000 and 1,0% in 2011), the volumes increased from about 60 000 in 2000 to slightly over 90 000 in 2011.

From overseas countries, only USA, UK and Germany sent over 1 000 students to South Africa in 2001. A decade later in 2011, these countries were still the only ones which sent over 1 000 students. However, the volumes for Germany and UK showed some slight increase from the numbers observed in 2001, whereas there was a very high increase for students from USA. With respect to countries from Africa, eight countries [Botswana, Lesotho Swaziland, Mozambique, Zimbabwe, Namibia, Angola and Zaire (now DRC)] sent over 1 000 students to South Africa in 2001. In 2011, ten countries had a volume of at least 1 000. With the exception of Mozambique, all the remaining seven countries still had over 1 000 students in 2011, including Zambia, Kenya and Nigeria. The pattern observed from the data on study permit discussed in this document appears not to differ much from that observed in the flow data.

Asylum seekers / Refugees– humanitarian assistance

Asylum seekers and refugees form a specialised group of immigrants. They fall in the same category as other vulnerable immigrants such as trafficked persons that are forced to leave their country. The concepts *asylum seeker* and *refugee* are often used by the public and media in a loose manner resulting in the misunderstanding and wrong information regarding who refugees and asylum seekers are. The tendency is to brand all kinds of immigrants particularly those from less developed countries as "refugees" and particularly as "economic refugees", often resulting in negative attitudes of resentment, discrimination and xenophobia regarding the presence of such immigrants.

The definitions of the two concepts are well spelt out in the 1951 Convention relating to the Status of Refugees and the 1967 Protocol relating to the 1951 Convention. The UN (2008) defines a refugee as someone who "owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality, and is unable to, or owing to such fear, is unwilling to avail himself of the protection of that country" (UNHCR, 1997:2).

Asylum seekers are those who flee their own country and seek sanctuary in another country, in order to apply for asylum – the right to be recognised as a refugee and receive legal protection and material assistance. An asylum seeker must demonstrate that his or her fear of persecution in his or her home country is well-founded. Theoretically, the so-called *economic refugee* cannot be equated to an asylum seeker or refugee because the former normally leaves a country voluntarily to seek a better economic life in another country. Further confusion has been thrown into the concepts and definitions because a number of the so-called *economic refugees* tend to fake as refugees.

Since South Africa has acceded to the 1951 Convention and the 1967 Protocol as well as the 1969 OAU (now AU) *Convention Governing Aspects of Refugee Problems in Africa* its legislations are also aligned with the international conventions as evident in the Refugee Act of 1998 (Act No. 130 of 1998) and its amendments. Because of the special perspective of this group of immigrants, there is a separate directorate at DHA that deals with the management of asylum seekers and refugees' affairs. In the context of the current discussion on the data collection

on immigrants, DHA keeps a separate database on refugees as the legislation covering them and their management are quite distinct from that of voluntary immigrants.

The focus in this discussion document has been on voluntary immigrants and therefore the data on forced immigration are not included here. However, the refugees' information comes into the picture because in the South Africa legislation, Immigration Act 2002 (Act No.13, 2002), persons who have been issued with South Africa refugee identity document are eligible to apply for permanent residence permit. Thus even though their temporary refugee permit is not issued together with the voluntary immigrants, their permanent residence permit information are in the same database as the voluntary immigrants.

The 2011 results indicate that recipients who were given permanent residence based on their refugee status were primarily from war-torn conflict countries in Africa such as DRC, Somalia, Congo, Rwanda and Burundi. The refugee category status needs to be monitored since it caters for a specific group of immigrants. Two main issues to be considered are first, the nationality and second, the political instability in that country with respect to wars and armed conflicts.

According to the laws of migration, migrants, particularly forced groups like refugees, are more likely to move to neighbouring countries than to further away countries. The question then is how far away are these current refugee countries away from South Africa? Secondly, it is crucial to know the extent to which this category status is still be used long after the countries involved are out of conflict. Furthermore, due to its peculiar nature, it is expected that future volumes and patterns of the sending countries could show peaks and troughs and need not be uniform or consistent with previous years since these volumes and patterns are based on sporadic activities such as wars and armed conflicts. Nevertheless countries that continue to experience protracted periods of conflicts are likely to be picked in the immigration data.

Medical permits

The Department of Home Affairs issued 1 399 medical permits in 2011, which were not only for persons from the neighbouring countries but even from other African countries and beyond. Because of its advancement in health care, South Africa provides opportunity for good quality private health care services that are usually not available or are more advanced compared to what exists in other countries. Thus in addition to individuals making the choice to seek all types of health care services the South Africa, others also come based on referral from their respective countries. The operations and services provided by major medical aids do contribute to this health seeking behaviour since services provided for in South Africa can still be paid for through medical aid in their respective countries.

In addition to providing curative care particularly in advanced surgery and other procedures, South Africa has emerged as one of the renowned hubs for elective procedures including routine health check-ups and cosmetic surgery. In order to get the edge in this growing health industry, South Africa has managed to combine health care with its outstanding tourism (Crush *et. al.*, 2012). Compared to centres and services available in more developed countries, organisations such as Surgeons and Safari have been established to provide both the health services as well as to give their patients some form of tourism experience as pleasure or as part and parcel of the recuperating exercise after the surgeries and procedures. Thus in a way clients tend to *kill two birds with one stone*.

Undoubtedly, data on this growing area of health care are best collected by the organisations and hospitals that provide these services. Nevertheless the growing phenomenon can also be captured indirectly through the DHA data collected through border statistics and administrative data. As indicated in appendix I, generally persons who come to South Africa for health services are given visitors permit. However, for persons that require more days than are given on the visitors permit they need to apply for a medical permit. Thus information on the medical permit can be used to monitor indirectly the flow of immigrants who come to South Africa mainly to access health services. Although the 2011 data indicated that most of the medical permits were issued to nationals from Africa particularly SADC countries such as Angola, as the literature indicates, health seeking in South Africa is not only limited to clients from Africa but even beyond. Data from the DHA administrative source should therefore be used to monitor this phenomenon.

Age structure

Migration, unlike fertility and mortality is not a universal event. In other words, one of the laws of migration is that not everyone is equally likely to move. Hence migration is highly selective. Age is one of the prominent personal characteristics of an individual that do contribute to the decision to move or not to move into another country. Immigrants are typically young adults that fall in the 20 to 44 age group. The results of the TRP and PRP recipients reflect this general age structure whereby the median ages for both groups was in the 30s.

In addition, the age structure to some extent followed the expected pattern of young populations found in less developed countries (*i.e.* for Africa) and old populations in more developed countries (*i.e.* for overseas countries). Besides the working population, the relatively large number of students from Africa and retired persons from overseas also are reflected in the age structure.

8. Conclusions and the way forward

The extensive review on the main sources of data (census, border statistics and administrative registers) for measuring immigration concluded that all the major sources of data are available in South Africa. However, the discussions on the strengths and limitations of the sources revealed that the administrative data available at the DHA on the issuance of temporary and permanent residence permits can be processed and analysed to provide relevant information about the annual flow of documented immigrants and some of their important characteristics.

The processing of the 2011 data on the recipients of temporary and permanent residence permits clearly showed the limited number of variables available in the data sets for the analysis and discussions on documented immigrants. Nevertheless, the availability of prominent missing variables such as sex, occupation and educational level of the recipients could have enhanced the information given on the immigrants. It is relevant to have information on the sex of immigrants so that the sex differentials can be monitored. This is because even though migration is generally male dominated, the gap between men and women is narrowing. Similarly, it is not enough to know that an immigrant has been issued with a work or business permit. Further information about the occupation or the kind of business the immigrant is engaged in needs to be captured. Data on occupation could therefore be used to monitor government policies and programmes calling for skilled, exceptionally skilled expatriates among immigrants into the country. In addition, some of the persons classified as relatives and dependents and even recipients of retired persons' permits may be working, therefore the occupation of recipients should be collected.

It is expected that in the near future, DHA will capture other relevant variables such as: sex; highest educational attainment and type of occupation at the time of application for a permit. These variables will then be made available to Stats SA for analysis and publication. When these and other relevant variables become available in the DHA data sets, Stats SA will incorporate them in the subsequent publications of the annual release on documented immigrants.

Meanwhile, Stats SA plans to publish the annual release based on the current variables from DHA. This is because the findings from the 2011 datasets show that the limited variables do provide information on the volume, the nationality and age characteristics; as well as the types of temporary residence permits issued and the different category status used for applying for permanent resident permits. The planned analysis for the annual release will mainly be on the comparison of the trends and patterns of the volume and the available characteristics of the immigrants. That is, a comparison of the current volume and characteristics of the immigrants with the data from the previous year.

The volume of recipients will be distributed by their nationality; the various nationalities will then be grouped into sub-regional and regional geographical categories. Secondly, the age of the recipients will be distributed to reflect their nationality background. Furthermore, the analysis will also examine the trend in the volume of TRP and PRP issued and the changing patterns in the types of permits and categories used and further analysis to be done bearing in mind the political and socio-economic environments in the sending countries and the host country, South Africa, that tend to impact on the flow and characteristics of immigrants that South Africa receives.

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Appendices

Appendix I: VISAS AND PERMITS

1. Visitors visa

If you want to visit South Africa, you might be required to produce a valid visa to be allowed to enter into the country. You can only be exempted from this requirement if your country is exempted from visa control. There are two types of visas you can apply for depending on your intending visit, namely: Visitors Visa and Transit Visa. You must apply for a visitors' visa if you want to visit South Africa for the following reasons:

- holiday
- business
- attending conferences
- study purposes not exceeding three months
- medical treatment not exceeding three months
- academic sabbatical
- voluntary or charitable activities; and research

The maximum period for a visitor's visa is 90 days, but it can be extended for another 90 days

Note: Visas are not issued on arrival at a port of entry and you will be refused admission if you cannot produce it. You can only be exempted from producing a visa if you are from a Visa-exempt country

2. About applying for a study permit

If you are a foreigner and want to study at a primary, secondary or tertiary or other educational institution in South Africa for a period longer than three months, you must apply for a study permit. In case of a higher educational institution, you will be allowed to stay in the country for the duration of your course. If you study at a primary or secondary institution, your stay will be limited to a period of 36 months. To study at any other institution, you will be allowed to stay in the country for a maximum of 24 months.

3. About applying for treaty permit

If you are a foreigner conducting official activities with one of the organs of the South African government, you may apply for a treaty permit, provided your country has a treaty agreement with South Africa. This means government to government treaty to be obtained from the Department of International Relations and Cooperation or confirmed with the Department Home Affairs that such treaty exists. A treaty permit is an official document that gives foreigners permission to enter South Africa to participate in programmes that have been agreed upon by South Africa and their respective countries. The permit is issued for the duration of activities as provided in the treaty and may be renewed.

4. About applying for a business permit

If you are a foreigner and intend to establish or invest in an existing business in South Africa in which you may be employed, you must apply for the business permit at your nearest Home Affairs offices or South African representative abroad. You must undertake to comply with relevant registration requirements set out in law and administrated by South African Revenue Service (SARS). To set up a business in South Africa, you must have a capital of at least R2.5-million or if you want to invest in an existing business, your capital contribution must be part of the intended book value of the business and it must not be less than R2.5million. Note: You may not conduct work other than that related to business in respect the permit has been issued.

5. About applying for a medical treatment permit

If you intend to receive medical treatment in South Africa for more than three months you have to apply for a medical treatment permit. You must submit a letter from your medical practitioner indicating the reasons for the treatment and how long the treatment will take, as well as proof of sufficient funds to cover the medical expenses or membership to a medical scheme. The permit can only be extended once. Note: The medical treatment permit is issued for a period of six months and does not entitle you to conduct work.

6. About applying for a relatives permit

If you are a foreigner who is an immediate family member of a South African citizen or permanent resident, you may apply for a relative's permit. Your South African relative must be willing and able to support you financially for the duration of your stay. The relative's permit is issued for a maximum period of two years. You will not be allowed to conduct work, study or enter into any business activities while still in possession of the relative's permit. Note: An immediate family refers to a biological or judicially adopted child, adoptive parent/s and spouse.

7. Work permits:

(a) About applying for a quota work permit

Apply for a quota work permit to work in South Africa, if you are a foreigner with scarce skills. A quota permit is in accordance with the South African Government Joint Initiative for Priority Skills Acquisition (JIPSA), the Minister of Home Affairs in conjunction with the counterparts in Trade and Industry and Labour, on an annual basis publish specific professional categories for which a demand exists in the local labour market. Applicants for work permits in such professional categories are issued with quota work permits for an unlimited period of time. You must fall within a specific professional category or within occupational class determined by the Minister by notice in the government gazette. The quota permit is issued for a period of five years at a time.

(b) About applying for general work permit

If you do not qualify for a quota work permit, you may apply for a general work permit. A general work permit is issued to a foreigner who does not qualify for a quota work permit provided the prospective employer inter alia submits proof that the local labour market was tested and that no suitable qualified or experienced South African citizen was available for employment in the position offered to the foreign candidate.

(c) About applying for an exceptional skills work permit

If you are a highly skilled foreign national who wants to work in South Africa, you may apply for an exceptional skills permit at a Home Affairs office or at a South African representative if you are applying from abroad. An exceptional skills work permit is issued to foreigners who excel in their field of specialisation and possess exceptional skills or qualifications. An exceptional skills work permit is valid for three years and may be extended to your immediate family (biological or judicially adopted child, adoptive parent/s and spouse), at the discretion of the Director General of Home Affairs Please note: You can apply for permanent residence with an exceptional skills work permit.

(d) About applying for an intra-company transfer permit

If you are transferred by your company to work at another branch which is located in South Africa, you must have an intra-company transfer permit to enter the country. An intra-company transfer permit may be issued to a foreigner who is employed abroad by a business operating in South Africa in a branch, subsidiary or affiliated relationship and is required to conduct work in the Republic. The permit is valid for two years and cannot be extended.

Note: You cannot do any other work apart from the one specified on your permit.

8. About applying for a retired persons permit

If you are a retired person who intends to retire in South Africa, you may apply for a temporary residence permit under the category of retired persons. To apply for the retired persons permit, you must provide evidence that you are financially secure, in the form of a lifelong pension or proof that you are receiving income of not less than R20 000 per month. The retired persons permit is issued for a period of up to four years and it may be renewed.

9. About applying for corporate permit

If you are a South African based company and wants to employ a number of foreigners to conduct work for you, apply for corporate permit at the Department of Home Affairs. Corporate permit is a temporary resident permit for South African companies who need to employ foreign personnel. It offers the possibility to employ large number of employees abroad. The company needs to provide proof that the skills required for the job are not available from a South African applicant. Once the corporate permit has been approved, the individual employees may obtain work permits in a fast-tracked and cost saving procedure.

10. About applying for an exchange permit

If you are a foreigner participating in a cultural, economic or social exchange programme organised or administered by an organ of state or a learning institution in South Africa, you may apply for an exchange permit. The programme must be collaboration between a South African institution and an institution from your country of origin. The exchange permit allows you to stay in the country for the duration of the programme. It is usually issued for 12 months and may not be renewed or extended. You cannot apply for the temporary residence permit after the expiry of the permit. You can only re-apply after you have stayed outside South Africa for at least 12 months.

If you are a foreigner conducting official activities with one of the organs of the South African government, you may apply for a treaty permit, provided your country has a treaty agreement with South Africa. This means government to government treaty to be obtained from the Department of International Relations and Cooperation or confirmed with the Department Home Affairs that such treaty exists. A treaty permit is an official document that gives foreigners permission to enter South Africa to participate in programmes that have been agreed upon by South Africa and their respective countries. The permit is issued for the duration of activities as provided in the treaty and may be renewed.

Appendix II: Number of recipients of temporary residence permits by country of nationality and type of status, 2011

Country	2 011	Business	Corporate	Work	Exchange	Treaty	Retired persons	Study	Medical	Relative	Visitors
Total	106 173	1 346	180	20 673	100	212	732	16 928	1 399	36 135	28 468
Overseas	48 631	883	93	11 885	72	134	684	3 657	206	14 032	16 985
Europe	15 995	245	28	2 229	45	60	534	1 450	137	3 540	7 727
Albania	20	-	-	1	-	-	-	1	-	12	6
Andorra	6	-	-	-	-	-	-	4	1-	-	1
Austria	167	2	-	25	-	-	6	10	-	34	90
Belarus	54	-	-	10	-	-	1	3	-	27	13
Belgium	368	12	1	50	-	1	14	41	5	70	174
Bosnia-Herzegovina	13	-	-	4	-	-	-	1	-	4	4
Bulgaria	215	6	-	34	-	-	-	12	3	73	87
Croatia	37	1	-	4	-	-	-	1	-	14	17
Czech Republic	62	1	-	6	-	-	-	5	-	18	32
Denmark	176	3	-	27	-	1	2	18	1	25	99
Estonia	16	-	-	2	-	-	1	1	-	8	4
Finland	63	-	1	12	-	-	-	3	-	15	32
France	1 048	17	2	210	5	18	18	159	-	199	420
Germany	2 805	54	11	401	14	22	88	205	12	382	1 616
Gibraltar	1	-	-	-	-	-	-	-	-	1	-
Greece	96	1	-	7	-	3	-	4	1	26	54
Hungary	67	1	-	6	-	-	-	6	-	15	39
Iceland	29	1	-	7	-	-	1	2	-	4	14
Ireland	729	4	-	118	1	1	28	65	5	223	284
Isle Of Man	6	1	-	-	-	-	2	-	-	1	2
Italy	441	17	1	84	4	3	8	41	1	95	187
Latvia	15	-	-	-	-	-	-	-	-	7	8
Liechtenstein	1	-	-	-	-	-	-	-	-	1	-
Lithuania	27	-	-	2	-	-	-	2	-	11	12

Appendix II: Number of recipients of temporary residence permits by country of nationality and type of status, 2011 (continued)

Country	2 011	Business	Corporate	Work	Exchange	Treaty	Retired persons	Study	Medical	Relative	Visitors
Luxembourg	9	-	-	2	-	-	-	1	-	-	6
Malta	5	-	-	1	-	-	-	-	-	1	3
Moldova	25	-	-	14	-	-	-	-	-	7	4
Norway	139	3	-	9	3	-	2	15	-	31	76
Poland	240	1	-	28	-	-	4	12	3	83	109
Portugal	271	1	-	49	1	1	4	35	8	86	86
Romania	109	-	-	22	1	-	-	7	2	40	37
Russian Federation	333	5	3	42	4	-	5	44	-	118	112
Serbia And Montenegro	101	4	-	20	-	-	-	10	-	32	35
Slovakia	61	2	-	1	-	-	-	2	-	21	35
Slovenia	18	1	-	1	-	-	-	-	-	8	8
Spain	239	4	-	53	-	-	-	38	1	44	99
Sweden	346	6	-	39	1	1	8	35	4	65	187
Switzerland	384	5	-	36	1	-	17	40	-	51	234
The Netherlands	1 464	25	-	177	1	5	50	117	8	172	909
Turkey	491	5	1	136	-	-	-	40	1	86	222
UK	5 036	61	5	532	9	4	273	456	80	1 322	2 294
Ukraine	226	1	3	47	-	-	2	13	1	96	63
Yugoslavia	36	-	-	10	-	-	-	1	-	12	13
North America	2 798	40	3	425	2	17	36	354	12	597	1 312
Canada	577	17	-	72	1	-	7	56	2	116	306
USA	2 220	23	3	353	1	17	29	298	10	480	1 006
West Indian Islands	1	-	-	-	-	-	-	-	-	1	-
Central And South America	1 278	11	3	275	2	46	6	159	2	283	491
Antigua And Barbuda	2	-	-	-	-	-	-	2	-	-	-
Argentina	114	-	1	36	-	-	-	16	-	31	30
Barbados	9	-	-	2	-	-	-	-	-	6	1

Appendix II: Number of recipients of temporary residence permits by country of nationality and type of status, 2011 (continued)

Country	2 011	Business	Corporate	Work	Exchange	Treaty	Retired persons	Study	Medical	Relative	Visitors
Belize	2	-	-	-	-	-	1	-	-	1	-
Bermuda	3	-	-	-	-	-	-	1	-	-	2
Bolivia	8	-	-	-	-	-	-	2	-	1	5
BR Virgin Island	6	1	-	1	-	-	1	1	-	2	-
Brazil	510	3	-	101	2	12	2	55	-	102	233
Chile	64	1	1	14	-	-	-	10	-	15	23
Colombia	107	2	1	23	-	-	-	9	-	19	53
Costa Rica	2	-	-	-	-	-	-	-	-	1	1
Cuba	132	-	-	13	-	34	-	17	1	31	36
Dominica	1	-	-	-	-	-	-	-	-	-	1
Ecuador	36	-	-	-	-	-	-	15	1	6	14
El Salvador	2	-	-	-	-	-	-	1	-	-	1
Falkland Island	2	1	-	-	-	-	-	-	-	1	-
Grenada	1	-	-	-	-	-	-	-	-	1	-
Guatemala	3	-	-	1	-	-	-	-	-	-	2
Haiti	3	1	-	-	-	-	-	1	-	-	1
Honduras	2	-	-	-	-	-	-	-	-	2	-
Jamaica	10	-	-	-	-	-	1	2	-	4	3
Mexico	74	-	-	13	-	-	-	11	-	19	31
Nicaragua	1	-	-	-	-	-	-	-	-	1	-
Panama	5	-	-	1	-	-	-	1	-	1	2
Paraguay	2	-	-	-	-	-	-	1	-	1	-
Peru	29	-	-	3	-	-	-	-	-	8	18
Suriname	69	-	-	56	-	-	-	1	-	9	3
Trinidad And Tobago	21	-	-	-	-	-	1	5	-	5	10
Turks And Caicos islands	1	-	-	1	-	-	-	-	-	-	-
Uruguay	16	1	-	4	-	-	-	1	-	3	7
US Virgin Island	1	-	-	-	-	-	-	-	-	-	1
Venezuela	40	1	-	6	-	-	-	7	-	13	13

Appendix II: Number of recipients of temporary residence permits by country of nationality and type of status, 2011 (continued)

Country	2 011	Business	Corporate	Work	Exchange	Treaty	Retired persons	Study	Medical	Relative	Visitors
Australasia	660	6	-	79	1	-	6	59	2	190	317
Australia	466	6	-	61	1	-	4	41	1	122	230
Christmas Island	3	-	-	-	-	-	-	-	-	2	1
Cook Islands	10	-	-	-	-	-	-	2	-	8	-
Fiji	4	-	-	1	-	-	-	2	-	-	1
New Guinea	2	-	-	-	-	-	-	1	-	-	1
New Zealand	167	-	-	16	-	-	2	13	-	55	81
Samoa	1	-	-	-	-	-	-	-	-	-	1
Tasmania	7	-	-	1	-	-	-	-	1	3	2
Middle East	1 017	41	2	142	-	3	4	156	1	244	424
Bahrain	4	-	-	-	-	-	-	1	-	1	2
Cyprus	26	2	-	1	-	-	-	1	-	6	16
Iran	176	16	-	30	-	-	4	34	-	36	56
Iraq	30	1	-	4	-	-	-	6	-	4	15
Israel	357	11	1	55	-	2	-	54	-	61	173
Jordan	146	4	-	16	-	1	-	4	-	54	67
Kuwait	2	-	-	-	-	-	-	-	-	1	1
Lebanon	99	3	-	17	-	-	-	5	-	39	35
Oman	2	-	-	-	-	-	-	-	-	1	1
Palestine	56	-	-	10	-	-	-	5	1	29	11
Qatar	3	-	-	1	-	-	-	2	-	-	-
Saudi Arabia	47	-	-	2	-	-	-	25	-	2	18
Syria	28	2	-	2	-	-	-	6	-	5	13
United Arab Emirates	11	-	1	2	-	-	-	-	-	2	6
Yemen	30	2	-	2	-	-	-	13	-	3	10
Asia	26 883	540	57	8 735	22	8	98	1 479	52	9 178	6 714
Afghanistan	18	-	-	6	-	-	-	1	-	7	4

Appendix II: Number of recipients of temporary residence permits by country of nationality and type of status, 2011 (continued)

Country	2 011	Business	Corporate	Work	Exchange	Treaty	Retired persons	Study	Medical	Relative	Visitors
Azerbaijan	6	-	-	2	-	-	-	-	-	2	2
Bangladesh	2 961	53	-	299	-	-	4	52	-	2 325	228
Cambodia	7	-	-	-	-	-	-	2	1	2	2
China	7 437	209	26	4 208	14	4	27	296	3	1 046	1 604
Georgia	10	-	-	2	-	-	-	1	-	3	4
Guyana	166	7	1	22	2	-	7	15	1	43	68
Hong Kong	14	-	-	1	-	-	-	4	-	3	6
India	7 786	57	21	2 580	4	1	5	375	29	2 123	2 591
Indonesia	98	-	-	17	-	-	-	12	1	35	33
Japan	222	-	-	73	1	-	1	36	1	54	56
Java	1	-	-	1	-	-	-	-	-	-	-
Kazakhstan	20	-	-	2	-	-	-	4	-	10	4
Kyrgyzstan	5	-	-	-	-	-	-	-	-	3	2
Laos	1	-	-	-	-	-	-	-	-	1	-
Malaysia	108	1	-	27	-	1	-	12	-	19	48
Mongolia	7	-	-	5	-	-	-	-	-	1	1
Myanmar	13	-	-	1	-	-	-	3	-	4	5
Nepal	55	-	-	15	-	-	-	15	2	11	12
Pakistan	5 164	184	1	988	1	-	4	74	11	3 026	875
Philippines	347	-	3	100	-	-	1	52	-	91	100
Singapore	27	1	-	4	-	-	-	6	-	6	10
South Korea	927	20	-	52	-	2	44	421	2	70	316
Sri Lanka	95	-	4	26	-	-	-	15	-	17	33
Taiwan	83	1	-	21	-	-	-	14	-	17	30
Tajikistan	11	2	-	1	-	-	-	5	-	1	2
Thailand	1 227	3	1	271	-	-	1	50	1	244	656
Uzbekistan	13	-	-	-	-	-	-	-	-	5	8
Vietnam	54	2	-	11	-	-	4	14	-	9	14

Appendix II: Number of recipients of temporary residence permits by country of nationality and type of status, 2011 (continued)

Country	2 011	Business	Corporate	Work	Exchange	Treaty	Retired persons	Study	Medical	Relative	Visitors
Africa	57 460	463	64	8 765	27	77	47	13 266	1 191	22 091	11 469
SADC	31 796	93	58	6 329	22	22	31	7 901	785	9 605	6 950
Angola	2 039	12	-	47	1	-	11	1 012	274	253	429
Botswana	731	3	-	97	-	1	-	206	8	236	180
DRC	2 601	17	-	214	1	2	1	1 072	238	435	621
Lesotho	2 706	3	2	107	3	-	3	536	41	1 669	342
Madagascar	79	-	-	7	-	-	-	27	1	15	29
Malawi	2 047	6	1	239	-	6	-	233	22	837	703
Mauritius	282	-	-	51	-	-	-	64	5	76	86
Mozambique	1 397	6	36	94	2	2	2	159	28	712	356
Namibia	804	-	-	14	1	-	-	325	43	100	321
Seychelles	30	-	-	1	-	-	2	9	-	2	16
Swaziland	1 095	1	1	87	-	-	-	318	17	482	189
Tanzania	704	2	-	62	1	3	-	129	2	363	142
Zambia	1 653	7	-	240	1	-	3	425	30	399	548
Zimbabwe	15 628	36	18	5 069	12	8	9	3 386	76	4 026	2 988
'Other' Africa	25 664	370	6	2 436	5	55	16	5 365	406	12 486	4 519
East And Central Africa	8 539	200	1	961	2	5	10	2 666	219	2 865	1 610
Burundi	84	-	-	8	-	-	-	16	2	46	12
Cameroon	1 863	22	-	284	-	2	-	723	30	544	258
Central African Republic	8	-	-	-	-	-	-	3	-	1	4
Chad	16	-	-	-	-	-	1	10	1	2	2
Comoros	39	-	-	2	-	-	-	15	-	19	3
Congo	1 631	7	-	118	-	1	3	568	101	483	350
Djibouti	8	-	-	-	-	-	-	1	2	2	3
Eritrea	121	4	-	21	-	-	-	17	3	20	56

Appendix II: Number of recipients of temporary residence permits by country of nationality and type of status, 2011 (continued)

Country	2 011	Business	Corporate	Work	Exchange	Treaty	Retired persons	Study	Medical	Relative	Visitors
Ethiopia	967	111	-	107	-	1	2	86	23	450	187
Gabon	790	-	-	34	-	-	1	644	15	27	69
Kenya	1 382	40	1	222	1	-	1	333	18	389	377
Rwanda	174	3	-	25	-	-	2	83	-	29	32
Sao Tome And Principe	4	-	-	-	-	-	-	-	1	-	3
Somalia	40	4	-	4	-	-	-	5	2	19	6
Uganda	1 412	9	-	136	1	1	-	162	21	834	248
West Africa	15 602	134	5	1 282	3	3	6	2 540	184	8 853	2 592
Benin	101	-	1	15	-	-	-	19	2	39	25
Burkina Faso	42	-	-	3	-	-	-	9	1	21	8
Canary Isles	1	-	-	1	-	-	-	-	-	-	-
Cape Verde Island	3	-	-	-	-	-	-	1	-	1	1
Côte D'Ivoire	144	-	-	17	-	-	-	47	1	47	32
Gambia	13	-	-	-	-	-	-	5	2	5	1
Ghana	2 097	9	-	330	-	-	-	191	19	1 139	409
Guinea	100	1	-	10	-	-	1	34	9	22	23
Guinea-Bissau	6	-	-	-	-	-	-	5	-	-	1
Liberia	22	-	-	2	-	-	-	6	-	9	5
Madeira Islands	3	-	-	1	-	-	-	-	-	1	1
Mali	79	1	2	6	-	-	-	7	-	57	6
Mauritania	11	-	-	2	-	-	-	1	-	2	6
Niger	55	1	-	3	-	-	-	10	1	33	7
Nigeria	12 210	118	2	870	3	3	4	2 178	143	6 919	1 970
Saint Helena	1	-	-	-	-	-	-	-	-	-	1
Senegal	638	2	-	10	-	-	1	9	2	535	79
Sierra Leone	46	-	-	5	-	-	-	14	4	10	13
Togo	30	2	-	7	-	-	-	4	-	13	4

Appendix II: Number of recipients of temporary residence permits by country of nationality and type of status, 2011 (concluded)

Country	2 011	Business	Corporate	Work	Exchange	Treaty	Retired persons	Study	Medical	Relative	Visitors
North Africa	1 523	36	-	193	-	47	-	159	3	768	317
Algeria	226	20	-	61	-	1	-	15	2	95	32
Egypt	874	12	-	91	-	14	-	16	-	581	160
Libya	135	-	-	1	-	-	-	76	-	14	44
Morocco	110	3	-	22	-	1	-	3	-	52	29
The Sudan	94	-	-	10	-	-	-	44	1	9	30
Tunisia	84	1	-	8	-	31	-	5	-	17	22
Unspecified	82	-	23	23	1	1	1	5	2	12	14

Appendix III: Number of recipients of permanent residence permits by country of nationality and type of status, 2011

Country	2011	Type of status				
		Relations	Refugees	Retired	Business	Work
Total	10 011	5 653	1 664	318	316	2 060
Overseas	4 084	2 435	13	298	219	1 119
Europe	1 252	741	3	208	93	207
Albania	4	3	-	-	-	1
Austria	11	5	-	3	2	1
Belarus	1	1	-	-	-	-
Belgium	28	12	-	7	6	3
Bosnia Herzegovina	2	1	-	-	1	-
Bulgaria	32	27	-	-	-	5
Croatia	2	2	-	-	-	-
Czech Republic	9	6	-	-	2	1
Denmark	12	8	-	-	3	1
Estonia	1	-	-	1	-	-
Finland	7	5	-	-	-	2
France	43	28	1	1	6	7
Germany	263	132	-	61	19	51
Greece	2	1	-	-	-	1
Hungary	4	3	-	-	-	1
Iceland	1	-	1	-	-	-
Ireland	36	25	-	1	-	10
Isle Of Man	2	-	-	2	-	-
Italy	51	29	1	1	5	15
Latvia	1	1	-	-	-	-
Lithuania	1	1	-	-	-	-
Moldova	1	1	-	-	-	-

Appendix III: Number of recipients of permanent residence permits by country of nationality and type of status, 2011 (continued)

Country	2011	Type of status				
		Relations	Refugees	Retired	Business	Work
Norway	1	1	-	-	-	-
Poland	18	10	-	3	1	4
Portugal	19	13	-	2	-	4
Romania	8	6	-	1	-	1
Russian Federation	52	38	-	5	2	7
Serbia And Montenegro	5	2	-	-	1	2
Slovakia	2	2	-	-	-	-
Spain	2	-	-	-	-	2
Sweden	21	10	-	6	2	3
Switzerland	25	18	-	6	1	-
The Netherlands	95	46	-	22	12	15
Turkey	24	12	-	-	3	9
UK	444	282	-	85	24	53
Ukraine	14	8	-	1	-	5
Yugoslavia	8	2	-	-	3	3
North America	149	95	1	12	11	30
Canada	25	15	-	3	1	6
USA	123	79	1	9	10	24
West Indian islands	1	1	-	-	-	-
Central And South America	62	34	-	3	-	25
Argentina	2	1	-	-	-	1
Bahamas	1	1	-	-	-	-
Brazil	6	2	-	1	-	3
Chile	2	1	-	-	-	1
Colombia	5	3	-	-	-	2
Cuba	20	12	-	-	-	8

Appendix III: Number of recipients of permanent residence permits by country of nationality and type of status, 2011 (continued)

Country	2011	Type of status				
		Relations	Refugees	Retired	Business	Work
French Guinea	4	2	-	-	-	2
Jamaica	5	2	-	2	-	1
Mexico	8	5	-	-	-	3
Peru	1	1	-	-	-	-
Trinidad And Tobago	2	2	-	-	-	-
Uruguay	4	1	-	-	-	3
Venezuela	2	1	-	-	-	1
Australasia	34	23	-	7	2	2
Australia	26	18	-	6	-	2
Christmas Island	1	-	-	-	1	-
Kiribati	1	-	-	1	-	-
New Zealand	6	5	-	-	1	-
Middle East	68	41	-	1	17	9
Bahrain	2	2	-	-	-	-
Iran	33	18	-	1	9	5
Iraq	2	2	-	-	-	-
Israel	13	10	-	-	2	1
Jordan	3	2	-	-	-	1
Kuwait	1	1	-	-	-	-
Lebanon	10	3	-	-	5	2
Palestine	2	1	-	-	1	-
Syria	2	2	-	-	-	-
Asia	2 519	1 501	9	67	96	846
Afghanistan	1	-	-	-	-	1
Bangladesh	142	118	-	-	5	19

Appendix III: Number of recipients of permanent residence permits by country of nationality and type of status, 2011 (continued)

Country	2011	Type of status				
		Relations	Refugees	Retired	Business	Work
China	807	340	-	5	53	409
Georgia	2	1	-	-	-	1
Guyana	60	35	-	16	5	4
India	744	419	1	-	9	315
Indonesia	2	2	-	-	-	-
Japan	2	2	-	-	-	-
Laos	1	1	-	-	-	-
Mongolia	1	1	-	-	-	-
Myanmar	6	2	2	-	-	2
Nepal	2	2	-	-	-	-
Pakistan	556	461	2	1	14	78
Philippines	19	17	-	1	-	1
South Korea	116	65	-	43	4	4
Sri Lanka	21	3	4	-	4	10
Taiwan	11	9	-	-	1	1
Tajikistan	1	1	-	-	-	-
Thailand	23	22	-	-	-	1
Uzbekistan	1	-	-	1	-	-
Vietnam	1	-	-	-	1	-
Africa	5 922	3 215	1 651	20	96	940
SADC	3 210	1 863	760	10	24	553
Angola	70	57	4	2	1	6
Botswana	45	38	-	-	-	7
DRC	1 054	263	752	5	8	26
Lesotho	417	399	1	-	1	16
Madagascar	4	3	-	-	-	1

Appendix III: Number of recipients of permanent residence permits by country of nationality and type of status, 2011 (continued)

Country	2011	Type of status				
		Relations	Refugees	Retired	Business	Work
Malawi	103	87	-	-	1	15
Mauritius	27	15	-	2	-	10
Mozambique	96	91	-	-	1	4
Namibia	9	9	-	-	-	-
Swaziland	79	71	-	1	-	7
Tanzania	49	35	1	-	-	13
Zambia	126	80	1	-	1	44
Zimbabwe	1 131	715	1	-	11	404
'Other' Africa	2 712	1 352	891	10	72	387
East And Central Africa	1 642	559	878	6	35	164
Burundi	122	25	95	-	-	2
Cameroon	131	82	7	-	6	36
Congo	431	174	235	-	4	18
Eritrea	8	4	-	-	-	4
Ethiopia	112	61	16	2	18	15
Gabon	5	5	-	-	-	-
Kenya	150	78	-	3	6	63
Rwanda	166	37	126	1	-	2
Somalia	432	33	399	-	-	-
Uganda	85	60	-	-	1	24
West Africa	979	732	7	4	27	209
Benin	6	6	-	-	-	-
Burkina Faso	3	2	-	1	-	-
Côte D'Ivoire	8	6	1	-	-	1
Ghana	142	121	-	-	2	19

Appendix III: Number of recipients of permanent residence permits by country of nationality and type of status, 2011 (concluded)

Country	2011	Type of status				
		Relations	Refugees	Retired	Business	Work
Guinea	14	13	-	-	-	1
Liberia	2	1	-	-	-	1
Mali	4	4	-	-	-	-
Mauritania	1	-	-	-	-	1
Niger	5	3	-	-	1	1
Nigeria	736	525	3	1	23	184
Senegal	52	50	-	1	1	-
Sierra Leone	5	-	3	1	-	1
Togo	1	1	-	-	-	-
North Africa	91	61	6	-	10	14
Algeria	14	10	-	-	3	1
Egypt	56	43	-	-	6	7
Libya	2	-	-	-	-	2
Morocco	3	2	-	-	1	-
The Sudan	16	6	6	-	-	4
Unspecified	5	3	-	-	1	1

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Fax: (012) 310 8500/ 8495 (user information services)
(012) 310 6937 (technical enquiries)

Email: tshwarog@statssa.gov.za (technical enquiries)
info@statssa.gov.za (user information services)
distribution@statssa.gov.za (orders)

Postal address: Private Bag X44, Pretoria, 0001