

**TWELFTH COORDINATION MEETING ON
INTERNATIONAL MIGRATION**

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**CONTRIBUTIONS OF THE INTERNATIONAL METROPOLIS PROJECT
TO THE GLOBAL DISCUSSIONS ON THE RELATIONS BETWEEN MIGRATION AND
DEVELOPMENT¹**

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¹ The views expressed in the paper do not imply the expression of any opinion on the part of the United Nations Secretariat.

A. INTRODUCTION

The International Metropolis Project continues its operations as a global network of researchers and officials of government, international organizations, and civil society organizations. The principal objective of Metropolis is to enhance policy and practice through research, an objective that requires building effective working bridges amongst those in the network. Metropolis activities are managed by its International Steering Committee and implemented by its five Secretariat offices based at Carleton University (Ottawa), the University of Amsterdam, the Migration Research and Training Centre (Seoul), the Commission on Filipinos Overseas (Manila), and the Centre for China and Globalization (Beijing).

Metropolis is best-known for its annual conferences which assemble upwards of 1,000 delegates interested in the phenomena of migration and its effects on societies, on managing these phenomena for the benefit of the migrants, the host, and the homeland, and doing so through global collaboration among research, government, and civil society. Although Metropolis is a non-partisan apolitical network, we believe that successful societies will be those that manage migration for broad benefit, that societies that attempt to prevent migration and exclude their migrants from their midst will be societies that experience economic, political, and social failures. The 2013 conference was hosted by the City of Tampere, Finland, and it featured a retrospective presentation by European Commissioner for Home Affairs, Cecilia Malmström, on progress made by the European Union since the Tampere meetings of 1999 that established a formal role for the Commission in migration management.

In 2014, Metropolis moves to Milan, Italy (November 3-7), the city where Metropolis held its inaugural conference in 1996. The focus of that first conference, various aspects of immigrant integration, will give way in 2014 to those concerning precarious crossings of the Mediterranean and migration issuing from the last three years of political instability in the region. In 2015, Mexico City will serve as host through the National Autonomous University of Mexico with support from the Ministry of Foreign Affairs. The conference will highlight the changing migration trends in North America resulting from economic conditions including Mexico's rapid growth, heightened border control throughout North America, and widespread concerns about smuggling and trafficking.

The Ottawa Secretariat has started the development of the *Migration and Integration Management Training Organization* which will offer intensive courses for migration and integration professionals from around the world. MIMTO has established an Experts Advisory Committee which will oversee the production of a curriculum, determine a pedagogical approach, and a marketing strategy. A pilot course will take place during the summer of 2014. An independent evaluation of the pilot course will lead to adjustments with a full launch of the program set for late 2014 or early 2015. MIMTO's target audience will be policy professionals, program administrators, service providers, business, and the university sector. The courses will take as their starting points that migration and integration ought to be explicitly managed, that they are best managed as a continuum rather than in isolation from each other, that effective management requires a solid empirical base, that effective policy requires effective administration, and that regular monitoring, data collection, and evaluation are integral components to management.

B. DEVELOPMENT-SPECIFIC ACTIVITIES

The 2014 International Metropolis Conference will include eight plenary sessions, one of which will be specifically on the relationship between migration and development, described as follows:

The relationship between migration and development has emerged as the principal means through which the international community has engaged in discussions of migration. Once a topic avoided in multilateral fora, migration is now pushing closer towards the top of the agenda. Although there is now widespread agreement that migration does enhance development and contribute to the reduction of poverty, consensus remains elusive on how, if at all, it should be managed to this end. The panel will reflect on the recent progress that has been made in the international community, the United Nations General Assembly, and the Global Forum on Migration and Development (GFMD) which will have most recently convened in Stockholm. Our speakers will recommend directions that discussions about migration and development can take as preparations are made for the next meeting of the GFMD in Istanbul in 2015.

Other sessions will explore issues with a bearing on development including regional migration management, particularly labour migration, the economics of diversity for the business sector, food security, managing migration in contexts of conflict, and services for undocumented migrants.

In 2015, the Mexico City conference will look explicitly at migration as a development vector in the context of North America. Mexico's economy has been developing at a steady rate and it is now the second largest economy of Latin America and stands as the 14th largest in the world. Economic growth will affect migration flows in the entire region, and the transformation of the economy towards innovation-based production will increase the demand for skills in the labour market, much of which will be met by returning migrants. The conference will look at the impact on Mexico's development of return migration and at Mexico's slowly growing competitiveness as a destination for talent.

The Migration and Integration Management Training Organization will establish a curriculum that encompasses many aspects of managing for economic growth and development. To be included will be materials on managing inflows for effective and inclusive integration into the economy as well as managing emigration for its development potential, whether that potential takes the form of sending remittances, engaging in transnational economic activity such as business development or trade, or in return and re-integration into the homeland economy or institutions of government and civil society.

Metropolis' most significant development-related activities, however, will spring from its contributions to the World Bank's *Global Knowledge Partnership on Migration and Development* (KNOMAD). Metropolis leads the Thematic Working Group on Integration, one of twelve major themes that KNOMAD will treat. As the relation between migration and development has risen closer to the top of the agenda of governments, the international community, universities, and aid agencies, the use of the term 'development' has broadened to include such topics as human rights, gender and women's rights, human development, ecology and the environment, human security, and many others. While

acknowledging these areas of concern, this specific KNOMAD project will take a much narrower approach to development, considering it from an economic point of view and placing poverty reduction at the centre. Development as considered by this project requires growth in a society's ability to generate and distribute wealth. In exploring the development benefits of integration, we will be looking at its effects on the conditions that underlie the capacity of a society to generate wealth, at how immigrant integration, return, and re-integration can help expand that wealth-generating capacity in an inclusive fashion.

Although vast literatures exist on both integration and on development, little has been written on the relationship between the two, let alone on how policy can enhance integration as a development instrument. One of the objectives of the Thematic Working Group on integration is to develop a set of guidelines for managing integration and re-integration specifically for development benefits. Although we expect innovations from the Thematic Working Group, we anticipate that effective integration in host societies will be found to have development potential for homelands through such effects as:

- Enhanced employment prospects for migrants in the host society which can yield higher incomes, increased and sustainable remittances, and funds for homeland investment;
- Increased numbers of migrants with multiple entry or permanent residence visas, and host country passports which will permit heightened transnational activity including return visits. These latter have the potential to facilitate business development and trade relations between the host and homeland and the transfer of valuable knowledge and attitudes regarding, for example, business management, governance, education, land management, and effective administration;
- Enhanced contributions of returnees to their homelands through the transfer of knowledge and attitudes, especially with regard to governance (corruption, effective administration, among others), the management of financial institutions, the importance of transparency and the establishment of a business and investment-friendly environment. This latter requires both effective integration in the host society that allows for the acquisition of the experiences, knowledge and attitudes as well as effective re-integration into the homeland which allows for the transfer and application of this knowledge, experience, and attitudes.

Similarly, we can anticipate that effective integration will have development potential for the host society through, for example:

- Enhanced employment for migrants in the host society which will contribute to the host society's economy, boosting GDP, introducing innovations, filling labour supply gaps at all skills levels;
- Contributions to the economy through business development, transnational business development, enhanced trade relations and investment, and the offer of knowledge of the homeland's language, business norms, and customs to host society firms seeking business development abroad;
- The diversification of the workplace which, well-managed, can offer greater innovation potential and enhanced problem-solving;
- Enhanced social cohesion, political stability, and overall societal harmony which afford a more attractive investment environment than where integration has failed and instability has arisen.

The emphasis that the Thematic Working Group on Integration's approach will give to the relationship between integration and development will be upon how integration can help migrants experience and understand how effective institutions function, are managed, and are held to account. The assumption

here is that development requires not only financial capital but a political, institutional, and business environment that allows for the optimal use of financial capital for development. The knowledge, skills, values, and attitudes that are acquired through host society integration can then be transferred to the homeland through return and re-integration.

Re-integration is the homeland counterpart to integration in the host society. We will emphasize that re-integration is a complex process that involves more than simply returning home. Returning home after a prolonged absence can be very difficult. Conditions at home may have changed dramatically since the initial departure; the migrant may have changed in many profound ways including psychologically; and those in the homeland may in fact resent the returnees' absence, especially if that absence was during a time of conflict. The relative safety that the migrant may have experienced in the host country may be seen entirely negatively by those who stayed and who may have suffered. Re-integration can in fact be more difficult than integration into a developed society. We will posit, then, that homeland re-integration is a process that can benefit from explicit management as much as host society integration.

Again, the principal working hypothesis of this project is that the re-integration of migrants to their homeland can have powerful development benefits owing to the enhanced human capital that returning migrants can bring with them as a result of their integration in their host society. To begin the discussion, we will restrict ourselves to institutional re-integration, in other words, re-integration as it takes place in institutions of society such as government offices, the financial sector, businesses both large and small, police forces and other aspects of the judicial system, the education system at all levels, civil society organizations that either provide services or advocate for a cause, the health care system, and so on. The hypothesis to be tested is that return and re-integration will allow the transfer into homeland institutions of knowledge, skills, values, and attitudes from effective organizations in the host society into which the migrants had previously integrated.

The development premise is straightforward: societies whose institutions are better governed, more transparent, less corrupt, and more accountable will develop more rapidly than societies less able in these regards. Economic development in general requires the trust of the citizens as well as of foreign investors in the institutions of society. Business is impossible without at least some measure of trust and large scale business development requires ever larger amounts of trust. Even the simple matter of depositing money in a bank account requires trust in the banking sector; that citizens pay taxes requires that they trust the government to use the money to the benefit of society rather than for private benefits or patronage dispensations; that foreign investors will offer their capital requires that they trust the society and its institutions to provide an investment environment that is competent, transparent, fair, predictable, and otherwise offers a reasonable chance of success. These sorts of competencies are in short supply in many developing countries and this shortage is in large part responsible for their diminished state of development.

Integration in host society institutions can offer direct experience of how institutions that possess these qualities to a high degree actually operate and govern themselves. Equally importantly, these experiences can demonstrate the economic advantages of these ways of operating. Transferring these experiences and the knowledge thereby gained can be of tremendous advantage to developing

countries, but only if they are in a position to receive and take advantage of them. There are two principal tasks for a developing society's government: to motivate the return of some of their migrants and to manage their re-integration for development benefits.

Although some of the benefits of return and re-integration will happen as a matter of course, this project will argue that, with solid management, the effects will be deeper and will come more rapidly. Because the KNOMAD project is to a significant degree directed to government policy makers, we will pay special attention to how government policy can enable and enhance the return and re-integration processes. In particular, we propose looking at the potential offered by Diaspora Ministries in managing the incentives to return and the process of re-integration. The assumption is that it is more effective that there be a ministry dedicated to these portfolios than that responsibility be distributed among numerous departments where it may become of secondary importance in each. This is not to say that we would argue that only government agencies be responsible. One of their roles would need to be to empower the business community, civil society, and the other sectors mentioned above to become engaged in these processes. This might require co-ordination and some financial assistance but above all it would require the setting of directions, guidelines of operation, and the other basics of program administration.

The barriers to return and re-integration can be formidable, but they can be mitigated through careful and sustained management. Convincing one's citizens to return is often exceptionally difficult, but where return is not feasible, the option of transnational activity which affords a series of temporary presences can be more attractive and of considerable benefit. Having homeland institutions welcome returnees can be challenging owing to the at times considerable degrees of resentment felt by those who stayed and, again, who may have suffered by comparison to those who left. Even more challenging can be the reception of host society ideas for managing organizations. It is highly unrealistic to expect institutions to welcome these ideas when they are at severe odds with current practices. Rather than being seen as value added, they can be regarded as useless or, worse, as threats. Expectations must be realistic and policies must follow suit. As is always the case with development, patience will be needed in large measures.