

POSTWAR DATA SOURCES AND
DEFINITIONS ON NATIONAL
MINORITIES

LUULE SAKKEUS

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Eesti Kõrgkoolidevaheline Demouuringute Keskus
Estonian Interuniversity Population Research Centre
Postkast 3012, Tallinn 10504, Eesti

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The paper gives a systematic overview of the data and definitions applied in different sources for migration statistics during the Soviet period. The main peculiarities of the registered data, census statistics and survey statistics are outlined. A special attention has been paid to the effort of outlining the national minority population from the immigrant population in Estonia. The paper represents one of the reports prepared for the expert group on demographic situation of national minorities (PO-S-MIN) in the Council of Europe.

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1. DISCONTINUITY OF DATA AND DEFINITIONS¹

Geopolitical rearrangements following the Second World War and the incorporation of Estonia into the Soviet Union introduced a discontinuity to the national statistical organisation. Quite rapidly, the function of statistical institution was changed from data dissemination to the monitoring of restrictions on the availability of statistical information. Population statistics became fully classified, and although the regime was somewhat relieved later, the complete comprehension of the discontinuity was achieved only after 1991. Regarding the statistics on national minorities, ideological aspect of the issue should be reminded. In the Soviet Union the general aim was the development towards the so-called Soviet nation, which meant the dissolution of all ethnicities and formation of one unified Communist nation. In such a framework, the concept of national minority was not applied, not to mention about the national minorities of union republics like Estonia. On the contrary, from the viewpoint of the Soviet Union as a whole, Estonians could be regarded as a national minority and their integration into the Soviet nation was under surveillance. In that context all other ethnic groups on the territory of titular nationality were viewed as the members of the emerging Soviet nation.

The prevailing concept of ethnic processes determined the corresponding data collection. Out of five characteristics relevant to minority populations - self-determination, language (mother tongue), religious affiliation, place of birth and citizenship - some were fully discarded, however, some others were maintained. The most complete coverage concerns the data on *individual's ethnic identification*. It was carried out by fixing the ethnic identification in the passport, and as it was used for administrative purposes, it created an incentive to have the "right" one. All vital records were based on the passport information. However, the population censuses recorded individual's self-definition of ethnicity as internationally recommended. The population censuses also recorded the mother tongue, which apart from the ethnic identification, was not in the focus of administrative manipulation. The census data on *mother tongue* should be therefore regarded as more correct compared to ethnic identification. For the above mentioned reason, however, the available statistics based on mother tongue appeared very poor. Census statistics also included the data on second language but the interest was directed mainly to the measurement of the spread of Russian language as the main language of the Soviet nation. The list of second languages was accordingly restricted, excluding all languages of international communication except Russian. Consistent with the ideology of the unified Soviet nation, the *place of origin* was strictly recorded: born in the Soviet Union or elsewhere. In the same restrict way, any differentiation of place/country of origin/birth within the Soviet Union was disregarded. Considering the intensive migration, partly administratively stimulated, the lack of that information is the principal obstacle for defining the national minorities. (It is noteworthy, that the absence of the information on origin is one of the major deviations in the Soviet population statistics in general). In such a multiethnic country like Soviet Union, the country of birth and ethnic territory have been an issue of great importance, and taking the advantage of the relaxation of the regime, the relevant item was included

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in the 1989 census. The *religious affiliation* was not among the recorded characteristics, as Soviet nation was defined as atheistic. *Citizenship* was recorded (Soviet or other) but applicable to very few foreigners.

In addition to discussed definitions and data collection, specific problems were added by data availability. In the Soviet Union there were two parallel series of statistical data: those for open use and those for official use only, i.e. restricted for scientific analysis and any publication. Thus, if the above-discussed characteristics relevant to minority populations were registered, it did not mean the corresponding tabulations even for classified use. When tabulations were produced, they considered current administrative and ideological aims rather than analytical purposes, resulting in poor comparability over time and between various data sources. Nowadays, all of these restrictions have naturally gone and new tabulations upon endured databases can be made. In those cases, only the restrictions implied by data definitions are relevant. Nevertheless, in most cases the information is limited to the previous tabulations, preserving the former availability restrictions in full scale.

The restoration of Estonian independence implied the rebuilding of national statistical system. This involves a task of reconstruction of trends over the Soviet period, reaching back to the prewar Estonian statistics. Relevant to national minorities, aside the combination of all existing data, it is evident that the traditional approaches should be complemented with less conventional solutions. In this particular case, the importance of the trend reconstruction is strengthened by the growth in the ethnic heterogeneity of population in Estonia. The international Project under the aegis of the Council of Europe favourably coincides with the internal task of the country.

2. DATA SOURCES ON MINORITY POPULATIONS

2.1. Population Censuses

In the Republic of Estonia within the period of 1918-1944 three censuses (1922, 1934, 1941) were conducted. In regard to the concept of national minority all censuses recorded self-definition, usual language, religious affiliation, place of birth and citizenship. As to the data availability, for 1922 and 1934 data was made available in two complementary ways: publications [RSKB 1924, 1935] were accompanied with the series of detailed tabulations for public use. Under conditions of military occupation, the 1941 census data was published very scatteredly [Eesti Statistika Kuukiri 1942]. During the big bombing of Tallinn (March 9, 1944), the archive of Statistics Estonia burnt down and all unpublished census materials were destroyed. It should be noted that in the 1920-1930s the data from 1881 and 1897 censuses were made comparable with corresponding data of the period. The recalculation programme also included statistics on national minorities used in the first part of the Estonian country report.

The first postwar census was conducted in 1959, which is the starting data point following the war. Altogether in the Soviet period four censuses were conducted, the next ones in 1970, 1979 and 1989. Discussing the census definitions the concept of census population has to be brought out. Censuses usually record both *de jure* and *de*

facto population. Soviet censuses applied for these denotions definitions of *permanent* and *present* population. In its coverage, the permanent population is usually regarded close to *de jure* concept, however, in fact it had certain modulations [Anderson, Silver 1985]. Additionally, the data of 1959 and 1970 censuses were tabulated according to present population, whereas the two later censuses were tabulated according to permanent population. In principal, the difference in numbers between present and permanent populations was not very big, comprising mainly of those not resident at the place because of job or vacation. Census recorded people as permanent if they were residing at the place for at least 6 months, thus including a certain amount of short-term migrants in the population, regardless of their *de jure* residence.

Regarding the number of population, also the emergence of military territories should be considered. Being directly controlled by the Ministry of Defense, military territories were regarded as extraterritorial units from the viewpoint of Estonian authorities. Also the population living in these territories was not counted among the population of Estonia. On the other hand, sometimes the military population was regarded as a part of local population, with the elections being one example. The amount of residents in extraterritorial units during the Soviet period has been estimated at about 10 percent of total population of Estonia. Returning to statistical matters, as a rule the population of extraterritorial units was counted according to their residence prior to the service. However, there has been a number of exceptions. One of those was formed by the recruits, officers and supporting staff of frontier forces (operating under KGB command) which were included in the permanent population by place of service [Katus, Puur 1993]. Besides having the implications on age-sex structures of small regions, the principles of recording military personnel must also be considered in case of other statistics. Inclusion or exclusion of such categories of population could make a difference between permanent and *de jure* population for some regions.

Regarding the characteristics relevant to minority populations, in all postwar censuses the ethnic affiliation was asked through *self-definition*, using a predetermined list of ethnicities. This list of ethnicities omitted several smaller ethnic groups, which were from the viewpoint of the Soviet Union out of importance. From the viewpoint of Estonia that listing ignored two national minorities of the country: Ingerians and Swedes. In case of the latter, a Swedish minority had organisedly fled from Estonia in 1944 and only a small number of Swedes mobilised to Soviet army or deported in 1941, and survived, had returned to Estonia. Ignoring these few individuals has not implied the disregard of the national minority. Concerning Ingerians, they were mostly enumerated as Finns, which defines the respective minority rather precisely, as almost the entire Finnish population originated from Ingeria. In other words, the varying from census to census the predefined list of ethnicities is somewhat inconvenient but has not created the principal difficulties with respect to comparison of that characteristic between censuses.

As to the usual language, postwar censuses asked *mother tongue* of an individual. For children the characteristic was determined according to mother. On the procedural level, mother tongue was recorded in close correspondence with the self-definition of ethnicity. It was first asked whether mother tongue coincides with individual's ethnicity, and specified further only if different. As a result, the mother tongue was also recorded according to the predetermined list. However, the tabulations on mother

tongue appear considerably scarce. Most recent census recorded more than 120 ethnic groups but only five mother tongues were distinguished. In case of Estonia the tabulation has ignored German, Ingerian (Finnish), Jewish and Swedish languages. Among the minority languages in Estonia, only Russian and Latvian can be found in census tabulations. New tabulations extended this figure to about 80 in the same census. Regarding the *second language*, the data about the knowledge of any other language of the ethnicities of the Soviet Union was collected through three censuses since 1970. As mentioned above, the aim of the question was rather to measure the spread of Russian language.

Table. CHARACTERISTICS RELEVANT TO MINORITY POPULATIONS
Estonian population censuses 1959-1989

	1959	1970	1979	1989
1. Individual ethnic self-identification	predetermined list	predetermined list	predetermined list	predetermined list
2a. Mother tongue	predetermined list	predetermined list	predetermined list	predetermined list
	no	some	some	some
2b. Second language	no	no	no	oblast level
3. Place of birth	no	no	no	no
4. Religious affiliation	USSR	USSR	USSR	USSR
5. Citizenship				

Among postwar censuses, 1989 census stands apart because of asking the question on *place of birth*. The question had been classified by authorities as irrelevant, as everybody was born in the Soviet Union. The continuous discrepancies in migration statistics and growing difference between permanent and present population had for long necessitated the need for such information, however, it was possible to include the relevant question in the census programme only after the societal transformation had begun. The 1989 census collected information on the place of birth with the precision of republic/oblast, additionally capital cities of republics and autonomous units were distinguished. The coding scheme of data aggregated all born outside the Soviet Union into one category - born abroad. From the viewpoint of Estonia, the applied regional classification was far too crude for understanding the population redistribution inside the country, however, rather useful for defining the foreign-born population. Being insufficient to define the minority populations, the 1989 census information has been essential for preparing the sample for minority survey.

Data on *religious affiliation* has never been recorded during all postwar censuses. It was helpful to regard all Soviet citizens as atheists. All postwar censuses asked about the current *citizenship* which by definition was Soviet. It can be said that really for everybody, because there were exactly 132 foreign citizens enumerated in Estonia in 1989. Due to small number the data on citizenship was never tabulated. Even in such a concept the specification of the previous citizenship would have been useful in case of Estonia. Actually, this had been done very carefully for administrative purposes but never used for statistics.

2.2. Vital statistics

After the Second World War the dismantling of various national institutions also concerned the Civil Registration Office. Its responsibility and functions were sharply reduced in 1946, however, the registration of vital events maintained its continuity in most important aspects. Among the vital events births, deaths, marriages and divorces were recorded. It should be noted that the continuity of registration system resulted in Estonia in rather high quality for the Soviet standard during the first postwar decades, however, decreasing with the progress of sovietisation. The definitions of vital events throughout the Soviet period are discussed elsewhere [Anderson, Katus, Silver 1994; Katus, Puur, Sakkeus 1997].

Regarding the personal characteristics relevant to minority populations recorded at vital events, they were less useful than in census statistics. Most of relevant characteristics like place of birth, religion, mother tongue and citizenship were fully omitted. The only characteristic registered at vital events was *individual ethnic identification*. However, this ethnic identification did not coincide with the self-definition used in censuses. In vital events ethnicity was recorded on the basis of the administrative definition in the passport. Mainly because of its administrative character, one must be cautious to use the data on ethnicities, particularly on minority populations because the ethnic identification was given the political meaning, and in times, people were subjugated upon these characteristics.

Although the individual ethnic identification has been registered in all vital records, it was not systematically used in tabulations. As a rule only the number of events were tabulated by largely aggregated individual ethnic identification. In case of Estonia, the tabulations distinguished only Estonians. Sometimes in this few tabulations this individual ethnic identification was misused. As an example, the growing percentage of mixed marriages was given as an evidence of progress towards the Soviet nation, despite it in fact poorly indicates the increase of ethnically heterogeneous immigrant population and the mixed marriages among it.

2.3. Migration statistics

Compared to other vital events, migration statistics lost its continuity in the postwar years. Regarded as more important event, its registration was taken under direct operation of the Ministry of Interior and the special network was established. Due to the procedures, briefly discussed below, varying part of migration moves was taken into

account. For example, in Estonia until 1956, movements between rural communities were totally disregarded. Up to the fall of the Soviet Union, the movements inside local communities were never statistically registered.

Registration of moves has been carried out in the Soviet Union by applying specific procedure - so-called *propiska* system. *Propiska* meant that the person was issued a permit for allowing him to reside at a certain address. This permit was required from everybody and was registered also in the passport, the change of *propiska* was fully controlled by administrative procedure. *Propiska* for permanent stay allowed the residence with a duration lasting more than 6 months. Additional to permanent one, a person was required to have *propiska* for temporary stay, which was valid for residence with limited time period. Migration statistics in fact did not record movements but the number of issued *propiskas* in the passport. During the Soviet period, *propiskas* and movements started to depart significantly from each other, creating the problems for migration statistics time series.

Another issue worth attention regarding the migration statistics is the registration of military personnel. The spread of extraterritorial units over the territory of Estonia meant the presence of a great number of military personnel, accompanied by the supporting staff as well as families. It must be noted that despite their presence, movements between the extraterritorial units were never included in migration statistics. Thus, the already high volumes of external migrations have in reality been even higher. However, the most important aspect of the military component of migration is its adverse impact on the accuracy of migration statistics. Paradoxically, it has become particularly notable in the 1990s when the specific status of these territories disappeared: overnight Estonia gained population which existence had never been reflected in any statistical source.

Similarly to vital events, out of personal characteristics relevant to minority populations the migration statistics recorded solely the individual ethnic identification. Differently, the tabulations were made even to a much lesser extent. Besides, migration statistics belonged during the Soviet period to the data which was totally classified and as late as in 1987 the first data on migrations were allowed to be made publicly available [Katus, Puur 1989].

2.4. Survey statistics

The survey statistics started to develop relatively late and had not achieved the position comparable with census and vital statistics. Although a series of statistical surveys had been carried out in the former Soviet Union covering the previous republics, understandably no one had focused on national minorities. In some accomplished surveys the individual ethnic identification had been recorded with the similar limitations as was discussed in connection with population censuses [Volkov 1997]. In others even this one characteristic was missing. The all-Union surveys, representative for the whole country, were not designed to be representative on the republican level. This is unfortunate that even some of the well-accomplished surveys cannot be used for Estonia for the reasons of representativeness.

After the restoration of independence, in contrast to the deterioration of vital statistics, the improvement in the survey-based data collection has been noticeable in Estonia. In 1993 the Governmental Commission on Population and Social Statistics adopted the plan of nation-wide surveys to be launched in Estonia up to the next census. In 1994-1995 two large-scale surveys, female part of Estonian Family and Fertility Survey [EKDK 1995a;1995b] and the Labour Force Survey have been conducted, which are the first ones based on nationally representative samples in Estonia. The surveys were followed by the Estonian Health Survey (1996) and male part of the Estonian Family and Fertility Survey (1997) in conjunction with Estonian Survey on National Minorities (1997). Also, the Household Income and Expenditure Survey has been planned and started on the continuous basis, however, still under development.

Except the latter, all nationwide surveys carried out in the 1990s have included the characteristics relevant for definition of minority populations. Specially focused on the issue is the Survey on National Minorities.

2.5. Population projections

Official population projections for Estonia were made by Central Statistical Office in Moscow during all the Soviet period. The national minority or any other ethnic groups were never addressed in these projections. The projections for main ethnicities in the Soviet Union were done by Kingade in U.S. Census Bureau. In those projections Estonians are outlined, but no other minority populations from the viewpoint of Estonia. For scientific purposes a number of country-wide and regional projections have been made [EKDK 1983-1994]. Official projections have not been carried out for Estonia, making the 1936 the last one [Reiman 1936].

In general, from the above-mentioned discussion of the sources relevant for the present study it must be concluded that Estonia, taken all sources together lacks any data which could reflect the developments in demographic processes of national minorities.

3. POSTWAR POPULATION CHANGE AND NATIONAL MINORITIES

3.1. International migration and formation of migrant population

The populations with early demographic transition have been transformed from emigration to immigration countries already several decades ago. Migration processes are contributing to the formation of population groups with distinct ethnic background which indeed should be distinguished from native-born population, even if some ethnic characteristics coincide. Because of principal geopolitical changes, the migration processes have been particularly important to understand the current ethnic diversity of Estonian population.

Following the decline in population mortality and fertility as well as lessening of traditional intergenerational dependency, Estonia entered the stage of mobility transition in the last quarter of the 19th century [Katus 1990]. During that stage, the

acceleration of population growth brought about the accumulation of migration potential which resulted in internal urbanisation, and in case of Estonia, intensive emigration. The establishment of national state marked the cessation of emigration, particularly because decreased migration potential and its channeling to the development of country's urban settlement system. By the eve of the Second World War the potential became exhausted and already the end of 1930s witnessed the beginning of organised import of labour force (from Poland).

In the postwar period, Estonia, like other European countries at the same stage of demographic development, turned from an emigration to an immigration country. Because of the incorporation of Estonia into the Soviet Union, immigration processes to Estonia started about a decade earlier compared to European immigration countries. Immigration originated from the European part of Russia which at the time had entered the stage of mobility transition and featured high migration potential [Vishnevski and Zaiiontshkovskaja 1992]. The immigration to Estonia was strengthened by extensive war losses, but more importantly by societal rearrangements and repeated deportations of local population to Siberia. Thus, Estonia has followed the classical pattern of emerging the immigration stage after the long-term emigration period, however, the immigration stage started earlier and flows of international migration have been much more extensive than typical to European countries.

The international migration over the postwar period comprised overwhelmingly the migration exchange between Estonia and the Soviet Union, which was regarded as an internal migration at that time. The migration flows include two major waves [Sakkeus 1991]. The first of them covers the immediate postwar decade with the volume of migration flows being the highest ever recorded. By the mid-1950s the migration exchange between Estonia and the Soviet Union had somewhat decreased, however, the intensity of migration remained rather high. The second increase of immigration was introduced in the late 1960s, the volume of migration flows accounted for about 80 per cent compared to the first wave.

From the viewpoint of ethnic background of immigrants, it is important to note that the emergence of the second wave of immigration and the maintenance of high migration volumes was achieved by the enlargement of migration hinterland of Estonia [Katus 1988]. While the first wave of immigration originated mainly from the neighbouring regions of Russia, in the end of the 1960s - beginning of the 1970s the hinterland was expanded towards more distant regions, involving eastern and southern parts of the Soviet Union with high migration potential by the time. Compared to earlier immigrants, the new ones originating from these distant regions had few, if any historical contacts with Estonia and were characterised by the ethnic and socio-cultural diversity, introducing a significant heterogeneity among the immigrant population itself.

Apart from immigration flow, special attention should be paid to the extent of migration turnover. Over the period of 1946-1991, the immigration comprised 1,612 thousand and turnover 2,887 thousand persons whereas the number of net migrants was "only" 337 thousand. Thus, upon the available data approximately one out of five immigrants have remained in Estonia, the other four have left at one time or another. It has to be noted that the turnover exceeds twice the total number of population of Estonia. Such a high

turnover of migration is particularly related to an extensive military-related component (direct military migration is noted included in these figures as discussed above). In the end of the 1980s a decrease in external migration flows was introduced, also related to the structural change: during the societal transition military-based migration flows in and out of Estonia began to decrease and ceased later.

As a result of international migration, Estonia featured one of the highest proportions of foreign-born population in European context. Additionally, the heterogeneity of immigrant population is very high, for example comprising about 120 different ethnic groups. Almost three forth among foreign-borns comprise those of Russian ethnic origin. Therefore Russians in Estonia consist of two definitely different subgroups: the Russian national minority and Russian immigrants. The studies of immigrant and minority population allow to conclude that the duality of Russians can be followed across demographic process as well as a range of other social processes and behavioural patterns [Katus and Sakkeus 1993; Vikat 1994; Katus, Puur, Sakkeus 1998]. Besides, typically for a migrant population Russian immigrants have settled in some urban areas (about 95 per cent), whereas the Russian minority population is habiting in definitely different communities. It is noteworthy that the county in which the Russian minority territory is located, has the lowest percentage of immigrant population among all Estonian counties, except islands.

3.2. Ingerian national minority

In current Estonia, aside Russian minority Ingerians form another national minority population. Strictly speaking, from the viewpoint of modern geopolitical division, the Ingerian territory has remained outside national boundaries of Estonia. However, from long-term perspective the development of Ingeria has been closely connected with Estonia as well as Finland, and the population of Ingerian origin can hardly be regarded as immigrants. In the present study, Ingerians are regarded as the national minority of the region. Considering the limited awareness about Ingerians, this section provides a short overview of their development.

Ingeria (Ingermanland) has been a historical territory on the southern and eastern shore of the Gulf of Finland between Lakes Peipsi and Ladoga, forming a landbridge between Estonia and Finland [Kurs 1994]. Historically, Ingeria was a contact area between three Fenno-Ugric nations, Votians, Ingerians and Estonians. In the XI-XII centuries Ingeria fell under the rule of Novgorod republic as the 'Votian Fifth' and was converted to Orthodox. After the conquest of Novgorod by Moscow in 1478, also Ingeria was included in Moscovian Russia. As a bordering area for rising empire Ingeria was devastated by repeated deportations of local people (the largest ones in 1484 and 1488), later followed by colonisation and repopulation. When Ingeria went under Swedish-Finnish state in the beginning of XVII century, the migration into Ingeria was encouraged. The settlers came mostly from Finland (neighbouring Estonia had also been depopulated by the wars and could not provide people). The new inhabitants belonged to Lutheran not Orthodox church which became the distinction between "old" and "new" Ingerians. As noted, part of the Orthodox Ingerians later also adopted the Lutheran faith. In that way, the Finns as the fourth Fenno-Ugric nation in Ingeria happened to enter the scene.

In the course of the Nordic War (1700-1721) Ingeria was incorporated to Russia and renamed to Sankt-Petersburg gubernia. This happened to be a turning point in the history of Ingeria, particularly because Peter the Great founded the new capital of the Russian Empire in the heartland of Ingeria. Thus, the gradual repopulation of Ingeria got its start which culminated in the XX century. Before the First World War the number of Ingerians accounted for more than 200,000 [Kurs 1994], which formed a clear minority of the total population in Ingeria. According to the 1926 census, the number of Ingerians had dropped to 176,000 (115,000 Finns, 45,000 Estonians and Izorians 16,100, Votians were not separately recorded).

During the Soviet period, Ingeria suffered heavily from the liquidation of farm-based agriculture, closing the national schools, organisations and Lutheran church, accompanied by repressions and deportations started from 1928. Mass repressions reached their climax in 1937. During the Second World War Ingeria became the theater of war for three years. In 1944, Ingerians were evacuated via Estonia to Finland, the number of Ingerian refugees accounted for 63,227 [Kurs 1994]. Another part of Ingerians, surviving the prewar repressions and having remained on the territory under control of the Soviet Army, were deported to Siberia. According to the terms of the Finnish-Soviet peace treaty, the Ingerians as Soviet citizens (55,773) were returned but not to homeland but Siberia. Only after 1956 they were allowed to leave the regions of deportation, however, there was a number of restrictions to return to Ingeria.

The notable part of surviving Ingerians moved to Estonia, and already by the 1959 census the number of Ingerians in Estonia had increased to 17,085. In the 1989 census, their number accounted for 17,065. This exceeds the number of Ingerians remaining in the territory of Ingeria [Goskomstat RSFSR 1990].

3.3. Definition of national minorities

Taking account the limited data sources and intensive migration processes, the definition of national minorities should be paid careful attention. To be consistent with the framework of Council of Europe minority project covering the period 1910-1995, the study design must ensure that the concerned minority populations could be followed over the whole period. In other words, the design should eliminate the potential discontinuity of ethnic groups introduced by migration processes. Particularly in case of Estonia, the full range of characteristics of ethnic identification of national minorities should be taken into account.

In this respect, four historical Estonian minority populations, also legally recognized as such by the time, Germans, Swedes, Jews and Latvians, are omitted. The named national minorities were lost or heavily reduced as a result of geopolitical changes. Nevertheless, their demographic development up to 1944 has been analysed and presented in the first part of the report.

Although reduced in size because of boundary change, the Russian minority population has maintained continuity in Estonia. In their case, the number of migrant population, also of Russian origin, makes the definition an issue of principal importance. Specifically, it concerns the application of the definition to data procedures, the full

application is supported by the data from the National Minority Survey. The Russian minority population is defined as Russian by self-definition, having the usual language as Russian, and belonging to Orthodox or oldbelievers by the origin. Concerning the place of origin, three complementary procedures are applied for the inclusion in Russian minority population: (1) persons living in Estonia before 1944, regardless their parents affiliation to the country, or (2) one parent to be born in Estonia, or (3) in case both parents born outside the country, at least one of four grandparents to be born in Estonia. Applying the condition on the place of origin in the mentioned non-restrictive way, implies a very conservative definition of migrant population: no any connection to Estonia, neither from mothers nor fathers side.

The end of Stalin's repressions witnessed the relocation of Ingerians to Estonia. Because of discussed historical developments, they could not be regarded as immigrants but minority population. Defining the Ingerians, the most important characteristic is the place of origin: Ingeria (Lenigradskaja oblast) or Estonia. By ethnic self-definition they could comprise Finns, Estonia (restrictively of Ingerian origin), Ingerians, Vepsians or Votians i.e the historical Fenno-Ugric nations of the region. In their case, the language and religion is applied in non-restrictive manner.

As discussed in earlier sections, the data available during the Soviet period has not supported of the Council of Europe definition of national minority populations and their study. In the framework of the current project, under the aegis of the Foreign Ministry of Estonia a special inquiry to all ministries and governmental agencies was conducted about the data on national minority populations. The responses gave to an answer that the authorities are lacking any databases that could be used in the Council of Europe minority project. Understandably, this served for an additional argument to launch the special survey on national minorities. It coincided with the growing multidirectional internal needs for corresponding data, necessary to for the developments towards human-centred democratic society where the needs of different population groups are taken into account.

4. SURVEY ON NATIONAL MINORITIES

4.1. Target population

The Estonian Survey on National Minorities (ESNM) addressed two minority populations: Russian national minority and Ingerian national minority. The definition of both populations was discussed above.

For both minorities, the target population constituted of females born in 1924-1973, i.e 23-74 years old at the beginning of the fieldwork (1997). The cohort range of survey served for the purpose to restore the basic trends of demographic development of minority populations over the Council of Europe project period. Through the information of parental generation and grandparents, the scope of analysis could be extended beyond this century.

Additionally, the referred definition was supported by the Estonian Family and Fertility Survey (EFFS) which female part was conducted in 1994 [EKDK 1995a; 1995b]. The application of comparable cohort range with the EFFS potentially allows to use the latter as source of comparative data on Estonian majority population as well as postwar immigrants.

4.2. Sampling

For the sampling frame the microdata of the most recent population census (1989) was used, however in fact, for several reasons there was no alternative. First, no other database ensured the comprehensive coverage of population, providing all individuals with relevant inclusion probabilities. Secondly and more importantly, no other database could support the discrimination of target population. Thirdly, besides providing a list of respondents, the census data also supplied each individual with diverse background information comprising more than 50 characteristics [Katus and Puur 1993]. The census files had been brought into order under the preceding project by Estonian Interuniversity Population Research Centre, however, the microdata lacked the names and addresses of enumerated persons. This information was derived from the original census lists in the archive at Statistics Estonia, census addresses were updated in the central address bureau. To optimise the comparability, the sampling plan aimed at reaching a similar number of completed interviews in each subsequent five-year cohort.

For the sampling of Russian national minority, the information on the place of birth and individual ethnic self-determination was used. The combination of these characteristics permitted the sampling of Russian minority population in the cohorts born 1924-1944. In younger cohorts, the census information did not allow the preceding discrimination of minority from the second generation of postwar immigrants with Russian origin. For these cohorts, the distinction between the minority population and immigrants could be made only at the stage of the survey following to the fieldwork. Altogether, the sampling of Russian minority population involved 2,275 persons, which resulted in 1,827 completed interviews. Accordingly, the crude response rate amounted to 80.3 percent. Of the completed interviews, a total of 1,310 represented the minority population and the rest the second generation immigrants.

The sampling procedure of Ingerian minority foresaw the inclusion of those having self-defined themselves as Ingerians, Finns or Vepsians. Altogether the 2,137 persons were sampled, of which 1481 resulted in completed interviews which corresponds to the crude response rate of 69.3 percent. Almost half of this relatively high non-response fell to the category of emigration or being outside the country longer than a year. Altogether the loss due the mentioned reason comprised 14.8 percent of the sample, a majority of the latter consisted of recent emigrants to Finland.

4.3. Survey programme

Methodologically, the survey programme foresaw the inclusion of the complete set of characteristics relevant to the determination of minority populations in the framework of the Council of Europe project: individual ethnic identification, place of origin,

language, religious affiliation and citizenship. Several characteristics applied further specification, for example, besides usual language the information on languages included information on the language of instruction at elementary and secondary school, main language used at work environment, knowledge (including the degree of proficiency) of languages other than mother tongue, language in which the respondent prefers to read fiction etc. Wherever applicable, these characteristics were recorded through three consecutive generations, starting from grandparents of respondents by both maternal; and paternal line; the information was also attempted on respondent's children and partners (spouses). Combined at the stage of analysis, information on ethnic characteristics is expected to provide the understanding about the development of national minorities as well as the factors affecting it.

From another perspective, the survey builds on the life course approach and is basically consistent with FFS-type surveys, coordinated by the UN ECE. The questionnaire involves event histories on parental home, partnerships and marriages, conceptions and births, educational, occupational as well as housing and migration careers. Especially, this consistency of survey programme and methodology with was thought essential to restore the trends of basic demographic processes for the postwar period. Additionally, the consistency of both the cohort range and the core of the demographic content with EFFS allows to use the latter as source of comparative data on Estonian majority population as well as postwar immigrants. Besides, as similar type of survey has been carried out also in Finland [Nikander 1998], an additional basis of comparison for the Ingerian minority population can be envisaged.

The fieldwork of the survey was carried out through February 1997 to December 1997, first months of 1998 were dedicated to the data cleaning procedures. The survey is expected to prove highly helpful in providing a multifaceted picture of the development of minority populations in Estonia and a basis for a variety of ethno-demographic analyses.

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