

**THIRD COORDINATION MEETING  
ON INTERNATIONAL MIGRATION**

New York, 27-28 October 2004



United Nations

**Department of Economic and Social Affairs**  
Population Division

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United Nations  
New York, 2004

# DESA

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ESA/P/WP.195

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Printed in the United Nations, New York

## PREFACE

In response to General Assembly Resolution 58/208 of 13 February 2004 on International Migration and Development, which requested the Secretary-General to continue convening meetings to coordinate activities regarding international migration, the Population Division of the Department of Economic and Social Affairs of the United Nations organized the Third Coordination Meeting on International Migration at United Nations Headquarters in New York from 27 to 28 October 2004.

The main objective of the Meeting was to discuss substantive issues related to the preparation of the High-Level Dialogue on International Migration and Development that the General Assembly will hold during its sixty-first session in 2006. In particular, the Meeting aimed to identify key aspects of international migration and development that should be considered in the Dialogue. The Meeting brought together representatives of the offices, agencies, funds, programmes and regional commissions of the United Nations system as well as those of other international organizations and national institutions working on international migration. Hence, participants of the Meeting also shared information on the most recent activities of their organizations in the area of international migration and development, and addressed how their activities related to the key aspects to be considered in the Dialogue. Furthermore, the Meeting included the panel discussion on international migration by two experts.

This volume contains the proceedings of the third Coordination Meeting on International Migration. Part I of this volume includes the report of the Meeting, together with its agenda, organization of work, list of participants and list of papers. All the papers contributed by participating organizations and scholars attending the Meeting are presented in Part II.

For further information on the present publication, or population issues in general, please contact the Office of Director, Population Division, United Nations, New York, NY 10017, at telephone (212) 963-3179 or fax (212) 963-2147. This report as well as related publications of the Population Division may be accessed at its website: [www.unpopulation.org](http://www.unpopulation.org).



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## Explanatory notes

Symbols of United Nations documents are composed of capital letters combined with figures.

The following abbreviations have been used in the present document:

AIDS	Acquired immunodeficiency syndrome
CELADE	Latin American and Caribbean Demographic Centre
CMS	Center for Migration Studies
DESA	Department of Economic and Social Affairs, United Nations
ECLAC	Economic Commission for Latin America and the Caribbean, United Nations
EU	European Union
FDI	Foreign Direct Investments
GATS	General Agreement on Trade in Services
GMG	Geneva Migration Group
HIV	Human immunodeficiency virus
ICMPD	International Center for Migration Policy Development
ICPD	International Conference on Population and Development
IGC	Inter-Governmental Consultations
IMP	International Migration Policy Programme
IOM	International Organization for Migration
IUSSP	International Union for the Scientific Study of Population
MPI	Migration Policy Institute
NGOs	Non-Governmental Organizations
OECD	Organisation for Economic Co-operation and Development
OHCHR	Office of the High Commissioner for Human Rights
UNCTAD	United Nations Conference on Trade and Development
UNDOC	United Nations Office on Drugs and Crime
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNIFEM	United Nations Development Fund for Women
UNITAR	United Nations Institute for Training and Research
USCB	United States Census Bureau
GCIM	Global Commission on International Migration
GAO	United States Government Accountability Office
PFII	Permanent Forum on Indigenous Issues
IDPs	Internally displaced persons
AU	African Union
RECs	Regional Economic Committees
ILO	International Labour Office
UNICEF	United Nations Children Fund
IT	Information Technology
HLD	High-Level Dialogue



**UNITED NATIONS  
DEPARTMENT OF ECONOMIC AND SOCIAL AFFAIRS  
POPULATION DIVISION**

**THIRD COORDINATION MEETING ON INTERNATIONAL MIGRATION**

**EXECUTIVE SUMMARY**

The Population Division organized the third Coordination Meeting on International Migration from 27 to 28 October 2004 at the United Nations Headquarters in New York. The main objective of the Meeting was to discuss substantive issues related to the preparation of the High-Level Dialogue on International Migration and Development (HLD) that the General Assembly would conduct during its sixty-first session in 2006. In particular, the Meeting aimed to identify key aspects of international migration and development that should be considered in the HLD. It was attended by representatives of the offices, agencies, funds, programmes and regional commissions of the United Nations system as well as those of other international organizations and national institutions working on international migration.

There was broad consensus among participants that international migration had truly become an issue of global concern and it was timely that the General Assembly chose the topic in its HLD. Profound interests of participants in the HLD led to vigorous exchanges of views during the Meeting on the value of the event, the strategies to prepare for it, as well as the key aspects to be addressed. Many considered that it was important to ensure the success of the HLD, and therefore, crucial for the HLD to have achievable objectives and make progress on some issues. The HLD should also build upon existing governmental, inter-governmental and multilateral processes.

Based on the experience of respective institutions, participants suggested a wide range of issues on international migration and development for considerations at the HLD. The key issues mentioned include: migrant remittances, circulation of human capital, transnational migrant networks, and transnational development issues. From a viewpoint of the welfare of migrants and their families, the HLD might also want to consider the topics such as the rights and responsibilities of migrants, the integration of migrants, irregular migration and special needs of migrant groups such as women, children, indigenous people and refugees. In addition, the group proposed to address the issue of data and research, international legal norms on international migration, the role of regional consultative processes, as well as the role of the United Nations in the field of international migration.

The Coordination Meeting comprised a panel discussion by two experts on the interrelationships between migration and development. There is a two-way relationship between international migration and development. While migrant remittance is one of the most evident linkage, there is much more to this relationship. Thus, the importance of considering not only economic dimension, but also other dimensions, such as demographic, environmental, gender and political aspects of the relationship was reminded. Given that much remains to be explored with regard to the relationship, the group strongly felt the need to gather more evidence and advance studies to have better understanding of the complex phenomenon.

There was also a presentation by a representative of International Labour Organization (ILO) on the outcomes of the International Labour Conference that took place in June 2004. The participants were informed of the main features of the resolution adopted at the conference. In addition, a representative of the Global Commission on International Migration (GCIM) provided an update of their work. The GCIM has conducted regional hearings and launched the policy analyses. It will produce the final report by mid-2005. During the Meeting, representatives of participating organizations also shared information on their recent activities in the area of international migration and development.



**PART ONE**

**REPORT OF THE MEETING AND INFORMATION PAPERS**



## **REPORT OF THE MEETING**

The third United Nations Coordination Meeting on International Migration took place at United Nations headquarters in New York from 27 to 28 October 2004. The meeting was organized by the Population Division of the Department of Economic and Social Affairs (DESA) of the United Nations in response to General Assembly Resolution 58/208 of 13 February 2004 on International Migration and Development, which requested, inter alia, that the Secretary-General continue convening meetings to coordinate activities regarding international migration.

The main objective of the meeting was to discuss substantive issues related to the preparation of the high-level dialogue (HLD) on International Migration and Development that the General Assembly would be conducting during its sixty-first session in 2006. In particular, the Coordination Meeting was expected to identify key aspects of international migration and development that might be considered by the dialogue. In addition, participants at the Meeting would have the opportunity to present recent activities of their organizations and discuss best practices regarding international migration and development.

Fifty-two participants from offices of the United Nations Secretariat, United Nations organizations, bodies and programmes, and from other intergovernmental organizations or institutions active in the field of international migration attended the meeting. Also present were invited experts and representatives of Member States of the United Nations.

### **I. OPENING**

Mr. Joseph Chamie, Director of the Population Division of DESA, welcomed participants and opened the meeting. He recalled that among the three components of population change—mortality, fertility and migration—mortality had been the only area with regard to which there had always been consensus among Member States of the United Nations on the type of change needed. All Governments wanted to improve the health of their people and reduce mortality. Over time, consensus had also been reached regarding fertility, family planning and reproductive health. However, he noted that the discussion regarding international migration had been so far the most difficult because positions were diverse. Nevertheless, some progress had been made during the past decade. He stressed that this was a moment when Member States had the opportunity to make concrete progress in addressing the issue, particularly because the Secretary-General of the United Nations considered international migration an area of priority for the organization. The high-level dialogue could be the beginning of a process where Member States would consider in a systematic manner the challenges posed by international migration and find ways to address them. In this context, the Coordination Meeting could make a contribution by identifying key issues that might be considered by the dialogue. Mr. Chamie therefore invited active participation in the deliberations held during the Meeting.

### **II. THE REPORT OF THE SECRETARY-GENERAL ON INTERNATIONAL MIGRATION AND DEVELOPMENT AND ITS IMPLICATIONS FOR THE HIGH-LEVEL DIALOGUE OF THE GENERAL ASSEMBLY**

In the first session, Ms. Keiko Osaki, Population Affairs Officer of the Population Division, introduced the Report of the Secretary-General on International Migration and Development (A/59/325) that was to be presented to the Second Committee of the General Assembly on 29 October 2004. She recalled that the Second Committee of the General Assembly had considered the issue of international migration and development six times since 1995. The Report summarized the activities of the United Nations system and other relevant organizations in the area of international migration and development. She noted that the number of activities in this area was increasing and that many activities sought to

enhance the positive impact of international migration on development. Furthermore, activities were increasingly carried out through the collaboration of different parts of the United Nations system or between the United Nations system and relevant inter-governmental organizations, including the International Organization for Migration (IOM) and the European Union (EU).

The report also documented various initiatives for improving the management of international migration and proposed measures that the United Nations system could take in addressing the issue. Regarding the management of international migration, several groups of countries had launched initiatives to create multilateral frameworks for cooperation. While these efforts were more common at the regional level, there were at least two important initiatives at the global level: the Berne Initiative and the Global Commission on International Migration (GCIM). In addition, the report noted that the high-level dialogue scheduled for 2006 represented a major opportunity to address migration issues at the United Nations, permitting an exchange of views among all Governments.

The discussion following this presentation noted that, according to the Secretary General's report, activities on international migration in Africa were relatively few, a situation that did not reflect properly the importance that international migration had for countries in the region. It was noted that certain important initiatives had been started in Africa, mainly as activities undertaken by the International Migration Policy programme in cooperation with ILO and IOM. Furthermore, some countries in Africa had begun to focus attention on migration policies and there were increasing efforts to deepen an understanding of the phenomenon and to develop partnerships among relevant stakeholders.

### III. A FAIR DEAL FOR MIGRANT WORKERS IN A GLOBAL ECONOMY: RESULTS OF THE 2004 INTERNATIONAL LABOUR CONFERENCE

The 92<sup>nd</sup> session of the General Conference of the International Labour Organization (ILO) held in Geneva, Switzerland, in June 2004 was devoted to the topic of migrant workers. Mr. Piyasiri Wickramasekara, Senior Migration Specialist in ILO, presented the major outcomes of the Conference. He noted that the ILO General Conference provided a forum for the first global discussion on international migration held since the 1994 International Conference on Population and Development (ICPD). The ILO General Conference brought together, as usual, representatives of Governments, trade unions and employer federations from the 177 Member States of the ILO. Based on a comprehensive tripartite discussion covering all aspects of international migration, the Conference adopted by consensus a "Resolution concerning a fair deal for migrant workers in a global economy".

Mr. Wickramasekara highlighted the main features of the resolution, which called upon the ILO and its constituents to carry out a Plan of Action. The Plan was significant in several ways. It reiterated ILO's mandate in the field of labour migration; advocated the adoption of a rights-based approach to international migration; expressed support for ILO instruments for the protection of migrant workers; recommended greater cooperation through the development of a multilateral framework; renewed a call for intensified ILO technical assistance; provided a clear mandate for building a global data base on international migration, working conditions and migrants' rights; recognized the linkages between international migration and development; underscored the role of decent work opportunities in the country of origin as an alternative to international migration; and reiterated the need for strengthening social dialogue and inter-agency collaboration.

The most important new element in the Plan of Action was the call for the development of "a non-binding multilateral framework for a rights-based approach to labour migration." Mr. Wickramasekara made clear that the rights-based approach would be based on ILO instruments and other relevant international standards, and did not imply the creation of new rights. The framework was intended to

assist Member States in developing more effective labour migration policies but would not set or propose a global international migration regime or a world migration organization. The framework would be drawn on the basis of best practices and international standards, taking into account labour market needs. The ILO would develop a draft non-binding multilateral framework for consideration by the ILO Governing Body in November 2005.

Mr. Wickramasekara also discussed the follow-up to the Plan of Action. In addition to giving wide publicity to the Plan, the ILO would make office-wide efforts to implement its various components. The ILO was collaborating with a number of international and regional institutions and initiatives. Mr. Wickramasekara invited the organizations participating in the Coordination Meeting to provide ideas for the development of a multilateral framework and highlighted a few areas of particular concern, including the increase of temporary migration, particularly under Mode 4 of the General Agreement on Trade in Services (GATS); the portability of social security; the protection of migrant workers, particularly domestic workers; and the prevention of discrimination.

#### IV. UPDATE ON THE WORK OF THE GLOBAL COMMISSION ON INTERNATIONAL MIGRATION

The Global Commission on International Migration (GCIM), a time-bound and independent group addressing international migration, was launched by concerned Governments in December 2003. Mr. Rolf Jenny, Executive Director of the Secretariat of the Commission, reported on the objectives of the Commission and its activities. He noted that the overall aim of the Commission was to provide a normative framework for the formulation of a coherent, comprehensive and global response to international migration issues. The Commission had been holding hearings in different regions in order to understand the various approaches and perspectives of stakeholders in those regions and be better able to examine the linkages between international migration and other global issues.

The Commission had already conducted two regional hearings: one in the Asia-Pacific region and the other in the Middle East and the Mediterranean region. These hearings provided an opportunity to focus on the migration experience of each region and identify areas of emerging consensus. The Commission had also launched, under its policy analysis and research programme, a number of global projects on particular themes and regional studies. It was also examining a cluster of migration issues and evaluating existing policies. According to Mr. Jenny, there were more overlaps than gaps in policy approaches to international migration so that the challenge was how to organize those approaches into a multilateral framework.

The Commission was due to produce its final report by mid-2005. This report would put forward a series of strategic options and a set of actionable steps for consideration by the Secretary-General of the United Nations, Governments and other stakeholders. Conclusions of the activities undertaken were still being drawn. However, Mr. Jenny said that strategies to encourage Governments to respect and safeguard the rights of international migrants were being developed. Ideally, international migration should occur out of free choice and in an orderly manner. States, as key actors in the migration process, should be engaged more actively in a dialogue regarding the management of migration.

During the discussion, participants considered the value added of the Global Commission and its activities. Mr. Jenny noted that the Commission would have an impact beyond the mere preparation of its report, as it was already acting as a catalyst for dialogue at the regional level. Its activities would also, in all likelihood, have an effect on consideration of migration at the global level, especially during the high-level dialogue of the General Assembly planned for 2006. Noting that a multilateral approach did not necessarily guarantee change at the national level, some participants hoped that the Commission would be



able to present issues in such a way that Governments might find them useful and worth pursuing, even unilaterally.

In his response to a question concerning the audience of the Commission's report, Mr. Jenny explained that the report would be short and direct, so as to make it accessible to a wide audience. It would be presented to the Secretary-General first but it would address the concerns of Governments, civil society and other community organizations. It was hoped that the report would draw the attention of policy-makers. Mr. Jenny also noted that the report would try to focus on areas of consensus, while also addressing areas where there was a divergence of views.

Participants were interested in the follow-up activities to the Global Commission since it would dissolve in the summer of 2005. According to Mr. Jenny, the Commission would propose a mechanism to continue addressing international migration issues at the global level and would suggest a proper institutional framework to support that mechanism.

#### V. ASPECTS OF INTERNATIONAL MIGRATION AND DEVELOPMENT RELEVANT FOR CONSIDERATION AT THE HIGH-LEVEL DIALOGUE OF THE GENERAL ASSEMBLY

Discussion on the preparation of the high-level dialogue was the major topic of the third Coordination Meeting. There was broad consensus among participants that international migration had truly become a key issue of global concern and that it was timely for the General Assembly to address it at the highest level. There was a vigorous exchange of views on the value of the high-level dialogue, best strategies to prepare for it and key issues to be addressed. This section summarizes the main points of the discussion.

Given the advances made in bringing international migration to the forefront of the international agenda, many considered that it was important to ensure the success of the high-level dialogue. It was felt that the United Nations could not afford to miss this opportunity to establish itself as an effective leader in this area. It was therefore crucial for the high-level dialogue to have achievable and pragmatic objectives and make progress on some issues. Hence the group cautioned against trying to address the most controversial issues, especially those which would be divisive between countries that were mainly origins and those that were mainly destinations of international migrants. In setting the agenda for the dialogue, it was vital to take those comments into account so as to delimit the scope of discussion at the dialogue itself.

Participants noted that there had been many significant developments since the International Conference on Population and Development (ICPD) adopted its Programme of Action in 1994. Governments had shown growing commitment to coordinate actions and rising interest in developing better ways to manage international migration. Many participants stressed, therefore, that the high-level dialogue should build upon existing governmental, inter-governmental and multilateral processes, including the Berne Initiative, the results of the International Labour Conference including the non-binding multilateral framework for the management of labour migration that ILO was preparing, and the achievements of the various ongoing regional consultative processes. In particular, the high-level dialogue could take account of the suggestions and proposals made in the report of the GCIM.

It was also suggested that the interrelations between international migration and development could be addressed during the review process of the Millennium Declaration and the Millennium Development Goals scheduled to take place in 2005, as well as in the decennial reviews and follow-up to the major United Nations conferences and summits. These activities could provide valuable input for the high-level dialogue on international migration and development.

Participants recognized that the high-level dialogue should be seen as part of a process and not as an end in itself. Therefore, it was considered crucial to suggest or devise mechanisms or processes for its follow-up. The high-level dialogue itself should be instrumental in maintaining if not increasing the momentum in favour of addressing international migration issues at the global level.

Another issue that merited consideration was whether the inter-governmental machinery of the United Nations, in its current form, was well suited to address international migration issues in a comprehensive manner. In particular, the interrelatedness of the work of the Second and Third Committees of the General Assembly in the area of international migration would have to be reviewed.

Some participants noted with concern that the overall objectives of the high-level dialogue and its expected outcome were not as clear as desirable. In particular, it was not yet clear what difference would the dialogue itself make. It was important, therefore, for the preparatory process to define more clearly what the dialogue was aimed to achieve both in the short run and the medium-term. A participant suggested that the high-level dialogue might benefit from having an overall theme that would be more focused than the vast subject of the nexus between international migration and development. It was felt that an alternative title for the dialogue would be more likely to attract the attention of Governments and other stakeholders. Others thought that in considering the linkages between international migration and development, the dialogue should adopt a broad concept of development, comprising not only economic considerations but also the social, cultural and rights dimensions of the development process.

#### *Key issues for the high-level dialogue*

Participants recognized that the high-level dialogue provided an ideal opportunity for Governments to identify common interests, share experience and identify best practices, and begin setting the stage for international collaboration in addressing some of the challenges posed by the growing levels and complexity of international migration. Based on the experience of their respective institutions, participants suggested a range of topics for consideration by the high-level dialogue. The key topics or issues identified during the discussion are summarized below. The group did not attempt to reach agreement on which issues had higher priority and were most likely to produce actionable conclusions at the time of the dialogue. Some participants stressed that it was important to consider how best to address issues or frame questions so that their discussion could set the basis for further action or lead to policy development.

It was thus suggested that the high-level dialogue might wish to address the following issues within the broad theme of international migration and development:

- *Migrant remittances*: Remittances were acknowledged as being the most visible and direct outcome of international migration with implications for the development of countries of origin. The high-level dialogue could review current knowledge about the impact of remittances on the families that receive them, the communities of origin and the wider economy. It could pay particular attention to measures that Governments might take to facilitate the flow of remittances through formal channels and to leverage such financial flows so as to enhance their productive utilization and thus promote development. Participants warned against considering remittances a substitute for foreign direct assistance and stressed that it would be counterproductive to try to tax them.
- *The circulation of human capital*: Migration of skilled persons continued to be of great interest to many Governments. Participants urged that the discussion at the high-level dialogue avoid being concentrated on narrowly focused “brain-drain” issues that became rapidly polarizing. Instead,

the dialogue could usefully discuss the many positive facets of skilled migration for the countries and migrants involved and find ways in which its potentially detrimental effects on the countries of origin could be addressed. Measures to facilitate the circulation of skilled migrants between countries of origin and destination could be considered, including the development of strategies to make use of their skills in their home countries. The dialogue could also focus attention on the growing migration of skilled persons to countries where development was accelerating and find cooperative schemes to ensure that development prospects were not hindered by the lack of needed skills.

- *Transnational migrant networks*: Participants drew attention of the increasing cohesiveness of transnational communities and the potential that networks tying those communities with the communities of origin had for the transfer of knowledge, ideas and funds between countries of origin and destination. Measures that would strengthen the links between migrants abroad and their communities of origin with a view to contributing to the economic and social development of those communities could be identified and supported.
- *Transnational development issues*: Participants also considered important to consider the implications of the liberalization of the temporary movement of service workers under Mode 4 of the General Agreement on Trade in Services (GATS). The high-level dialogue could consider the interrelations between trade and international migration, and discuss how trade in services under Mode 4 could benefit the countries involved. In addition, the relation between foreign-direct investment (FDI) and international migration could be addressed.

There were also several issues relative to the welfare of international migrants and their families that participants thought the high-level dialogue might address::

- *The rights and responsibilities of international migrants*: Participants stressed that respect for the basic rights of international migrants was a necessary condition for migration to be beneficial. International standards setting the rights of particular types of migrants existed but, particularly the instruments dealing with the rights of migrant workers, had low ratification rates. As a result of the 2004 ILO General Conference, a process had been started to develop a non-binding multilateral framework for a rights-based approach to labour migration that was expected to provide useful guidance in this respect. In addition, considering that debates on the human rights of migrants had been ongoing at the United Nations for many years with only moderate achievements, participants suggested that the high-level dialogue might more usefully focus on other aspects of international migration. It was recognized, however, that respect of rights would be part of any discussion focusing on how to maximize the benefits of international migration for development. Clearly, the dialogue would not be the appropriate forum to discuss the expansion of rights or the creation of new rights. Furthermore, any discussion of rights should also underscore the responsibility of migrants to abide by the laws of the countries of destination and, of course, those of their own countries.
- *The integration of international migrants*: Participants noted that, particularly in developing countries, growing attention was being given to ways of ensuring the integration of international migrants to the receiving society. Countries with significant proportions of international migrants in their midst were aware of the need to combat the social exclusion of migrants and improve their relations and interactions with the host society. It was suggested that Member States could share with others their varying approaches and experiences in integrating migrants into their societies and labour markets. It was noted, however, that integration issues were mostly a matter

of national governance and were not yet at a stage where international cooperation was needed. For that reason, a discussion of integration might not yet be ripe for consideration by the high-level dialogue.

- *Irregular migration:* Participants remarked that, despite increases in law enforcement to combat irregular migration, especially the smuggling and trafficking in persons, it appeared that the number of migrants in an irregular situation was not declining. Because international cooperation was crucial in combating the most heinous aspects of irregular migration, such as trafficking in persons, it might be appropriate for the high-level dialogue to discuss ways to enhance collaboration among Member States to combat trafficking and smuggling more effectively.
- *The gender dimension of migration:* Participants called attention to the fact that the gender aspects of international migration were not receiving the attention that they deserved particularly given the increasing visibility of women as international migrants. It was especially important to address the factors that maintained female migrant workers relegated to poorly paid and sex-segregated jobs in sectors of the economy that were often difficult to regulate. Participants also noted that women were at higher risk than men of falling victim to trafficking or violence. It would therefore be important to ensure that the high-level dialogue maintained a gender perspective in discussing whichever issues were selected.
- *The special needs and development prospects of vulnerable migrant groups:* It was also suggested that the high-level dialogue could raise awareness on the need of special measures to protect particularly vulnerable groups of international migrants, such as indigenous people leaving the countries of origin because of poverty or children moving on their own.
- *The protection of refugees:* It was noted that the Agenda for Protection, adopted in 2002 as a result of the Global Consultations on International Protection convened by the UNHCR, emphasizes the need for greater multilateral cooperation to ensure the protection of refugees. The high-level dialogue could discuss new modes of burden sharing, particularly in relation to development-based responses that could contribute to the protection and welfare of refugees.

Lastly, participants singled out other needs or developments that would deserve attention by the high-level dialogue, either because they would enhance the understanding of the issues at hand or because they could provide the basis for further collaboration at the inter-governmental level. They were:

- *Data and research:* Participants stressed that reliable data and well-documented information on international migration were essential tools for the formulation of policy and programmes. The high-level dialogue could provide support and call for further action to satisfy the need for timely and reliable data on international migration in all its aspects. The dialogue might also call for a wider dissemination of information and promote enhanced ways of sharing information. It could encourage countries to support research aimed at informing policy-makers regarding the best suited measures to maximize the benefits of international migration.
- *Legal instruments on international migration:* It was recognized that the United Nations system had made major contributions to the formulation of legal norms and instruments relevant to the management of international migration. The high-level dialogue could provide an opportunity to review the ratification and implementation of existing instruments and discuss how to support States in the effective implementation of those legal norms. A wider ratification of existing international instruments relevant to international migration could also be promoted.

- *The role of regional consultative processes:* Regional consultative processes on migration were recognized as having made major progress in promoting inter-governmental dialogue on international migration since 1994. A review of the modalities and achievements of on-going regional processes would be a relevant input for the high-level dialogue. It was important to assess if the regional consultation processes had led or could lead to better and more effective cooperation and, if so, how they could act as building blocs for improved cooperation at the global level.
- *The role of the United Nations in the field of international migration and development:* Participants noted that, under current institutional arrangements, there was no single office in the United Nations system with the mandate to work systematically on the full spectrum of international migration issues. Participants thought that it was important for the high-level dialogue to consider ways in which the United Nations system could become more effective in responding to the challenges posed by international migration. In this respect, they thought it would be useful to identify gaps, suggest ways of enhancing cooperation and coordination between different parts of the system, and determine what types of Government needs could be most appropriately addressed by the United Nations.

## VI. PANEL DISCUSSION ON INTERNATIONAL MIGRATION AND DEVELOPMENT

The third session of the Meeting was devoted to a discussion of international migration and development. Two panelists introduced the discussion: Mr. Robert E. B. Lucas, Professor of Boston University and Mr. Ronald Skeldon, Professorial Fellow of the University of Sussex.

Mr. Lucas began by noting that it was difficult to ascertain the effects that development could have on international migration. The evidence indicated that international migration increased with the gap in earning opportunities between countries of origin and those of destination. Although it had been suggested that high levels of economic growth might lead to more migration because they would increase wages and would thus make people better able to defray the costs of migration, recent evidence did not support this notion. Instead, it was the lack of economic development that appeared to increase migration pressures, despite the fact that rapid economic growth did not necessarily produce tighter labour markets.

Nor was it always the case that substantial outflows of workers produced rising wages in the country of origin or more employment opportunities for workers remaining in the home country. In some countries, departing workers were replaced with no discernible loss in output or rise in wages in the country of origin. But in other countries, wages rose in parallel to the outflows of migrants, implying that migration led to gains not only to the migrants themselves but also to workers remaining in the home country.

Mr. Lucas noted that migrant remittances provided the clearest link between migration and an economic outcome. Remittance flows to developing countries had grown markedly during the 1990s and although remittances might not reach the poorest segment of the population of countries of origin, they could contribute both directly and indirectly to alleviate poverty. He cautioned, however, that migrant remittances could also foster a long-term dependency of households on migration and could contribute to inflation. Furthermore, the departure of skilled workers could slow down the expansion of investment and lead to a contraction in the number of jobs.

The migration of the highly-skilled had increased during the 1990s, partly because OECD countries either had or had recently instituted new policies favouring the admission of skilled migrants. Although it

was commonly presumed that the emigration of the highly skilled had negative effects on the countries of origin, there was a dearth of evidence establishing clearly the costs of such migration. In countries where more people had been trained in certain professions or technological fields than could be usefully absorbed by the national economy, their emigration would not have negative effects on the labour market. However, it was not clear that developed countries actually needed more skilled workers. They had a greater need for unskilled workers to fill the jobs that were not attractive to nationals. However, the policies of developed countries generally did not give priority to the admission of sufficient numbers of unskilled workers.

Mr. Lucas said that the vast majority of temporary migrant workers returned home, though their stays abroad could be lengthy. It had often been argued that returning migrants brought back skills and experience that could improve their earning prospects in the country of origin. However, the evidence did not generally validate this proposition. However, the intention of migrants to return often helped in sustaining their motivation and commitment to send remittances and maintain close ties with those left behind. Therefore, both receiving countries and countries of origin could benefit from more opportunities for workers to migrate temporarily. By pursuing strategies that would facilitate the legal entry and eventual return of migrant workers, the countries involved could realize the potential of international migration to generate global gains.

The second panellist, Mr. Skeldon, focused his remarks on the linkages between migration and development beyond remittances, arguing that the demographic, environmental, gender and political dimensions of international migration should also be taken into account.

With respect to the economic dimension, a critical factor to be considered was trade. Could trade substitute or complement migration? On the one hand, increasing trade produced rising prosperity that could reduce the need for international migration and thus substitute for it. On the other, increasing trade also strengthened links between places and could generate migration as trade linkages matured. In reality, however, it was rare for countries to promote trade with the aim of reducing migration. Furthermore, although it was known that tariff barriers or subsidies in developed countries produced market distortions that were not only likely to be prejudicial for the poor in developing countries but also increased international migration, those tariffs and subsidies persisted.

In his view, international agreements such as the GATS were more likely to promote the movement of skilled persons than that of unskilled workers. While the benefits of skilled migration to countries of destination might appear obvious, the impact on countries of origin was not so clear. The industrializing countries of Eastern and South-eastern Asia, for instance, had experienced a sizeable outflow of skilled persons without experiencing major negative consequences and, in some instances, might have even benefited from having successful skilled expatriates in developed countries. Furthermore, although it was claimed that countries of origin were in need of skilled personnel, persons with skills often had difficulty finding suitable employment in poor countries where underemployment was common. Under those circumstances, the international migration of skilled persons reduced skill wastage. Lastly, in countries where significant outflows of health personnel had occurred recently, it was not evident that medical attention had deteriorated mainly because of such emigration.

The interrelations between migration and development could also be affected by changing patterns of fertility and mortality and the resulting changes in age structure. Currently, the populations of developed countries were at a more advanced stage of the ageing process than most populations in the developing world, where there were still high and growing proportions of populations of working age. Given such population imbalances between the developed and the developing world, the situation was propitious for the continuation of migration flows from developing to developed countries.

Mr. Skeldon noted that considerations about the environment were often absent from the discussion of migration and development. He underscored that migration might result from climate change, especially if sea levels were to rise. However, the resulting migration need not be international in character.

He also noted that the status of women and gender relations affected international migration by determining the different propensities of men and women to engage in migration and their ability to adapt to the host society. Consequently, gender issues had to be taken into account in considering how migration and development interacted.

To conclude, Mr. Skeldon stressed the need to consider international migration and all its impacts in a comprehensive manner so as to obtain a fair and realistic assessment of its consequences. Although it was clear that some of these were positive and others negative, the benefits and losses did not necessarily relate to the same actors, thus making international migration a source of tension both within societies and among States.

The active discussion that followed the two presentations reflected the keen interest of participants in getting a better understanding of the complex interrelations between international migration and development. Many participants underscored the importance of focusing on economic and labour market issues. They reiterated that remittances were financial transfers from people who belonged generally to the poorer segments of the population in host countries to families who were also in the poor strata of countries of origin, even if they were not the poorest. Remittances were beneficial at the family level but it was unrealistic to expect that they could by themselves spur development. Furthermore, participants agreed that remittances were only one aspect of the nexus between international migration and development. Other economic aspects were also relevant.

With respect to receiving countries, the economic benefits of migration might not be sufficient to counterbalance its social costs, especially when local communities felt that they were asked to bear the costs of decisions made at other levels of Government. The need to ensure the welfare of migrants and their families also had to be addressed and the costs involved had to be considered in assessing the benefits of international migration.

Some participants had doubts about the importance of facilitating return migration as Mr. Lucas had argued in his presentation. Existing programmes to foster the return of skilled migrants had been costly and inefficient. Furthermore, those returning were generally not the most productive or successful migrants and there was an element of unfairness in providing special treatment to returning migrants while not providing similar opportunities for those who had remained in the country of origin.

Participants underscored the importance of recognizing the contributions that migrants made to the host society. Although skilled migrants might have better chances to be admitted in developed countries than unskilled workers, it was not always the case that skilled migrants could make use of their skills in the host society. Often, their skills were underutilized. Preventing such wastage would surely increase the benefits of international migration.

Given the questions still outstanding about the nexus between international migration and development, participants strongly encouraged the further compilation of evidence and in-depth studies to further understanding of the issue. The suggestion of launching a project to assess the impacts of migration was suggested by a participant and welcomed by the group. The project might be conducted jointly by ILO, UNDP, the World Bank and other interested agencies. The example of an in-depth study on the impact of remittances in Mexico was mentioned. Other participants noted that before launching an

impact assessment study, an inventory of information at the country level regarding the linkages between international migration and development would be useful.

## VII. RECENT ACTIVITIES ON INTERNATIONAL MIGRATION AND DEVELOPMENT

The last session was devoted to an exchange of information among the representatives of the different offices, funds, programmes and other entities of the United Nations system as well as those of other institutions regarding recent activities in the area of international migration.

The Policy Section of the Population Division of the Department of Economic and Social Affairs of the United Nations Secretariat summarized its work on the monitoring of the views and policies of Governments with regard to international migration. The biennial report, *World Population Policies 2003*, had just been issued and contained the most comprehensive and recent information available on population policies in 194 countries, including both Member States and non-Member States of the United Nations. The report showed that an increasing number of Governments were adopting policies to lower migration inflows. The report was available in three formats: a publication, a CD-ROM presenting the data underlying the report and a version posted on the Population Division's website that could be downloaded (see [www.unpopulation.org](http://www.unpopulation.org)).

The Statistics Division of the Department of Economic and Social Affairs of the United Nations Secretariat reported that it was continuing its work regarding the development of statistical standards and methods for the collection and dissemination of international migration statistics. The Division had organized workshops to discuss the implementation of *the Recommendations on Statistics of International Migration, Revision 1*, so that they would become the methodological basis for the improvement of national systems producing data on international migration flows. As part of the implementation of the *Recommendations*, the questionnaires sent to national statistical offices for the reporting of international migration statistics were being revised. Progress was being made in compiling the data on the migrant stock collected by population censuses. The Statistics Division was requesting that both data on the foreign-born and on the foreign population be reported to the United Nations and a compilation of the data obtained would be published during 2005 in the *Demographic Yearbook*.

The Statistics Division also informed participants that, as part of a revision of the system of national accounts and the balance of payments, the definition of remittances and other non-required transfers was being assessed. Through a process of inter-agency collaboration, modifications to the definitions used in the balance of payments might be introduced. Another item under discussion included the definitions and methods to measure trade in services under Mode 4 of the General Agreement on Trade in Services.

The representative of the Economic Commission for Latin America and the Caribbean (ECLAC) reported that, through its Latin American and Caribbean Demographic Center (CELADE), the commission has continued to provide technical cooperation to ensure that national development efforts addressed the issue of international migration. Most countries in the region had already transmitted the sample data from the 2000 round of censuses to CELADE enabling the Center to expand the data available under their project entitled "*Investigation of International Migration in Latin America*" (IMILA). These data had been useful in providing a view of migration trends and patterns in the region and to produce a number of studies on the issue. In addition, CELADE had provided technical support to Governments in the region to develop specific policy initiatives relative to international migration. CELADE was a regular participant in regional inter-governmental fora on international migration, such as the Regional Conference on Migration (i.e., the "Puebla Process") and the South American Conference on Migration.



The representative of the International Organization for Migration informed the group about recent activities related to the Berne Initiative, a global consultative process to promote international cooperation in the management of international migration. The Initiative had been launched in 2001 by the Government of Switzerland and had culminated in 2003 with the drafting of an *International Agenda for Migration Management*, a set of guiding principles to facilitate cooperation among Governments. The Berne Agenda included a number of common understandings about the nature of international migration and identified effective practices for the management of international migration. A Second Berne Conference, scheduled to be held in Berne, Switzerland from 16 to 17 December 2004, was expected to adopt the Agenda.

The representative of the Department of Homeland Security (DHS) of the United States informed participants about the reforms that had led to the creation of DHS and where the tasks formerly carried out by the Immigration and Naturalization Service fell within DHS. The office charged of statistical information on immigration was part of DHS and it was developing a statistical programme for the Department which would provide the data needed to inform policy makers. He noted that the admission of immigrants to the United States was now the task of DHS and was therefore carried out at the federal level. Although the statistics on immigration seemed to show a recent decline in admissions, the reality was that the drop in admission was the result of increases in processing time which had resulted in a growing backlog in petitions for immigrant visas. Furthermore, after 11 September 2001, there had been an increase in naturalizations.

The representative of the Government Accountability Office (GAO) of the United States said that the Office had issued in 1998 a report evaluating the quality of immigration statistics in the United States of America, which the U.S. Bureau of the Census and DHS had used as a basis for the improvement in data collection. The GAO also evaluated regularly the immigration policies of the United States and devised appropriate methodology for evaluation. One of its recent projects was the estimation of undocumented migration and its implications.

## VIII. CLOSING SESSION

In the closing session, Ms. Osaki presented preliminary conclusions regarding the suggestions made for the high-level dialogue, mainly by focusing on the issues identified as most relevant for possible inclusion in the dialogue.

Mr. Chamie thanked participants for their suggestions and active participation in the Coordination Meeting. He said that the deliberations at the Meeting had been very useful and that the conclusions reached would be shared with Member States and taken into account in the preparation of the dialogue. He added that the high-level dialogue had the potential of increasing the effectiveness of the United Nations in addressing international migration issues, as the valuable contributions made at the Meeting indicated. He then proceeded to close the Meeting.

## **INFORMATION PAPERS**



## **AGENDA AND ORGANIZATION OF WORK**

### **Wednesday, 27 October 2004**

- I. Opening of the meeting
- II. The Secretary General's report on International Migration and Development and its implications for the High-Level Dialogue of the General Assembly scheduled for 2006
- III. A Fair Deal for Migrant Workers in a Global Economy: Results of the ILO's 2004 International Conference
- IV. Update on the work of The Global Commission on International Migration
- V. Aspects of international migration and development relevant for consideration of the High-Level Dialogue of the General Assembly scheduled for 2006

### **Thursday, 28 October 2004**

- VI. Panel Discussion: International Migration and Development
- VII. Exchange of information on activities relevant to international migration and development by participating agencies, programmes, funds, offices and NGOs
- VIII. Conclusion of the Meeting



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**PART TWO**  
**CONTRIBUTED PAPERS**



## WOMEN AND INTERNATIONAL MIGRATION

*Division for the Advancement of Women  
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The *World Survey on the Role of Women in Development*, presented to the Second Committee of the General Assembly at its fifty-ninth session (A/59/287), addresses key issues related to women and international migration. A summary of its main findings is presented below.

The migration of women has always been an important component of international migration. As of 2000, the United Nations Population Division estimates that 49 per cent of all international migrants were women or girls, and that the proportion of women among international migrants had reached 51 per cent in more developed regions. Women often migrate officially as dependent family members of other migrants or to marry someone in another country. Female migrants are, however, increasingly part of flows of migrant workers, moving on their own to become the principal wage earners for their families. Most migrant women move voluntarily, but women and girls are also forced migrants leaving their countries in order to flee conflict, persecution, environmental degradation, natural disasters or other situations that affect their security, livelihood or habitat.

As a key organizing principle of society, gender is central to any discussion of the causes and consequences of international migration, including the process of decision-making involved and the mechanisms leading to migration. Previous approaches to documenting and understanding international migration have often disregarded the migration of women. Analytical frameworks either ignored the participation of women in international migration and their contributions or assumed that the causes and consequences of international migration were similar for migrant women and migrant men, thus avoiding an investigation of how migration and its outcomes differ by sex.

It is important to understand the causes and consequences of international migration from a gender perspective because hierarchical social relations related to gender shape the migration experiences of migrants, whether male or female. Understanding whether migration occurs because of gender inequality or whether migration itself helps to perpetuate gender disparities is important to guide the formulation of policy and measures to address the specific needs of women who migrate.

The incorporation of a gender perspective in the analysis of migration demands considering four questions. First, how do the expectations, relationships and hierarchies associated with being female or male affect the potential for international migration and process of migration itself? Second, how do gender inequalities in the societies of destination affect the experiences of migrant women and migrant men? Third, to what extent and in what ways does migration benefit or disadvantage women and men? Fourth, what steps should be taken to ensure equal opportunities and outcomes for migrant women and migrant men?

The participation of women in migration depends on the social roles of women, their autonomy and capacity to make decisions, their access to resources, and the existing gender stratification in countries of origin and destination. Gender inequality can be a powerful factor leading to migration when women have economic, political and social expectations that cannot be realized in the country of origin. As with any migrant, the migration outcomes for women vary depending on whether their movement is voluntary or forced, and on whether their presence in the receiving country is legal or not. The findings of the *World Survey* permit certain generalizations regarding the causes and consequences of migration for women.



For both women and men, the economic and political context of the country of origin conditions how migration decisions are made and how migration occurs. When practices or policies in the country of origin discriminate against women by, for instance, limiting their access to resources or educational opportunities, or by hindering their political participation, the capacity of women to participate fully in society and contribute to it is reduced. These limitations also affect the potential of women to migrate and determine whether women can migrate autonomously or not. Gender relations within the family determine who migrates on their own, women or men. Gender norms about the inappropriateness of women migrating autonomously, the constraining effects of their traditional family roles, women's lack of social and economic independence, all hinder women's participation in international migration. The migration of women is also limited by their lack of connections to social networks in the country of destination that could provide information and resources to make the move possible.

Women migrate to work abroad in response to gender-specific labour demand in countries of destination that reflects existing values, norms, stereotypes and hierarchies based on gender. Thus, although laws regarding the admission of migrant workers are generally gender neutral, the demand for domestic workers, nurses, and entertainers focuses on the recruitment of migrant women. Moreover, in countries of origin as well, female labour supply is the result of gender norms and stereotypes that gear women to certain traditionally female occupations. Recruitment intermediaries, whether private or official, also contribute to reinforce gender segregation in the labour market. In addition, expectations about reciprocity within the family in countries of origin may favour the migration of women if daughters are seen as more likely to remit consistently and to undertake the responsibility of helping the family left behind. Migration is related to the level of empowerment of women, with migration levels among women being higher when female earning potential is more highly valued in the country of origin and women have access to local employment and income-generating opportunities. However, access to such opportunities may dampen the need or desire for migration.

Migration affects not only the migrants themselves but also their family members even if they remain in the country origin. Gender relations and gender hierarchies in both sending and receiving countries determine the gender-specific impact of migration. Women remaining behind when their male relatives (husbands or parents) migrate may find themselves co-residing with other male relatives who may restrict their activities outside the home. In many instances, women left behind in the country of origin must undertake income-generating activities to compensate for the income lost by the departure of their male relatives if the latter do not send remittances on a regular basis. Adding financial responsibilities to the other responsibilities that women have, such as child-rearing, can lead to stress but can also provide women the opportunity of gaining autonomy and experience in decision-making.

In the societies of destination, gender relations and hierarchies as well as policies or practices leading to gender inequities condition the effects of migration for migrant women. The legal status of migrant women, the gender norms implicit in admission regulations and general attitudes to migrants are also important factors influencing the subsequent experiences of migrant women and the impact of their migration on countries of destination.

Conventions, laws and practices governing the rights of women and migrants in receiving countries affect migrant women. Women who are recruited as domestic workers or those who are unauthorized workers in the country of destination are particularly vulnerable. Depending on the receiving country, they may have no protection or recourse in case of abuse. Migrant women are also affected by gender inequality in the society of destination. Labour market segmentation based on gender and the segregation of women in traditionally female occupations (nursing, secretarial work, garment industry work, etc.) mean that migrant women are often paid less than migrant men who are concentrated in higher-paying occupations. Thus earning inequality between migrant women and migrant men persists in countries of destination. When

migrants start small businesses in the country of destination, female family members may work without remuneration in response to norms and practices that undervalue their contributions.

Nonetheless, when women become migrant workers or participate in the labour market of the receiving society, they tend to gain independence and autonomy, leading to a change in gender relations within their families. Gains of that nature at the household level may, however, do not necessarily extend to other spheres of a woman's life, such as the place of employment or within her ethnic community at large.

Migrant women display considerable agency. They contribute to the economic development of their countries of destination through their competencies and skills, and to that of their countries of origin through their remittances and their increased experience when they return to those countries. Often, migrant women help other family members to migrate by paying for the costs of the move. As migrants, women are sources of remittances that may be used to improve the well being of other family members and foster economic growth. In countries of destination, migrant women work to improve their own and their family's standards of living, and they often press for changed gender relations within their families. In many countries, they also form and participate in non-governmental organizations that lobby for gender equality. Upon return to the countries of origin, migrant women may disseminate the importance of rights and opportunities for women.

Refugee women and girls or those who are displaced are particularly vulnerable when they find themselves in situations where their security cannot be ensured and where they may be subject to sexual violence or exploitation. Providing women and children who are refugees or displaced access to food and other essential items is critical, as is their participation in decisions regarding their future and that of their families.

The trafficking of women and girls for prostitution and forced labour is one of the fastest growing areas of international criminal activity. Women who are trafficked are the most vulnerable of all migrants as the process of trafficking involves exploitation, coercion and the abuse of power. Trafficking builds on existing gender inequalities. Trafficked women frequently originate from regions where there are few employment opportunities for women and where women are dependent on others and lack access to resources to change their situation. Trafficked women and girls often believe they will work in legitimate occupations but find themselves trapped into forced prostitution, marriage, domestic work, sweatshops and other forms of exploitation that are similar to slavery. Strategies need to be developed to protect and empower women in these situations. Actions to prevent trafficking include the dissemination of information on the modes used by traffickers to attract and entrap women, the dangers involved and the legal channels open for migration, as well as the provision of better employment opportunities in the country of origin.

A number of international instruments outline the human rights of migrants. Yet many national laws regulating the admission and stay of international migrants include provisions that negatively impact the human rights of migrant women. For instance, laws may include provisions that bar female migrants from being accompanied by their husbands and children or that make it difficult for migrant women to achieve family reunification. In addition, because of the types of occupations that migrant women are concentrated in, they may not receive adequate legal protection under labour laws, especially if they work as domestic workers.

Increased understanding of the situation of migrant women should provide the basis for the formulation of policies and programmes that promote their equality with migrant men and that safeguard their well-being. The *World Survey on the Role of Women in Development* makes a number of recommendations for improving the situation of women who are migrants or refugees as well as for those who have been the victims of trafficking. They include a call on all countries to ratify and implement all international legal instruments that promote and protect the rights of migrant women and girls; to review their national migration legislation and regulations in order to identify discriminatory provisions and modify them, and to

develop legal literacy programmes to promote better understanding of the human rights of women. The *Survey* also calls on Governments to develop policies and programmes to enhance the access of migrant women legally present in their territories to employment opportunities, safe housing, education and language training, health care and other services. The *Survey* underscores the need for research and improved data collection activities to provide a basis for the formulation of gender-sensitive migration policies and programmes.

## SOCIAL DIMENSIONS OF INTERNATIONAL MIGRATION

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Existing policy frameworks and ongoing public discussions largely focus on a few aspects of international migration such as the orderly management of international flows of migrants, the curtailment of undocumented migration or the various forms of discrimination against migrants. Against the current background of contention that revolves around international migration, the human dimension has often been missing from the debate. Three key components of the complex dynamics of social inclusion/exclusion that define the relationships between migrants and host societies are discussed: the public perception of migration; the well-being of migrants and the effect of migration on the social fabric of societies. Specific issues related to migrants who are part of indigenous and tribal peoples are also discussed.

### A. PUBLIC PERCEPTIONS AND INFORMATION

#### *1. Public perceptions relative to migrants*

Whether in labour-importing countries or countries that have traditionally attracted immigrants and, increasingly, in both developed and developing countries where migration is a recent phenomenon, migration and migrants have a negative image. Media attention routinely focuses on uncontrolled “flows” of people seeking work or asylum, on undocumented migration, on the criminal activities of traffickers and smugglers, and on problems of integration of migrants with the local population.

In developed countries, this negative image is associated to a significant extent with the common belief that international migration has almost exclusively a South to North direction, whereas the latest estimates by the Population Division of the United Nations indicate that of the 175 million international migrants in 2000, 40 per cent were living in developing countries. In developing regions, the general perception is that affluent countries are increasingly closing their doors to migration from poor countries, while reducing their assistance and resisting the opening of their markets to the products of these same countries. An “asymmetry” is seen in a world order where capital, goods and services circulate more freely than labour. In all regions, sex tourism, sex trade, the sexual exploitation of migrant women and migrant children—a significant proportion of whom come from indigenous communities—in addition to refugees add to the impression that the movement of people across borders is an unruly, risky and often tragic feature of the contemporary world.

Public perceptions may reflect real issues and problems, but they also reflect ignorance, prejudice and fear. Moreover, public opinion fluctuates with events and is subject to a variety of influences. The majority tends to change its views with the ups and downs of the economy, but is also sensitive and responsive to the information and political messages coming from public authorities. Similarly, public authorities are watchful of trends in perceptions and public opinion, especially when seeking to gain or retain electoral support.

Extreme politicization of migration in many countries bears further testimony to this fact, so does the rise in violence against migrants. Migrants and foreigners have always been used as scapegoats, being unfairly blamed for existing or perceived social and economic problems ranging from unemployment to criminality. The events of 11 September 2001 showed that the threat of terrorism was global and have fostered the perception that migrants, particularly those of Muslim or Arab origin, are a threat. In a study on the situation of Muslim and Arab populations after 11 September 2001, the Special Rapporteur on

contemporary forms of racism, racial discrimination, xenophobia and related intolerance found that in most non-Muslim countries, but primarily in Northern America and Europe, violence and discrimination against people originating in the Near East, the Middle East and South-East Asia became more frequent. Although some of the fears raised by Muslim and Arab peoples have receded in many non-Muslim countries, persons with those backgrounds still face discrimination and hostility because of their religious beliefs and ethnic origin.

## *2. The information-policy nexus*

Despite the growing salience of international migration and the concerns it raises, the statistics needed to characterize migration flows, to monitor changes over time and to provide Governments with a solid basis for the formulation and implementation of policies are very often lacking and difficult to compare. In many countries this information is neither available nor produced on a regular basis. Few countries have accurate data both on entries and departures of migrants. Also, the magnitude of undocumented migration, by its very nature, remains difficult to quantify.

In the absence of reliable statistics, the reality of migration is frequently distorted and half-truths or stereotypes guide most the perceptions that most citizens have of migrants. The lack of readily available and reliable information also tends to reinforce the perception that current migration trends are beyond the control of authorities and undermines the credibility of official statements. Moreover, in many countries, the political discourse on international migration is not perceived as being the reflection of a clear, coherent and committed policy, a fact that further undermines its credibility. The formulation of such a policy, while difficult due to the changing nature of migration flows as well as to the fact that many countries are at the same time countries of emigration, immigration and transit, has the potential to steer public opinion away from simplistic and erroneous views.

Undoubtedly the media shapes public views migration. Although the media's propensity to concentrate on worrying trends tends to reinforce prejudice against migrants, it also exposes problems that need to be addressed, such as the poor living conditions of many migrants or the violence and discrimination they face. While the importance of promoting mutual awareness of cultures, civilizations and religions has long been recognized, the need to take action aimed at promoting respect for diversity and cultural, religious and ethnic pluralism has become critical in a globalizing world where international mobility is increasing.

## **B. IMPROVING THE WELL-BEING OF MIGRANTS**

The well-being of international migrants largely depends on the availability of work generating a decent income, on a clear and secure legal status, on access to social services and to social and health protection, and on their participation in society.

### *1. Decent work and sufficient income*

The hope for income producing work is the overwhelming motivation for migration. Evidence that most migrants who want to manage to obtain remunerated work is provided by the magnitude of the sums of money sent home by migrants: remittances are currently estimated at some \$US 80 billion a year. Their magnitude, however, should not obscure the problems faced by people seeking to make a living in a foreign country. While recently, policy attention has been mostly devoted to the migration of highly-skilled workers to meet specific labour needs in the country of destination, the large majority of migrants are concentrated in the lower part of the occupational hierarchy of countries of destination and are often poorly paid and subject to harsh working conditions. Migrants belonging to indigenous and tribal peoples are generally unskilled and work in poorly paid occupations due to exclusion and marginalization in their

countries of origin that do not permit them to integrate their traditional knowledge within the mainstream perception of a “skilled” workforce.

Discrimination, exploitation, deception and sometimes abuse are employment-related situations commonly and increasingly faced by poorly skilled migrant workers. Although the current xenophobic climate in some of the host societies is partly responsible for this situation, it is also due to the vulnerable position of migrants in the labour market and the lack of enforcement of labour standards in countries of destination.

## *2. Clear and secure legal status*

Together with a decent job and decent income, a clear and secure legal status is a critical component of the social condition and well-being of international migrants. A temporary residence permit or work contract is normally sufficient to provide legal security to short-term migrants. Many countries of destination have taken measures to clarify and simplify the rules, procedures and conditions for legal residence and employment of migrants. Streamlining of procedures has also occurred regarding asylum-seekers so as to ensure that the asylum system is not used as a channel for labour migration. However, migration policy remains generally restrictive and in many countries conditions to obtain permits for legal residence are often unclear and applied inconsistently or arbitrarily. In some cases, the fundamental human rights of migrant are violated.

As countries, especially developed countries, have tightened controls over the entry of foreigners into their territories and as an increasing number of people have felt the need or have been forced to migrate, the flow of undocumented migrants has probably increased. Some undocumented migrants have fallen pray of traffickers, who use deception to lure them. Victims of trafficking are often deprived of their passports or other papers establishing their identity and nationality. Trafficked women, in particular, are forced into a situation of complete vulnerability and dependence, and are generally subject to exploitation. Providing them protection and a temporary legal status while their exploiters are tried is one of the measures to combat trafficking and its effects.

## *3. Access to social services and social protection*

Access to social protection has become a major issue for both migrants and receiving countries. The social protection of migrants is a question that often lies at the core of the migration debate. Extending the existing social protection regime to migrants is viewed by many as undermining the economic benefits of migration for the receiving countries. In developing countries where only very elementary social services and welfare systems are offered to nationals, the issue is even more contentious. These basic services are offered in ways that are not sensitive to gender and cultural need and may not be available to indigenous populations, giving them a further reason to migrated. However, in countries where social services are available to the population at large, the social protection of migrants and their access to social programmes often remain fragmented, partial and inadequate.

Among the various issues of equity that have been raised in relation to the social protection of migrants one is increasingly attracting attention: the non-portability of pension benefits. Few countries allow this portability for all migrants. Although, many bilateral agreements have been signed, a large number of migrants, in particular those from developing countries, fall outside those agreements and cannot receive pension benefits if they decide to leave the host country. The issue of the non-portability of pension benefits has gained relevance in the wake of increasing flows of skilled workers.

#### *4. Health of migrants*

The health risks faced by migrants are compounded by discrimination and restricted access to health information, health promotion, health services and health insurance. Health authorities in the country of destination focus on pre-existing infectious and communicable diseases among potential migrants. Considerable public and media attention has been devoted to the association between migrants and HIV/AIDS, but research shows that whereas international mobility may play a role in transmitting the disease internationally, migration per se is not a conduit, especially because authorized migrants are checked before being admitted. There continues to be concern, however, about disease transmission and undocumented migrants. Yet, migrants are sometimes more vulnerable than the national population to the risk of contagion. That is the case of male migrant workers working in mines or other areas where they remain isolated from their families and of migrants, particularly female migrants, involved in prostitution.

In countries with advanced health care systems, there have been claims that some migrants move in order to take advantage of that health care because advanced treatment is not available or affordable in the country of origin. It is argued that the provision of health care to migrants puts additional financial stress on already overstretched and under-performing public health systems.

Migrant health poses a triple challenge by raising fundamental questions of social equity, public health and human rights. Work carried out by the World Health Organization and the World Bank on mental health has found that migrants and refugees are among the groups that are disproportionately affected. Although knowledge of the mental health of migrant populations remains fairly limited, there is enough evidence to suggest that severe psychological stress due to uprooting, disruption of family life and a hostile social environment is common. Unfortunately, a large number of migrants have no or little access to mental health care, either because they are excluded from existing service arrangements or because there is no provision for mental health care, a situation that prevails in more than 40 per cent of all receiving countries.

#### *5. Participation of migrants in civil and political life*

Besides a few non-governmental and religious organizations, migrants do not have natural defenders of their interests. However, the idea that long-term migrants should have certain political rights, such as the right to participate in local elections, albeit still controversial, has gained ground in several developed countries. This development reflects the growing awareness that long-term residence of large numbers of foreign citizens on national territory is a feature of many societies.

The participation of migrants in civil and political life builds upon several existing rights including the right to belong to trade unions and the right to vote, as well as on the existence of institutions such as migrant associations and consultative bodies. While the right of migrants to belong or form a trade union is quite limited in developing countries, migrants enjoy those rights in some developed countries. In a number of developed countries, labour unions, concerned about the threats posed to the enforcement of labour standards by deregulation and plummeting membership, have adopted a more welcoming stance towards migrants and support measures to ensure their equality with nationals in the realm of work.

Forums where migrants could dialogue with both public and private sector representatives on policy issues that have a direct bearing on their life and well being would be useful. In countries where certain aspects of the rights and duties of active citizenship are being dissociated from the possession of nationality of the country of residence, such developments provide a critical test of the ability of societies to accommodate people with several layers of identity and citizenship. At the current juncture, however, preoccupations with security do not facilitate the emergence of flexible rules for the participation of migrants in public affairs.

### C. INTERNATIONAL MIGRATION AND SOCIAL INTEGRATION

The pursuit of a better life is a common feature of human nature. Migrants who leave their homes seeking a better life often do so to improve their livelihoods. Many migrants, particularly from indigenous communities, do not have a choice and are forced to migrate due to discriminatory environmental and socio-economic policies. Some migrate from one vulnerable situation to another, prolonging or aggravating their poverty because of social exclusion, discrimination or worse. The integration of migrants into host societies takes many forms and paths. In some countries, migrants may be legally included but socially excluded mainly because they do not speak the local language well or because their limited knowledge of local customs limits their employability. Alternatively, undocumented migrants may be legally excluded but may feel integrated in ethnic communities and in the labour market through the informal sector. In labour-importing countries, where migrants have temporary status, their integration may not be considered important. In situations where temporary migrants can easily become illegal because of constraint on length of stay, their exclusion may be exacerbated.

Family reunification has become a major source of migrants in several countries but not all Governments permit the admission of the close family members of migrants, particularly if the latter are admitted specifically as temporary migrant workers. The expectation of long-term residence is generally a necessary condition for family reunification to be allowed and admissions are increasingly being restricted to spouses and children under the age of 18 or lower.

### D. SPECIFIC ISSUES RELATED TO INDIGENOUS PEOPLES

Given the large number of indigenous migrants within national borders and internationally and the particular vulnerability of indigenous migrant women, the lack of adequate data and attention to their problems is serious. As urbanization increases, indigenous women often leave their homes as young girls and travel to cities in search of work in assembly plants or as domestic workers, living in impoverished settlements on the edges of cities. Some travel to cities in countries other than their own, also to work mainly as domestic workers. They are thus stuck at the bottom rungs of the occupational hierarchy and are thus vulnerable to exploitation. They can also fall prey of traffickers and end up forced into prostitution. Indigenous populations have become more mobile as land rights, once held by the community, are increasingly conferred upon families and individuals, who are free to sell. When indigenous families become landless, women are more likely to suffer because of lack of resources. Indigenous communities are also adversely affected by large infrastructure projects and disproportionately affected by discriminatory environmental policies that favour extractive industries.

An additional challenge is posed by the existing trade regime and its effects on social groups and social development in general. The further the world of transnational corporations advances economically and into different realms of social life, the more state intervention is needed to guarantee the functional, institutional, legal and policy related requisites for their free operation. But as coffee production illustrates, the increasing impoverishment of indigenous farmers engaged in coffee production is directly related to the drop in the worldwide price of coffee. Similarly, indigenous farmers in developing countries remain poor in part because world prices for food are kept low by the subsidies on food exports provided by the Governments of developed countries.

Moreover, military encroachment on the lands and territories of indigenous peoples, the many cases of assassination and arbitrary arrest or detention of indigenous activists, leaders and their supporters, as well as the criminalization of resistance, all have significantly increased. These developments undermine the self-sufficient economies of indigenous peoples, causing food insecurity, worsening poverty and loss of land, culture and identity. In response to these concerns, the United Nations Permanent Forum on Indigenous Issues has issued specific recommendations relating to migration which are outlined in the Annex to this paper.



## E. CONCLUSION

In conclusion, powerful forces are at work that make the presence of migrants a likely permanent and increasingly significant characteristic of population all over the world. While migrants make largely positive contributions to their host societies, these often seem eclipsed by negative perceptions of migrants based on notions of fear, racism and xenophobia. To a large extent, the lives of migrants illustrate in a magnified way the impact of major social, political and economic trends.

Information on international migration is inadequate to assess the full social impact of migration. In particular, the data available do not permit to quantify the extent to which indigenous people participate in international migration. There is also a dearth of information on South to South migration. Where such data exist, systematic documentation and analysis are essential to facilitate informed discussion of the issues at the policy level. Lack of information notwithstanding, a shift in approach is needed to overcome the attitudinal and cultural obstacles to recognizing that the human and social dimensions of migration warrant greater attention.

## Annex

### Recommendations of the United Nations Permanent Forum on Indigenous Issues (UNPFII) relating to Migration

#### Mandate:

The Permanent Forum on Indigenous Issues (PFII) is an advisory body to the Economic and Social Council with a mandate to discuss indigenous issues relating to economic and social development, culture, the environment, education, health and human rights. According to its mandate, the Permanent Forum would:

- provide expert advice and recommendations on indigenous issues to the Council, as well as to programmes, funds and agencies of the United Nations, through the Council;
- raise awareness and promote the integration and coordination of activities related to indigenous issues within the UN system; and
- prepare and disseminate information on indigenous issues

#### Recommendations:

The UNPFII noted at its Third Session the lack of data and studies on the issue of migration in recommendations 12 and 65:

**12.** Given the large number of indigenous migrants within and beyond national borders and the particular vulnerability of indigenous women migrants, as well as the lack of adequate data and attention to their problems, the Forum recommends launching a new initiative involving various stakeholders, including the Inter-Agency Support Group, the United Nations International Research and Training Institute for the Advancement of Women and the International Organization for Migration (IOM), in order to face this urgency. The Forum recommends, as a first step, the convening of a workshop on the theme “Migration of indigenous women” in order to highlight the urgency and scale of the issue, including the alarming trend of trafficking indigenous women within and across national borders, and the development of recommendations and guidelines for addressing the problems faced by indigenous migrant women. Participants to the workshop should be a selected number of members of the Forum, relevant United Nations departments, agencies, funds and programs, and experts from indigenous organizations, NGOs, intergovernmental organizations, Governments and academia. The objectives of the workshop should be:

- (a) To underscore the urgency and scale of the issue;
- (b) To highlight and address the lack of reliable data on the issue and to promote the systematic collection of data (of both quantitative and qualitative nature) by relevant United Nations and other intergovernmental entities, Governments, NGOs, indigenous organizations, and academia;
- (c) To review and analyze existing data;
- (d) To provide a report, including recommendations, to the Forum.

**65.** The Forum recommends that United Nations agencies, funds and programs strengthen their work on migration and its effects on indigenous peoples, and develop policies and outreach programs for indigenous migrant and urban peoples.

The PFII reported to ECOSOC about the issue of migration, through recommendations 13 and 89:

**13.** Violent conflicts and militarization fundamentally affect the lives of indigenous women and their families and communities, causing violations of their human rights and displacement from their ancestral lands. Yet indigenous women do not see themselves as passive victims but have taken up the roles of mediators and peace builders. Recognizing the profound concerns of the impact of conflict situations on indigenous women, the Forum recommends:

(a) That IOM and other relevant United Nations entities incorporate the needs and priorities of women and girls as ex-combatants in the design and implementation of disarmament, demobilization and reintegration programs, and ensure their full access to all resources and benefits provided in reintegration programs, including income-generation and skill-development programs;

(b) That UNICEF, UNDP, UNFPA, WHO, the Office of the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme, and other field-based agencies collect data on the situation of indigenous women living in conflict areas. Such data would be invaluable for analysis and programme development;

(e) That UNHCR give priority to indigenous women and their families who are displaced internally and externally by force due to armed conflict in their territories.

**89.** The Forum, reaffirming its recommendations on health made at its first and second reports, in the spirit of the theme of its third session (Indigenous women), recommends that all relevant United Nations entities, especially WHO, UNICEF and UNFPA, as well as regional health organizations and Governments:

(h) Provide appropriate health services and protection services, including safe houses, to displaced refugee and migrant women and women and girl children victimized by trafficking for prostitution;

# ACTIVITIES RELATED TO INTERNATIONAL MIGRATION

*Statistics Division  
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The present report reviews activities regarding the development of statistical standards and methods as well as those related to data collection and dissemination, all implemented by the United Nations Statistics Division during 2002-2004 and provides an outline of future plans in the area of international migration statistics<sup>1</sup>.

## A. STANDARDS AND METHODS

### *1. Activities 2002-2004*

One of the major mandates of the United Nations Statistics Division is the development of statistical standards and methods in order to assist countries in building their national statistical capacities and to ensure comparability at the international level in different fields of statistics. Consequently, the *Recommendations on Statistics of International Migration, Revision 1<sup>2</sup>* has been used as a methodological tool for improving national systems of capturing data on international migrant flows.

In the past two years the United Nations Statistics Division concentrated on the implementation of these recommendations at the national level by organizing, in collaboration with the United Nations Conference on Trade and Development (UNCTAD), the *United Nations Workshop on Improving the Compilation of International Migration Statistics*, held in Geneva, Switzerland, from 15 to 17 September 2003<sup>3</sup>. The major objective of the Workshop was to introduce the recommendations for the compilation of international migration flows, to examine the sources of data and national practices for compiling international migration statistics and to assess the feasibility of compiling international migration flow statistics using the framework recommended by the United Nations. In its conclusions, the Workshop stated that the Recommendations primarily fulfill the purpose of demographic analysis and that there is need to broaden their scope to cover diverse descriptive and analytical needs required for different policy purposes, including various types of descriptive analysis such as trade in services, employment and human resources.

Another major methodological standard that has an impact on the framework for the collection of statistics relevant to international migration is the *Principles and Recommendations for Population and Housing Censuses, Revision 1<sup>4</sup>*, currently under review. An Expert Group Meeting<sup>5</sup> was conducted to review critical issues in population and housing censuses in September 2004. It recommended that the next revision of the *Principles and Recommendations* take into consideration the importance of population and housing censuses in collecting internationally comparable statistics on international migration and to address various other issues that emerged during the 2000 round of census data collection process.

In the area of international migration, for example, data on *place of birth* and *citizenship* are particularly relevant for the study of international migration. In a particular country, one variable might be more relevant than the other. For some countries the focus is shifting towards place of birth due to the problem of dual citizenship and the difficulty of tracking changes in citizenship. In such cases, it might be important to introduce an additional variable, *citizenship at birth*. Another example is to recognize the rising importance of presenting information on the foreign or foreign-born population by level of educational attainment, given the fact that both receiving and sending countries are increasingly concerned with this characteristic of migrants.

## 2. Planned activities

The planned work on standards and methods in regard to statistics on international migration in the forthcoming period will be based on workshops and expert group meetings, as follows:

### a. Workshop

A United Nations workshop on international migration statistics is being planned by the United Nations Statistics Division in collaboration with ESCAP, to be held in Bangkok, Thailand, in March or April 2005. The purpose of this workshop is to assess the feasibility of using United Nations recommendations for national purposes of monitoring international migration and to provide an overview of national capacity to compile data on stocks and flows of international migrants. The expected outcomes are:

- Assess the feasibility of implementing the United Nations *Recommendations on Statistics of International Migration, Revision 1* at national, regional and global levels, based on the workshop and national technical reports submitted to the workshop, as well as on national and regional practices in the collection and dissemination of international migration statistics;
- Recommend ways to enhance national capacities to provide statistics on the flows of international migrants.

### b. Expert Group Meetings

The United Nations Statistics Division is planning a series of expert group meetings from 2005 to 2007 on issues related to the United Nations 2010 World Programme of Population and Housing Censuses<sup>6</sup>. The following issues will be addressed in the context of international migration. The expected outcomes are:

- Incorporating guidelines on assessing migrant stocks into the revision of the *Principles and Recommendations for Population and Housing Censuses, Revision 1*;
- Providing guidance on the content of the United Nations *Demographic Yearbook* Census Questionnaire to enable the assessment of migrant stocks in countries participating in the World Programme.

The schedule and topics of these meetings are under discussion and will be posted on the Demographic and Social Statistics Branch web site<sup>7</sup> as soon as they become available.

## B. DATA COLLECTION AND DISSEMINATION

### 1. Activities 2002-2004

The United Nations Statistics Division collects national demographic and social statistics through six *Demographic Yearbook* Questionnaires from national statistical authorities and disseminates the data at the international level. Migrant stock data are collected through two census questionnaires:

- Population Census Questionnaire on General Characteristics: Collects data on population by country of birth and citizenship.
- Population Census Questionnaire on Economic Characteristics: Collects data on the economically active foreign-born population by occupation, age and sex.

This data collection is ongoing. Currently around seventy countries and areas have provided data from the 2000 round of censuses (see table 1).

As for migrant flows, the past two years were dedicated to the adjustment of the *Demographic Yearbook* questionnaire. The purpose of the revision is to make the questionnaire fully consistent with the revised *Recommendations on Statistics of International Migration, Revision 1* in terms of concepts and definitions. The revised questionnaire is being tested to obtain information on the relevance of the questionnaire to country practices and the problems faced in filling it. The first tests were performed in the above-mentioned United Nations workshop held in Geneva in 2003. The questionnaire is currently being tested by three countries of the Pacific Islands Community.

The dissemination of data on international migration from the *Demographic Yearbook* system in the past two years has been limited to responding to ad hoc requests from users.

## 2. Planned activities

The United Nations Statistics Division continues to collect data on stocks of migrants from national population censuses and is planning to undertake additional activities in order to increase the coverage, such as the planned workshop and the expert group meetings<sup>8</sup> to ensure that data available at national offices based on census results are effectively reported to the *Demographic Yearbook* system.

For the questionnaire on flow of migrants, another round of testing is planned to take place simultaneously with the United Nations workshop on international migration in the ESCAP region<sup>9</sup>. The full deployment of this questionnaire is planned for the end of 2005 to all national statistical offices (over 230). In addition, the United Nations Statistics Division plans to work closely with the Statistical Office of the European Union (Eurostat) in order to consolidate the questionnaires and data collection operations on international migration.

In the area of data dissemination, it is planned that international migration stock statistics for the last two census rounds (1985-2004) will be available to the public both electronically and in print by the end of 2005<sup>10</sup>. These statistics are collected through the *Demographic Yearbook* Census Questionnaires. Simultaneously, meta-data related to international migration statistics and reported to the *Demographic Yearbook* system will be reviewed and made available to the public online.

## D. SUMMARY

### 1. Revisions and adjustments

In the field of international migration statistics the United Nations Statistics Division plans to work on the updates, revisions and adjustments of the following instruments:

- *Principles and Recommendations for Population and Housing Censuses, Revision 1*
- *Demographic Yearbook* Census Questionnaires
- *Demographic Yearbook* Questionnaire on International Travel and Migration Statistics

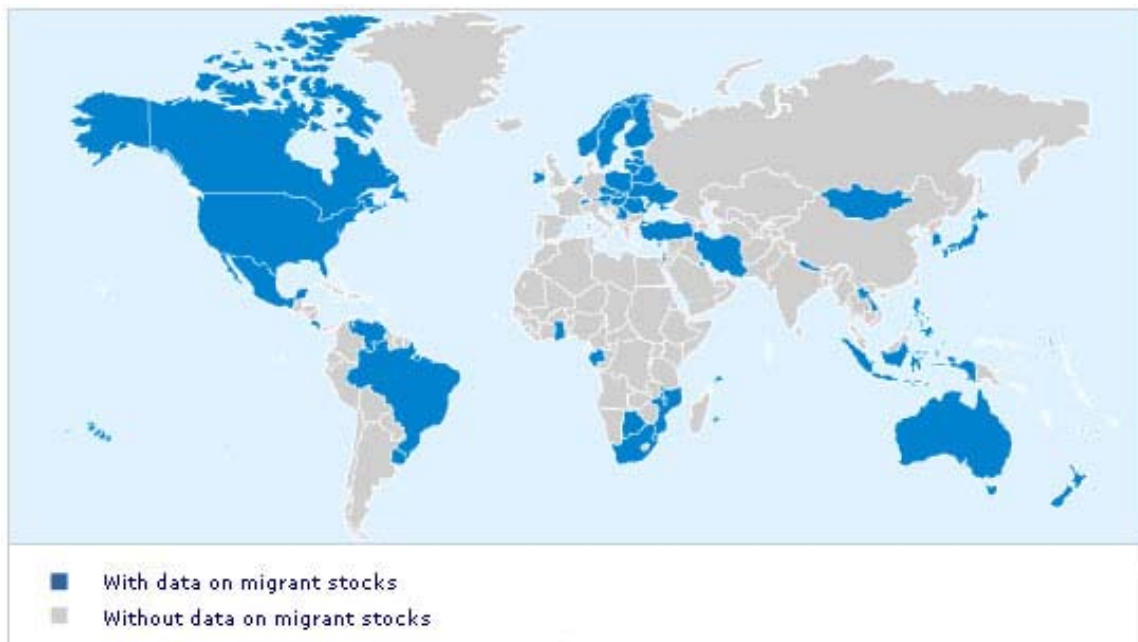
### 2. Dissemination

Data on the international migrant from 1985 to 2004 will be available online and also in print by the end of 2005 as a special topic of the *Demographic Yearbook*. National practices in the collection and compilation of migration statistics collected for the purposes of the above-mentioned workshops and expert group meetings are planned to be reviewed and made available on the Demographic and Social Statistics Branch website.

Table 1. Number of countries and areas by region that provided statistics on international migration stock to the United Nations *Demographic Yearbook* at least once, 1995-2004

Regions	Data provided on				Total number of countries that provided some data on migrant stocks
	Size of foreign-born population	Population by citizenship	Population by country of birth	Economically active foreign-born population by occupation	
Africa	5	7	2	-	10
North America	11	5	8	4	9
South America	-	1	1	2	4
Asia	9	14	6	4	17
Europe	21	17	18	12	23
Oceania	5	2	3	2	6
TOTAL	51	46	38	24	69

Figure 1. Countries and areas that provided statistics on the international migrant stock to the United Nations *Demographic Yearbook* at least once, 1995-2004<sup>11</sup>



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NOTES

<sup>1</sup> The Statistics Division presented a report in 2002 to the first Coordination Meeting on International Migration - *Activities of the United Nations Statistics Division on International Migration*, Document No: UN/POP/MIG/2002/14, July 2002. It provided a summary on United Nations Statistics Division activities in the areas of international migration statistics, as well as overview of planned activities.

<sup>2</sup> United Nations publication, ST/ESA/STAT/SER.M58/Rev.1, Sales No. E.98. XVII.14

<sup>3</sup> The full report is available at: [http://unstats.un.org/unsd/demographic/meetings/wshops/migr\\_0904/Genevareport.pdf](http://unstats.un.org/unsd/demographic/meetings/wshops/migr_0904/Genevareport.pdf).

<sup>4</sup> United Nations publication, ST/ESA/STAT/SER.M/67/Rev.1, Sales No. E.98.XVII.8

<sup>5</sup> Expert Group Meeting to Review Critical Issues Relevant to the Planning of the 2010 Round of Population and Housing Censuses, New York, 15-17 September 2004. All documents are available online at <http://unstats.un.org/unsd/demographic/meetings/egm/CensusEGM04/default.htm>

<sup>6</sup> Details on the United Nations 2010 World Programme of Population and Housing Censuses are available at:

[http://unstats.un.org/unsd/demographic/meetings/egm/Symposium04/docs/AC97\\_1.pdf](http://unstats.un.org/unsd/demographic/meetings/egm/Symposium04/docs/AC97_1.pdf) and

[http://unstats.un.org/unsd/demographic/meetings/egm/Symposium04/docs/AC97\\_2.pdf](http://unstats.un.org/unsd/demographic/meetings/egm/Symposium04/docs/AC97_2.pdf)

<sup>7</sup> <http://unstats.un.org/unsd/demographic/default.htm>

<sup>8</sup> For more details, please see Section B.

<sup>9</sup> For more details, please see Section B.

<sup>10</sup> For more details, please see <http://unstats.un.org/unsd/demographic/products/dyb/dybschedule.htm>.

<sup>11</sup> The designations used in this publication have been provided by the competent authorities. Those designations and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.





# **INTERNATIONAL MIGRATION AND DEVELOPMENT IN AFRICA AND RELATED ECA AND PARTNERSHIP ACTIVITIES**

*Economic Commission for Africa  
United Nations*

The phenomenon of international migration comes with its opportunities and challenges including those which can be termed social, economic, health, political and environmental. In Africa, the opportunities may include free movement of the population, expanded trade, widened employment opportunities, and international remittances. The challenges may include the scarcity of standardized relevant international migration statistics; lack of human resources and institutions to handle international migration; security concerns; the spread of diseases such as Human Immuno-deficiency virus/Acquired Immune Deficiency Syndrome (HIV/AIDS), tuberculosis and malaria; trafficking of women and children; management of labour migration; the brain drain; and the adoption and implementation of appropriate policies on international migration in cooperation with other nations.

This paper briefly examines the question of international migration and development in Africa, and presents related activities conducted by the United Nations Economic Commission for Africa (ECA) and its development partners in the region.

## **A. INTERNATIONAL MIGRATION AND DEVELOPMENT IN AFRICA**

According to the International Organization for Migration (IOM) (2003), in 2000, the number of international migrants in Africa amounted to 16.2 million (2 per cent of the total population) compared to the world total of 175 millions (3 per cent of the world population) and 5.9 millions in Latin America and the Caribbean (1 per cent of the total population). These proportions may be considered small compared to regions with the largest proportions of migrants, notably Oceania and the Pacific (19 per cent), Northern America (13 per cent) and Europe (8 per cent). But they hide a number of changes taking place in migration flows in Africa. For example, the proportion of female international migrants increased over time from 42 per cent in 1960 to almost 47 per cent in 2000. The number of refugees increased from 79,000 in 1960 to 6.4 millions in 1995 although it eventually dropped to 3.6 million in 2000 (Zlotnik, 2003), and it is most likely to have currently gone up due to additional civil unrests in such places as Côte d'Ivoire and Sudan. Undocumented migration is known to exist, but no accurate and reliable data are available on the phenomenon. Labour migration and the brain drain are recurrent issues on agendas when factors affecting Africa's human resources are discussed.

The large number of refugees and internally displaced persons (IDPs) in Africa is attributed to conflicts, human rights violations, lack of democracy and strong democratic institutions, and natural disasters (Ndiaye, 2004). Labour migration and related international remittances continue to raise a number of questions regarding benefits to sending and receiving countries. For sending countries, international remittances, defined as the share of remittances in a country's gross domestic product (GDP), are said to yield a strong impact on reducing poverty (Adams and Page, 2003). They state that on average, a 10 per cent increase in the share of international remittances in a country's GDP will lead to a 1.6 per cent decline in the share of people living in poverty. In addition, IOM (2003) estimates that over the last 20 years, annual official remittance flows to many African countries surpassed inflows of official development assistance (ODA) and foreign direct investment (FDI). For example, as a proportion of total financial inflows, remittances amounted to 66 per cent in Morocco, 51 per cent in Egypt and Tunisia, 35 per cent in Cape Verde, 30 per cent in Nigeria and 27 per cent in Benin and Burkina Faso. However, at the same time, the brain drain is blamed for an annual loss of US\$500 million to Africa in what is termed the reverse technology transfer (Ndiaye, 2003).

Despite increased awareness on the issues related to international migration and development, available information from the ECA International Conference on Population and Development (ICPD) +10 Survey indicates that less than 50 per cent of the Governments in the region have taken any measures or adopted strategies, including changes in legislation to facilitate the reintegration of returning nationals in their communities and development activities (21 out of 43 responding countries). In addition, less than one third of the Governments had ratified the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (12 out of 43 countries) at the time of the survey. Even fewer countries had started implementing the Convention: namely, Algeria, Kenya, Lesotho, Mali, Mauritius, Rwanda, South Africa and Sudan.

It is, however, encouraging to note that countries in the region have started taking international migration seriously in their policies and programmes. With increasing regional integration and globalization, this trend should increase and dominate future perspectives on migration in the region. But in formulating and implementing policies and programmes, there will be a need to:

- (a) Adopt standard definitions and share knowledge on international migration;
- (b) Take note of changing patterns of international migration and the necessary policy measures and programmes to promote labour export and to utilize remittances more effectively as a development tool (for sending countries), and measures to respond to changing international migration dynamics (by receiving countries).
- (c) Adopt appropriate measures to deal with population displacement within and across national borders as a result of conflict, natural disasters, and poverty, especially for humanitarian purposes with regard to refugees and IDPs; and
- (d) Devise mechanisms to deal with undocumented migration, especially the trafficking in women and children, as well as security concerns.

## B. ECA'S AND ITS PARTNERSHIP ACTIVITIES ON MIGRATION

ECA is the major United Nations agency playing the role of policy analysis and advocacy, and of coordinating development activities in the Africa region. By nature, therefore, its activities include those on the characteristics and quality of life of human resources in the region. In the area of international migration, the following activities are notable:

### *1. African Center for Gender and Development (ACGD)*

ECA, through African Center for Gender and Development (ACGD), plays the role of monitoring and evaluating the process of the implementation of the Beijing Platform of Action. Among the issues covered in this process are: gender-based violence; international trafficking in women and girls; and forced prostitution and sexual harassment. These are issues closely related to undocumented international migrants.

### *2. Sustainable Development Division (SDD)*

ECA, through Sustainable Development Division (SDD), plays the role of monitoring and evaluating the process of the implementation of the Dakar-Ngor Declaration (DND) and the ICPD Programme of Action and the related ICPD+5 Key Actions for the Further Implementation of the Programme adopted in 1999. In the recent ICPD+10 review carried out by the Conference of African Ministers responsible for population and development in Dakar, Senegal, from 7 to 11 June 2004, satisfaction was expressed for some progress made in the implementation of the recommendations of the DND and the ICPD Programme of Action. However, countries also recognized the persistence of extreme poverty and the existence of socio-economic inequalities, high levels of HIV/AIDS infection and high levels of maternal and infant morbidity and mortality, among other challenges. They, therefore, reaffirmed their commitment to

deepened implementation of required actions and to concerted effort to achieve the goals set for the programme period.

The countries noted the extent to which conflicts and poverty constituted important root causes of mass migration and forced displacement of population in much of the region. They re-committed themselves to promoting activities aimed at preventing and managing conflict, promoting good governance and the rule of law, and eradicating poverty. Of special interest, was the recognition that the future success of national and regional policies focused on these issues, would depend on the effectiveness of sound political and economic governance as reflected in the New Partnership for African Development (NEPAD).

In addition, ECA, through SDD, utilizes *Africa's Sustainable Development Bulletin* (former *Africa's Population and Development Bulletin*) to promote the exchange and sharing of experiences among countries in the implementation of the outcomes of major international frameworks related to sustainable development in Africa. The bulletin enhances discussions on critical regional population and development issues; presents briefs on trends and policies related to population, food security, agriculture and environment; highlights of achievements, best practices and constraints in the implementation of the international frameworks; and disseminates of information on research results, policy initiatives, policy outcomes, and national and regional activities. Issues contained in the bulletin include those on international migration, such as patterns of migration (causes and consequences), the brain drain, feminization of migration, human trafficking, migration and HIV/AIDS, racial discrimination and intolerance, and refugees and IDPs. There is no doubt, therefore, that the contents of the bulletin provide an important influence on planners and policy makers in Africa to rededicate themselves to dealing with the challenges of development concerns, including international migration.

For the future, there are plans to establish the working group of experts for monitoring and evaluating the implementation of DND and ICPD Programme of Action scheduled for 2005 to pay special attention to international migration and development, in collaboration with the African Union (AU), African Development Bank (AfDB), Regional Economic Communities (RECs), SROs, other regional institutions, and other Divisions in ECA.

### *3. Trade and Regional Integration Division (TRID)*

In its policy analysis/advocacy activities, the Division, among other things, deals with the free movement of persons as a component of regional integration. In a review conducted by the Division to assess progress of sub-regional RECs in this area in 2002, it was observed that progress differs from the introduction of intra-regional passports by three Regional Economic Communities—Communauté Economique et Monétaire d'Afrique Centrale (CEMAC), Economic Community of West African States (ECOWAS), Union Economique et Monétaire de l'Ouest Africaine (UEMOA)—to a long-term deferment by Common Market for East and Southern Africa (COMESA). COMESA did not have a programme or a protocol on the free movement of persons. However, the East African Community (EAC) sub-region of COMESA was ahead of the rest of the COMESA sub-regions so that its second Development Strategy incorporated programme components on the relaxation of regional travel restrictions with the introduction of the East African passport and temporary passes, elimination of charges on temporary cross-border movement of motor vehicles, extension of border crossing services to twenty four hours and the provision of an exclusive airport immigration window for community citizens. These findings are part of the contributions to the debate on setting up an African Economic Community.

### *4. ECA as a Coordinator of the United Nations System Activities on the NEPAD*

The United Nations agencies working in Africa meet in consultation, from time to time, under the chairmanship of the Executive Secretary of the ECA to discuss, harmonize and coordinate their activities in support of the NEPAD. Their work is coordinated under six clusters: Infrastructure Development (including Water and Sanitation, Energy, Transport, and Information Communication Technologies (ICTs),

convened by ECA; Governance, Peace and Security, convened by United Nations Development Programme (UNDP); Agriculture, Trade and Market Access, convened by Food and Agriculture Organization (FAO); Environment, Population and Urbanization; convened by United Nations Habitat; Human Resource Development, Employment and HIV/AIDS, convened by United Nations Children's Fund (UNICEF); and Science and Technology, convened by ECA.

This paper, draws on the activities of the Human Resources Development, Employment and HIV/AIDS; Science and Technology; and Environment, Population and Urbanization clusters to report on issues related to international migration. ECA is a member of each of these clusters. The Human Resources Development, Employment and HIV/AIDS cluster focuses on enhancing the implementation of the NEPAD in relationship to the Millennium Development Goals (MDGs), the resolution of the United Nations General Assembly (UNGASS) on HIV/AIDS and the Abuja Declaration on HIV/AIDS, tuberculosis and malaria. The cluster reorganized its priority areas around four sub-clusters: (a) education, (b) employment, (c) HIV/AIDS, and (d) health which aimed at promoting the NEPAD health strategy. In education, the cluster was instrumental in exploring the creation of an African database, in collaboration with IOM, on African professionals working abroad. This would provide an appropriate tool for objectively analyzing the impact of the brain drain in Africa. The cluster on Science and Technology is also a collaborator on the brain drain database, while the cluster on Environment, Population and Urbanization examines rapid urbanization in Africa and its propensity to increase international migration within the continent and abroad.

#### *5. ECA as a Collaborator in the Activities of the IMP*

International Migration Policy Programme (IMP) organized a regional Migration Policy Dialogue Conference with 13 Governments from Eastern Africa, the Horn of Africa and the Great Lakes Region, in Nairobi, Kenya in 2002. It was followed by the second Conference in Addis Ababa, Ethiopia in June 2003, attended by the same Governments. ECA was part of the collaborators in organizing the Conferences. The main objective of the first conference was to discuss priorities and establish common understanding on key migration and forced displacement issues, while that of the second one was to go into further depth on issues identified in Nairobi and, in particular, to begin to respond to the recommendations from the first Conference.

At the Addis Ababa Conference, an informal IMP/AU document entitled “*Towards the Establishment of a Strategic Framework for a Policy of Migration in Africa*” was presented to African Governments. The document was heralded as very useful for developing and presenting a coordinated migration policy position based on common priorities for Africa, and endorsed for further presentation to African Governments' expert group meetings and the AU Heads of State Summit with the objective of creating a common framework on international migration for use by the Governments in the region and development partners. The document is still going through the process of scrutiny. When it is finalized, it will become a major regional tool for guiding the Governments and their partners on international migration and development.

#### *6. ECA and Coordination Activities of the Statistics and Population Divisions*

ECA takes keen interest in participating in coordination meetings on issues of common concern to nations, regions and the international community. International migration has been, and still is, one of those issues. For example, the Commission contributed to the revision of the set of recommendations on international migration statistics which, among others, embrace internationally agreed definitions, foster the use of relevant sources of data on international migration and provide a framework for the compilation of statistics on migration flows.

## 7. ECA as a member of the Commission for Africa

ECA is a member of the Commission for Africa set up by Mr. Blair. The Commission's main objectives aim at conducting deepened analysis of Africa's development challenges to promote appropriate actions and strengthen implementation of relevant policies and programmes, and to identify new responses within the NEPAD and other frameworks. The implications of international migration for security and development in the continent constitute part of the Commission's analysis.

### C. CONCLUSION AND WAY FORWARD

From available information and activities reviewed, it may be concluded that the African States regard international migration as an important factor in development that requires special policies and programmes to manage. But a great deal remains to be done in the policy and programme areas. Future perspectives may be guided by:

- Holding a regional expert group meeting and conference on international migration to debate on the issues and harmonize approaches;
- Development of human resources and institutions to handle international migration, including security concerns;
- Intensified efforts to collect relevant, standardized and accurate data on international migration;
- Promotion of inter-State collaborative efforts to provide information on diseases such as HIV/AIDS, and related preventive mechanisms;
- Enriched research on the characteristics and impact of international migrants to inform policy;
- Continued debate on new approaches in migration policy and co-operation among origin, transit and destination countries;
- Strengthened efforts to identify the link between migration and trafficking in human beings, especially women and children;
- Enacting laws and policies to protect refugees and asylum seekers;
- Strengthened mechanisms for conflict prevention and resolution, as well as good governance; and
- Developing partnerships and cooperation on international migration.

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**REPORT OF THE POPULATION DIVISION OF ECLAC AND  
CELADE ON THE PREPARATION OF A HIGH-LEVEL DIALOGUE  
ON INTERNATIONAL MIGRATION AND DEVELOPEMNT**

*Economic Commission for Latin America and the Caribbean  
and Latin American and Caribbean Demographic Centre  
United Nations*

In compliance with the mandate received from the countries of the region, the Economic Commission for Latin America and the Caribbean (ECLAC), through its Population Division, the Latin American and Caribbean Demographic Centre (CELADE), has continued to provide technical cooperation to ensure that national development efforts address the issue of international migration. In that regard, CELADE has pursued its on-going activity of disseminating widely the census information on migration derived from its data bank, *Investigation of International Migration in Latin America* (IMILA). Thanks to the availability of microdata from the 2000 round of censuses, which most countries have transmitted to CELADE, it has been possible to update the analysis of migration patterns and trends and to conduct various studies, as well as to make policy proposals. The studies carried out in the region during the last two years have focused, among other issues, on the migration of skilled human resources, the participation of women in the region in migration processes (a study which explores gender dimensions) and the description of migrants in subregional integration blocks.

ECLAC is promoting an interdivisional effort to examine various aspects of migrants' remittances as a follow-up to studies carried out in Central America in the 1990s, which revealed for the first time the remittance channels, their uses and effects on household income. In particular, information from household surveys carried out around 2000 is being used to evaluate the impact of remittances on poverty as part of the chapters of the *Social Panorama of Latin America 2004-2005* and this impact will be taken into consideration in designing poverty-reduction strategies.

Since the last quarter of 2003, CELADE has participated actively in many intergovernmental and expert meetings on international migration at the regional level and at the national level in different countries. At these events, the Division presented the results of its studies and provided substantive support in addressing various issues including social security and the portability of pension funds for migrants; the human rights situation and international instruments geared to protect the rights of migrants; migration of skilled human resources and linkages with emigrants; the improvement of migration statistics and the prospects for establishing an information system on South America. In addition, CELADE provided technical support to the Governments of Brazil, Chile, Nicaragua and Paraguay in the definition of their policy initiatives on migration, especially in the areas of remittances and poverty, and strategies for linkages with emigrants; it also collaborated in meetings convened to draw up guidelines for national policies on migration. This technical assistance to governments was carried out in collaboration with the United Nations Population Fund (UNFPA), the Inter-American Development Bank (IDB) and the International Organization for Migration (IOM). At the academic level, CELADE participated actively in plenary meetings and working groups on migration at the first Congress of the Latin American and Caribbean Population Association held in Brazil in 2004.

Special mention should be made of the Division's regular participation in the meetings of two intergovernmental fora on migration in the region, i.e. the Regional Conference on Migration (Puebla Process) and the South American Conference on Migration. It has participated actively since the establishment of those entities and, in this way, has been able to contribute to dialogues and cooperation among countries as well as to carry out specific activities contemplated in the respective plans of action (migration information systems in Central America, workshops for analysis and discussion of statistics).



In 2004, CELADE took part in meetings with high representatives of the Global Commission on International Migration (GCIM), set up with the encouragement of the Secretary General of the United Nations in December 2003, providing background information on the regional vision and specific international migration trends. It also participated in the regional meeting on the Berne Initiative, convened by the Government of Switzerland and IOM in September, which brought together countries of Latin America and the Caribbean. In the same vein, and in close collaboration with the International Labour Organization (ILO), CELADE prepared technical material for the International Labour Conference in June 2004, which dealt with labour migration.

It is interesting to note that at the Ad Hoc Committee on Population and Development, held during the thirtieth session of ECLAC in San Juan, Puerto Rico, from 28 June to 2 July 2004, Member States commissioned CELADE to prepare a document on “Migration, Human Rights and Development” for presentation at the next meeting of the Ad Hoc Committee at its thirty-first session. This attests to the importance that Member States attach to the issue of international migration. The relevant mandate is contained in Resolution 604 (XXX). In response to this mandate, CELADE has formed a special working unit on population, equity and human rights.

#### A. ISSUES TO BE CONSIDERED AT THE HIGH-LEVEL DIALOGUE ON INTERNATIONAL MIGRATION

The above-mentioned activities in Latin America and the Caribbean show the increasing political relevance that international migration has assumed in national agendas of countries, although it must be recognized that the approaches developed are still only partial and relate to concerns that are difficult to address and resolve. Nevertheless, it is essential to identify areas in which the countries of the region can adopt best practices while establishing negotiations with the main receiving countries. The intergovernmental fora and the process of the Summit of the Americas have already given rise to important initiatives, which should be maintained. In the same way, the achievements of the successive meetings of those fora and the potential of the GCIM and the Berne Initiative should be carefully assessed.

At different intergovernmental meetings, national delegates have recognized that the countries of the region have ceased to be recipients of migrants from overseas and have become a source of migrants to destinations outside of the region. Even though the main destination of these emigration flows is the United States, observers are aware of an increasingly large movement towards destinations in Europe, primarily Spain. Along with this recognition, Member States have expressed concern at the risks of infringement of human rights to which many migrants are exposed; such risks arise during the journey to the foreign country—in their most acute form, the very survival of the migrants is at stake—as well as in their participation in the labour force and integration in destination societies where their illegal status makes them more vulnerable to discrimination.

The upsurge in emigration flows from the region, together with the intense migration movements within the region, has prompted governments to seek joint actions. In that regard, the effective adoption of the principles of shared responsibility is expected to contribute to multilateral dialogue. In addition, the ratification of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families underscores the need to standardize legislation in this area. Indeed, eight of the 27 States having ratified this Convention to date are from Latin America and the Caribbean, namely, Belize, Bolivia, Colombia, Ecuador, El Salvador, Guatemala, Mexico and Uruguay.

Furthermore, it should be noted that migrants’ remittances have a strategic macroeconomic impact; they are the principal source of foreign exchange in various countries and, at the regional level, they account for larger inflows than foreign direct investment. Even though transfer costs have declined gradually, there has been little progress in implementing initiatives for promoting the use of remittances in productive projects or including them in social programmes for poverty reduction. Hence, there have been the needs to develop research, exchange experiences and assess the impacts of remittances on well-being.

The loss of valuable human resources through emigration continues to be an issue of concern. This concern stems from the lack of opportunity for upward mobility of skilled workers and the lack of initiatives for strengthening their ties within their country of origin. It is highly probable that the relatively low wages and underutilization of professional and technical workers in the region will result in higher outflows of the group, which, while it has increased substantially in recent years, continues to be relatively limited. Moreover, the countries in the region have not succeeded in obtaining advantages under the General Agreement on Trade in Services, since this instrument establishes negotiations on a case-by-case basis and subordinates them to quantitative restrictions and qualitative limitations, which exclude access to the national market and which are expressed in the establishment of quotas and groups of specialities for the purpose of granting work permits. This multilateral Agreement, which entered into force in 1996 starting with the Uruguay Round, makes the mobility of persons subordinate to the provision of services and does not apply to entry into the labour market, or to rights of citizenship and residence; essentially, it only seeks to promote the turnover of skilled personnel within firms.

The following issues have received less attention, but are clearly important, given the information available: the participation of women and, in particular, the broad issue of the potential of migration as a means of attaining a higher degree of gender equity, which serves to defeat the theory of the “invisibility” of women migrants; the development of migration policies, especially from a subregional viewpoint, which considers the framework for integration agreements; research into the incidence of trafficking in persons and the definition of that crime in national legislations, for which the ratification of protocols to the United Nations Convention against Transnational Organized Crime is the most appropriate framework.

#### B. CONTRIBUTION OF THE ORGANIZATION TO AN UNDERSTANDING OF INTERNATIONAL MIGRATION

Within the context of Latin America and the Caribbean, the migration issues of highest priority are those identified in the foregoing section. Without prejudice to those issues, the region has a framework of agreements, embodied in the Plan of Action adopted at the Second Summit of the Americas in 1998, which constitute a basic consensus for common action among the participating States:

“Strengthen cooperation among states to address, with a comprehensive, objective and long-term focus, the manifestations, origins and effects of migration in the region;

Promote recognition of the value of close cooperation among countries of origin, transit and destination in order to ensure protection of the human rights of migrants;

Establish an inter-American programme within the OAS for the promotion and protection of the human rights of migrants, including migrant workers and their families, taking into account the activities of the Inter-American Commission on Human Rights (IACHR) and supporting the work of the IACHR Special Rapporteur on Migrant Workers and the United Nations Special Rapporteur on Migration;

Commit to undertake the widest possible cooperation and exchange of information among states concerning illegal trafficking networks, including developing preventative campaigns on the dangers and risks faced by migrants, particularly women and children who often can be victims of such trafficking, with a view to eradicating this crime;

Establish linkages with subregional processes, such as the Regional Conference on Migration and the South American Conference on Migration, which are dialogue fora, in order to exchange information on the migration phenomenon, as well as promote cooperation with specialized

international organizations, such as the International Organization for Migration (IOM), in order to advance and coordinate implementation efforts of Summit mandates;”

The foregoing suggests that there is a platform for the Latin American and Caribbean agenda on international migration, although further efforts are necessary to implement it fully and widen its scope. Generally speaking, it should be understood that the pursuit of multilateral agreements stems from a common aspiration: that of agreeing on the establishment of mechanisms for shared governance of international migration.

In this regard, existing multilateral fora should be used and duplication of efforts should be avoided. It is within these mechanisms that authorities should provide the means whereby binding decisions are progressively adopted to deal with intraregional migration. It should be noted that inter-governmental fora have welcomed the formation of economic integration groups –within which initiatives have been outlined and tested for the free circulation and protection of migrants- as demonstrated by the agreements adopted under the Central American Integration System (SICA), the Caribbean Community (CARICOM), the Andean Community (CAN) and the Southern Common Market (MERCOSUR).

Within these groups, where patterns of international migration specific to the subregion emerge, requests of Latin American and Caribbean countries can be coordinated and presented jointly to the receiving countries in the areas of human rights, remittances, migration of skilled human resources or gender equity. These subregional groups can also commit themselves to combating in a decisive way the practices of smuggling and trafficking in persons, which constitute objective threats to national security.

## **A CHILD-RIGHTS APPROACH ON INTERNATIONAL MIGRATION AND CHILD TRAFFICKING: A UNICEF PERSPECTIVE**

*United Nations Children's Fund*

International migration and child trafficking affect a significant number of women and children. Women and children are the majority of the global refugee population; they form the majority of trafficking victims; and as migrants or the children of migrant workers they are also particularly vulnerable to abuse and exploitation.

The Convention on the Rights of the Child (CRC) protects every child, regardless of nationality or immigration status. States have obligations to adopt principles outlined in the Convention towards each and every child within their jurisdiction. These principles include, among others, the right to a nationality, to physical integrity, the highest attainable standard of health, education, and the right to be free from discrimination, exploitation, and abuse. Although the rights of migrant children are not addressed specifically, there are several provisions relevant to migrant children, including Article 10 on family reunification, Article 36 on protection from all forms of exploitation, and Article 37 on protection from torture or other cruel, inhuman or degrading treatment or punishment, and from unlawful and arbitrary deprivation of liberty. The International Convention on the Protection of the Rights of All Migrant Workers reaffirms the rights set forth in the CRC.

### **A. THE IMPACT OF MIGRATION AND TRAFFICKING ON CHILDREN**

In the following, three issues will be discussed: (a) children of migrant workers, (b) child migrants, focussing on aspects such as violence, detention and repatriation, and (c) the trafficking of children, including in armed conflict. Many of the problems encountered and abuses experienced by child migrants, particularly those whose status is illegal or unclear, and trafficked children are the same, including lack of documentation and/or access to birth registration, lack of access to services, confrontation with the law and law enforcement agents, and increased risk of exploitation. In general, children left in care other than parental care are at increased risk.

#### *1. Children of migrant workers*

Migration is often undertaken in an effort to improve economic or social prospects. However, by leaving the safety net of their villages or hometowns, where neighbours and family members contribute to the care of each other's children, families face greater social seclusion in unfamiliar urban or rural areas, whether in their home country or abroad. Children of migrant workers – whether they migrated with their parents or were born in the host country – run the risk of being denied access to basic services, including schools and health services. Language difficulties are a serious impediment to the schooling of a child as well. Children who are not in school – whether due to denial of access or the result of pressure to contribute to family earnings – turn to the labour market, and are also vulnerable to the worst forms of child labour, including the sex industry.<sup>1</sup>

This vulnerability is exacerbated by weak legal protection. In the absence of statistical research on the birth registration of migrants, it is safe to assume that these children have some of the same characteristics as other children with lower rates of birth registration, such as poverty.<sup>2</sup> Children born abroad, particularly to undocumented migrants, may not have access to birth registration. Consequently, many children of migrant workers are not registered and may be stateless. Without proper documents, they can experience problems in access to basic services, and problems with the law. Children may be separated from their parent(s) in the event of arrest and detention; in some cases, children have been repatriated without adults.

In many cases, one parent - often the father or husband - migrates leaving the family behind. While a parent working abroad may send remittances which provide significant benefit to the family at home, there are documented correlations between poverty and female-headed households.<sup>3</sup> Care by the extended family, or community or institutional care, also ensures less protection from abuse and exploitation than does parental care. Families under stress may tend to transfer adult burdens to their oldest children—especially to girls. Adolescent girls may be required to leave school or work for wages, sometimes in unsafe ways and away from their homes. In addition, fragmented and marginalized groups, such as migrant labourers and their families, are at the heart of the AIDS pandemic.<sup>4</sup>

## *2. Child migrants*

Children may migrate alone to join family members or to seek employment. They face a range of risks, beginning with the journey itself. Adult migrants—particularly those who are poor, inexperienced, or undocumented—and even more so child migrants, are targets for violence, theft, and exploitation. In many situations they cannot count on assistance from local authorities. Entering the country without authorisation or proper documentation may be a criminal offence punishable under national law. As a result, undocumented child migrants risk detention, including with adults who are not related to them and who may include violent offenders. Children in detention often suffer egregious violations of their basic rights, including a lack of basic medical care. Frequently, the conditions under which they live are deplorable and inhumane; physical abuse is common and may include sexual abuse. Restrictions on immigration, as well as fears in the wake of the event on 11 September 2001, have led to differential treatment of certain migrants and migrant groups and to rights abuses in the course of processing undocumented migrants.

Children who migrate and have no support system at their destination may end up living and working on the street. They are particularly exposed to violence and exploitation, and are likely to lack access to basic services, including health services, to education, and to adequate nutrition. The absence of adult protection, or their lack of identity documents, can lead to their harassment by authorities. These children are also exposed to drug abuse.

## *3. Child trafficking*

The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation is regarded as trafficking, regardless of whether or not force, abduction, fraud or other means are used.<sup>5</sup> The Palermo Protocol calls upon governments to adopt or strengthen measures that alleviate factors that make persons vulnerable to trafficking, including migration policies. The trafficking of children is included among the worst forms of child labour in ILO Convention 182, which had been ratified by 150 States as of May 2004.

Trafficking of children is on the increase. According to ILO statistics, 200,000 to 250,000 women and children are trafficked annually in South-eastern Asia alone.<sup>6</sup> An estimated 1.2 million children are affected globally every year.<sup>7</sup> In South-eastern Europe, 90 per cent of foreign women working in prostitution are alleged victims of trafficking and 10-15 per cent of these women are girls under the age of 18. Younger children, both boys and girls, are being trafficked for forced labour.<sup>8</sup>

Trafficking in children is a global phenomenon which “involves the movement of people in complex patterns”.<sup>9</sup> It takes place for many purposes, including sexual exploitation, domestic labour, agricultural and mine work, as well as for sport and for adoption. Both girls and boys are trafficked. Even where children are not destined for the sex industry, they are at risk of physical abuse, including sexual abuse. The root causes of sale and trafficking are multiple and complex, and include poverty, lack of employment opportunities, low social status of the girl child, impunity from prosecution, and a general lack of education and awareness. Children from minority groups or who are undocumented are particularly vulnerable to being trafficked.

Children are often trafficked for domestic labour or to work in service industries, construction, agriculture, fishing and begging. Various patterns of trafficking have been documented in different parts of the world. Trafficking for purposes of child labour is largely demand-driven, and is part of a large unmet demand for labour that is cheap and malleable. Child labour is attractive not because it is cheap, but rather because children are easier to abuse, less assertive and less able to claim their rights than adults; they can be made to work longer hours with less food, poor accommodation and no benefits. Victims of trafficking for child labour often work in conditions hazardous to their physical and mental health.

The criminalization of victims of trafficking is also of concern. Rather than receiving assistance and protection, people who have been trafficked may be prosecuted or imprisoned. They may be subjected to humiliating and intimidating treatment at the hands of police, border control and other law enforcement agents. This can occur in both the sending and receiving countries. Children and women who have been in the sex industry and are repatriated are especially vulnerable to further abuse on their return. Returnees may also face serious difficulties reintegrating in their community or family if they are regarded as dishonoured or as failing to reap the benefits of their travel.

In conflict and post-conflict situations, lawlessness, family separation, displacement, subsistence needs and other factors lead to high child vulnerability to abuse and exploitation, including trafficking. Families may also believe that children sent away from the conflict zones have the prospect of a better life. Family tracing efforts are part of many post conflict programmes, and the importance of thorough tracing is reflected in the Declaration to the Hague Convention on Intercountry Adoption.<sup>10</sup> Sexual exploitation and trafficking are also linked to demand, by relatively wealthy actors (national or international) during or after conflict.

## B. BUILDING A PROTECTIVE ENVIRONMENT FOR CHILDREN

UNICEF's actions to increase the protection of children are based on the principles enshrined in the Convention on the Rights of the Child. The Convention, ratified by all but two countries, establishes the right of every child to a name and nationality, the highest attainable standard of health and education, and to protection from violence, abuse and exploitation, among other things. These rights apply to all children, regardless of residency status.

UNICEF aims to build a protective environment for children, focussing on systemic factors at all levels—from government to community to family—that should protect children but do not always do so. In its efforts to strengthen protection at several levels, UNICEF seeks both the prevention of abuse and adequate responses where abuse has occurred. These efforts will normally include some or all of the following: strengthened government commitment to child protection; improved legislation and its implementation; a change in customs or practices that do not adequately protect children; more open discussion of the issue; strengthening the capacity of children and adolescents for their own protection, through greater awareness and participation; strengthening the capacity of those closest to the child; improved services; and adequate monitoring and reporting mechanisms.

The examples below illustrate these elements in the context of child trafficking. Strong government commitment is needed to combat and prevent trafficking, including to put the necessary legislation in place to punish traffickers and make resources available for police and other officials. In 2000, the Governments of Mali and Cote d'Ivoire signed a groundbreaking Cooperation Agreement on Combating Transborder Trafficking of Children, which is built on the best interests of the child and the definition and enumeration of minimum standards.

Cross-border international agreements seek to prevent trafficking and to facilitate the safe return of trafficked children. Laws should not penalise trafficked children. Recently, there has been an increase in unaccompanied minors clandestinely migrating to Spain from or via Morocco. Agreements are being developed between the two Governments to respond to the situation. UNICEF will support the training of

personnel, promote reception facilities, and help create a commission at the ministerial level on repatriation and reintegration issues.

As far as customs and practices are concerned, beliefs about the role of girls, particularly with regard to education, can lead families to put girls at risk. In Turkey, UNICEF will assist migrant families with birth registration particularly for girls and will offer financial assistance for schooling (books, uniforms, compensation for loss of income from child labour), health care and legal protection.

Media attention can be an important element in the fight against trafficking, by raising awareness as well as opening up formerly taboo issues for discussion. Many families and children are dependent on the media to inform and educate them about the dangers of trafficking. In El Salvador, UNICEF works with partners on a radio campaign to raise awareness among parents about the risks of hiring smugglers to take their children illegally to the US, involving young people who have been deported.

Children need to be aware of the dangers of trafficking so that they can protect themselves. Ideally, they should be and remain in school; UNICEF recognises that early interventions are the most effective, and works closely with Ministries of Education to ensure that children are enrolled and continue in school. In the Republic of Moldova, a UNICEF project specifically targets children and young people from institutions after they graduate from boarding schools. Activities include long-term training of trainers in life skills education, life skills education activities with students, a summer school for students on life skills, and the development of a Facilitator's Guide on life skills education.

Caregivers, families and community members also need the capacity and knowledge to play a role in the fight against trafficking. Teachers, social workers, and policemen have important roles to play. In Cambodia, a Child Protection Network is being established in Poipet, the border town that is the main gateway to Thailand. It will inform children and families about child rights and encourage communities to look for early warning signs of children at risk.

Children who have been trafficked need services to help them to leave their situation, to return home and to resume normal life. This might include hotlines to ask for help, safe shelters, medical services, and counselling. UNICEF's efforts in partnership with the Stability Pact Task Force (for South-eastern Europe) have resulted in specific guidelines for the provision of services to child victims. Hotlines have also been established to enable individuals to report suspicious employment agencies or a missing family member or inquire for more information, for instance in Albania or the Former Yugoslav Republic of Macedonia.

Adequate monitoring and reporting mechanisms need to be in place to register disappearances, returns, and other key indicators. Community committees in Benin raise awareness, report cases of sexual or other abuse of children, and keep a close count on the number of children in the villages. The Committee contacts the police immediately when a child is discovered to be missing and monitors the re-integration of children who return.

### C. CONCLUSION

Reducing migration-related risks to children, as well as addressing the scourge of trafficking, requires concerted efforts on many levels. Poverty reduction and real opportunities for children and young people, including education, are anchors which can help reduce pressures on children to move. Children who suffer as the result of global forces which lead to the migration of their parents or families, by themselves, or as victims of trafficking, should be assisted to resume their lives with their rights as children fully respected.

UNICEF strongly encourages governments to ratify international legislation, including the Palermo Protocol, the Optional Protocol on the sale of children, child prostitution and pornography<sup>11</sup>, and ILO Convention 182. Countries should review their legislation in the light of the principles recognized by these

international instruments. Legal requirements and procedures that criminalize trafficked children or other categories of migrant children should be eliminated as far as possible, and children should be detained only as a last resort and for the shortest possible period of time. Technical support should be available for mechanisms to monitor the situation of child migrants. Law enforcement officials must ensure the safety and security of every child and their treatment in a manner consistent with the promotion of their sense of dignity and worth.

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Notes

<sup>1</sup> The Worst Forms of Child Labour Convention (ILO Convention no. 182) defines the worst forms of child labour as all forms of slavery and practices similar to slavery, such as the sale and trafficking of children; debt bondage and serfdom; forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict; the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances; and the use, procurement or offering of a child for illicit activities, in particular for the production and trafficking of drugs.

<sup>2</sup> Draft, UNICEF 2004, *The “rights” start to life, a statistical analysis of birth registration*.

<sup>3</sup> Secretary General’s *Report on the Review and Appraisal of the Implementation of the Beijing Platform for Action*, E/CN.6/2000/PC/2, para. 153-158.

<sup>4</sup> Report of the Secretary General’s Task Force on Women, Girls and HIV/AIDS in Southern Africa, *Facing the Future Together*, UNAIDS/04.33, 2004, p 13.

<sup>5</sup> Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children supplementing the United Nations Convention Against Transnational Organized Crime 2000, Article 3(a) Trafficking in persons has been defined as “the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.

<sup>6</sup> International Labour Organization, *Unbearable to the Human Heart*, 2000, p.19.

<sup>7</sup> International Labour Organization, *A Future Without Child Labour*, 2002, p.32.

<sup>8</sup> UNICEF, UNOHCHR, OSCE ODIHR, *Trafficking in Human Beings in South Eastern Europe*, 2003, p. XIII.

<sup>9</sup> UNICEF Innocenti Research Centre, *Trafficking in Human Beings, Especially Women and Children, in Africa*, 2003, p.5.

<sup>10</sup> Convention on Protection of Children and Cooperation in Respect of Intercountry Adoption, May 1993.

<sup>11</sup> Protocol to the Convention on the Rights of the Child, entered into force on 18 January 2002. It applies to the sale of children for purposes of sexual exploitation, child labour or adoption, and covers prevention, prohibition, and assistance to victims.





## INTERNATIONAL MIGRATION AND DEVELOPMENT KEY ASPECTS FOR THE HIGH-LEVEL DIALOGUE 2006

*United Nations Educational, Scientific and Cultural Organization*

Migration has become one of the major issues of concern in the world in the last few years. The accelerated pace and impact of international migration on countries of origin, transit and destination is a phenomenon foreseen to continue: international migration is likely to further develop itself as a part of the global transformations affecting today's world. Migration can be a chance, notably by fostering development and increasing intercultural relationships. However, migration is often understood as a problem. And, indeed, the increased population flows across borders of individuals from diverse cultural backgrounds give rise to a number of challenges in both host States and States of origin. It is becoming increasingly clear that unilateral approaches will not be sufficient to address these challenges and that the international community must collectively find ways of making the most of migration.

**The basic premise of United Nations Educational, Scientific and Cultural Organization (UNESCO)'s work in the field of migration is that human rights should be at the core of any approach to human mobility.** All initiatives taken to address the challenges of migration should above all consider the priority of the human rights of migrants. There is abundant evidence that migrants represent a highly vulnerable group of people. Not being nationals of the country in which they live, they seldom have the same degree of legal protection as national citizens. They are made further vulnerable because of the frequent but erroneous belief that only national citizens are entitled to the full protection of human rights law.

Moreover, migrants who find no legal channel to migrate often become undocumented, becoming exposed to a very high degree of vulnerability. They are notably the main victims of severe human rights violations such as trafficking. For them, migration may even have fatal consequences, as many die on their way to receiving countries. Such tragic outcomes of migration flows are incompatible with human rights and with the core values of the international community. They call for an approach of migration based on an international dialogue that will better ensure the respect for human rights.

It is vital to stress that promoting the respect for the human rights of migrants is not only a matter of improving their living and working conditions. It is also a matter of fostering their harmonious integration in receiving societies, which will ultimately guarantee social cohesion and the respect for core values such as peace and democracy. The respect for the basic human rights of all persons in each society is an essential basis for addressing and resolving the tensions and potential conflicts between people who have different interests and sociocultural backgrounds. In a world in which more and more people are on the move, ignoring migrants' rights would seriously jeopardise the welfare, not only of migrants, but of all human beings. Ensuring the full application of human rights to migrants is therefore an essential step in ensuring global justice and social cohesion.

Along with human rights, UNESCO also stresses that migration has a crucial cultural dimension that should not be ignored. **Migrants are not only workers but are also human beings, and migratory flows therefore have social and cultural implications.** This is why addressing the challenges of migration includes promoting the respect for cultural diversity. Migrants often come from different socio-cultural backgrounds and there is a need to envisage their harmonious incorporation into the culture of the host society. Failure to do so may lead to frustration among both migrants and members of the host society, as well as to racism and xenophobia. Along with human rights, respect for diversity is an essential component of successful migration management. UNESCO's Universal Declaration on Cultural Diversity represents a major step in the international community's awareness of the value of cultural diversity and of the need to protect it.

Promoting cultural diversity also requires finding a balance between the need for social cohesion, on the one hand, and the respect for cultural diversity on the other hand. Respect for cultural diversity and for migrants' different socio-cultural background must indeed be balanced with the need for social cohesion. Receiving countries must be able to incorporate migrants in a way that enables all countries to maintain the degree of social cohesion that is necessary to the respect of core values such as democracy.

Successfully addressing the issues of migrants' human rights and of cultural diversity calls for the development of new approaches to international migration that enable a multilateral and harmonious management of people flow. The likelihood of continued international migration indeed calls for the elaboration of such new frameworks, which require, among other things, imaginative thinking about the future of migration. Migration is a fast-evolving process and the international community must be prepared to address the challenges raised by human mobility in the next decades. Successful policies also need to adapt to the changes that constantly take place in the nature and direction of migration flows. UNESCO therefore stipulates that the international community should devote time and energy in the elaboration of scenarios on the future of migration. Only by critically challenging conventional wisdom will it be possible to envisage solutions to migration developments in the twenty-first century.

UNESCO further believes that cooperation between international agencies concerned with migration is indispensable to achieve migration management. As was stated in the report on International migration: implications for the World Bank "there is unanimous consensus [...] that there is currently no lead agency for international migration, [...]"<sup>1</sup> Given the international character of migration, national migration strategies developed in isolation are unlikely to result in effective migration management. Recognising the scale of the challenge and task, United Nations partners, including UNESCO, are to work closely together within the United Nations system as well as with other multilateral and bilateral stakeholders. We should aim at a greater level of cooperation between partners and international bodies in order to foster a better management and policy making in international migration to make it a truly beneficial process for all—receiving countries, sending countries and migrants themselves.

UNESCO has two main priorities in the field of international migration. First, it aims at promoting the respect for the human rights of migrants, notably through the United Nations Convention on the Protection of the Rights of All Migrant Workers and Members of their Families. Second, it aims at developing scenarios for the future of international migration, in order to better understand the directions the migration phenomenon may take in the following decades and to prepare policies that can cope with ongoing trends.

## A. MAIN PRIORITIES

### *1. The human rights of migrants*

Migrants represent one of the most vulnerable groups in society. UNESCO therefore recognises the need to better understand the specificity of the human rights situation of migrants. In recent decades, the international community has acknowledged the need to develop human rights instruments addressing specifically the situation of particularly vulnerable groups, such as women, children, and victims of discrimination and torture. With the United Nations Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, migrants have been among the last category recognised as vulnerable and deserving special protection. Because of this recent recognition, little analysis has been dedicated to this issue and there is a need to better analyse the specificity of their situation. Migration is a fast-evolving process and changes in migration patterns modify the ways in which migrants are vulnerable to human rights violations. Such evolutions call for careful examinations of migration developments and of their impact on the human rights of migrants. UNESCO plays a role in promoting research, intellectual reflection and debate on obstacles preventing the full implementation of human rights in the field of migration. The results of these activities should serve to inform policy-makers at all levels and support standard-setting, capacity-building and technical assistance.

In this respect, the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families plays a key role. It was adopted by the United Nations General Assembly in 1990 and entered into force on 1 July 2003. Recently the commitment of the United Nations system to better protect the human rights of migrants was also affirmed by the General Assembly's declaration of December 18 as the International Migrants Day in order to make the special situation of migrants more visible, including their grave human rights' problems. In 1999, a Special Rapporteur on Human Rights of Migrants was appointed within the Office of the High Commissioner for Human Rights.

Acceptance and implementation of the Convention is a strategic objective for UNESCO in close co-operation with other United Nations partners. UNESCO participates, with ILO, IOM, the OHCHR, and several NGOs, in the Steering Committee for the Global Campaign to co-ordinate activities both at the international and national levels to promote further ratifications of the Convention. UNESCO will continue to promote the ratification of the Convention through research and analysis of obstacles to its implementation and through advocacy activities, awareness raising and training. It will also foster the implementation of the Convention, through support to Member States for the incorporation of the Convention provisions in their national laws, and by providing training, up-to-date information and examples of best practices in the field of migration.

UNESCO established research networks on migration in several regions of the world. Scholars from some fifty Member States participate in these international networks, which constitute partners in the development of research and analysis on issues surrounding migration. These networks have already proved very effective in the research undertaken on the human rights of migrants and in the elaboration of policy-oriented studies on the obstacles to the ratification of the United Nations Convention on migrants' rights.

## *2. Develop scenarios for the future of international migration*

Migration is a fast evolving process that is undergoing substantial changes. Successful policies therefore require an understanding of the possible future developments that will affect migration processes. In order to help prevent future policies from being based on ill defined conceptions, which could worsen the situation, policy-making capacities need to be strengthened. In this respect, UNESCO plays a role in supporting research and providing training on migration policies to decision-makers. UNESCO is to contribute with visions on migration at an international level, stimulating debate and innovation. This calls for substantial analysis and research on the contemporary state of migration and of the possible future directions of human flows, as well as for constant exchange of information and debate. UNESCO recognises the need to investigate scenarios for the future of migration in order to inform migration policies.

Future developments include notably the possible elaboration of an international framework of migration management. They also include the emergence of increased freedom of movement, at the regional or the world level. In recent decades, regional initiatives for increased freedom of movement have for example been taken by the European Union (EU) and by the Economic Community of West African States (ECOWAS). These initiatives recognise the need to lessen restrictions on migration flows in accordance with the aim of regional integration. Human mobility is indirectly recognised by the Universal Declaration of Human Rights, in which article 13-2 states that 'everyone has the right to leave any country, including his own, and to return to his country'.

Very little thinking has so far been devoted to the scenarios along which patterns of international migration will evolve. So far, no single United Nations agency has taken up this major issue of social transformations. There is therefore a need for the elaboration of creative thinking on possible evolutions of international migration.

The elaboration of scenarios for the future of migration requires debates between all stakeholders, including academics and researchers, non-governmental organisations and policy-makers, with the purpose of bringing together their views and of sharing their experiences. UNESCO functions as an intellectual

platform for these debates and the exchange of views, thus enabling the elaboration of scenarios for the future of migration.

## B. OTHER PRIORITIES

### *1. Promote a balance between cultural diversity and social integration in multicultural societies*

As a consequence of cross-border population flows many countries have a growing number of immigrant populations that differ widely, both from a cultural, religious or linguistic point of view, from the native population. Many countries have seen an increase in xenophobia and racism at various levels of the society, effecting foreigners as well as immigrants who have become nationals. This situation calls for policies that respect the rights of migrants, underscore the benefits of diversity and at the same time promote social cohesion. UNESCO is already heavily engaged in a number of initiatives promoting pluralism, tolerance and cultural diversity, as shown amongst others by the recent adoption of the Universal Declaration on Cultural Diversity, and its work on racism, xenophobia and discrimination.

### *2. Contribute to the fight against human trafficking and exploitative migration*

Despite increased spending on enforcement measures in major destination countries, the number of migrants in an irregular situation has not declined and trafficking of humans remain a global reality. Trafficked persons are victims of serious human rights' violations. Smuggling and trafficking also undermines security because of links with organised crime, violence and corruption. In addition, irregular migrants are often stereotyped and regarded as criminals.

### *3. Strengthen the capacity, sustainability and effectiveness of diaspora networks*

Since the beginning of the 1960s, brain drain has been identified as a serious problem affecting developing countries in their capacity for development. Recently, however, there is a strong emphasis on the potentials to reverse this trend and achieve brain gain, based on the idea that the expatriate skilled population may be considered as a potential asset instead of a definite loss. Migrants' international experience, which includes notably the acquisition of skills and of foreign languages, can be very useful to sending countries. While distance has long been an obstacle to migrants' implication in their country of origin, today's information and communication technologies bring the opportunity to empower diaspora networks and enhance their impact on international co-operation policies.

### *4. Improve statistical data on migration related to higher education*

The increasing globalisation of higher education, the new trade in higher education services, the use of distance learning and overseas campuses are leading to more demand for data and statistics on student mobility, mobility of educators and related issues. Furthermore the strong impact of migration on 'brain drain' and 'brain gain' requires well documented statistical data to allow monitoring and analysis.

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#### NOTE

<sup>1</sup>Russell, S.S. (2002). International Migration: Implications for the World Bank, p.15.

# REPORT FROM THE INTERNATIONAL MIGRATION POLICY PROGRAMME

*United Nations Institute for Training and Research  
International Migration Policy Programme*

Since 1998, the International Migration Policy Programme (IMP) has sought to strengthen the capacity of Governments to manage migration and to foster regional and international co-operation towards orderly migration and the protection of migrants. By early 2004, IMP had organised 16 regional meetings in Central and Eastern Europe, Southern Africa, Central Asia, the Caucasus, Eastern Asia, Southern Asia, Pacific, the Caribbean, Western Africa, and Eastern Africa, the Horn of Africa and the Great Lakes Region, for migration capacity-building, practice-oriented training and co-operation, involving some 900 senior to middle-level Government officials from over 125 developing and transition countries.

Commended for its work in United Nations General Assembly Resolutions on International Migration and Development, the most recent resolution adopted in December 2003 notes again the work undertaken by IMP and collaborating United Nations and non-United Nations agencies to strengthen the capacity of Governments to manage migration flows at national and regional levels and thus to foster greater cooperation among States towards beneficial and orderly migration. In carrying out its activities, IMP relies on the broad support and inter-agency cooperation among global and regional bodies dealing with migration, population, displacement and refugee issues.

Following the establishment of the Global Commission on International Migration (GCIM) on 1 January 2004, IMP's core activities have been put on hold during the 18 months work of the Commission. The Director of IMP has been appointed as Executive Director of the Secretariat of the GCIM.

## A. ASPECTS TO BE DISCUSSED AT THE HIGH-LEVEL DIALOGUE MEETING

Based on IMP's vast experience in promoting regional dialogue as the basis for cooperation amongst States, suggestions for topics of discussion for the United Nations High-Level Dialogue planned for 2006 are the following:

### *1. How and to what extent regional consultative processes on migration can be used as building blocs towards greater international cooperation*

Both the fruits of IMP's activities and of the plethora of regional consultative processes on migration (RCPMs) confirm the utility of bringing Governments together at the regional level to discuss and develop strategies to tackle their migration challenges. Indeed, due to their informal non-binding nature and their relatively low overhead costs, RCPMs have been hailed as a positive tool for successively developing migration management nationally and regionally. Groupings that incorporate "like-minded" Governments such as the IGC represent efforts that have gone "one step further" beyond assuming regional affinities to bringing together countries facing similar migration challenges due to their particular "push/pull" characteristics.

Internationally, through activities such as the ones fostered in the context of the Berne Initiative Process, there is an effort today to identify what countries may share in terms of common priorities or perhaps more accurately what could be categorized as mutual benefits, i.e. trade offs or the asymmetrical interests of States. The Global Commission on International Migration has also sought to capture regional affinities through its five regional hearings, each inviting different stakeholder groups to share its regional priorities.

The United Nations High-Level Dialogue may wish to consider whether regional cooperation constitutes a building bloc towards international governance in this field. Can different approaches to migration apply cross-regionally? What are the motivations underpinning regional and international cooperation in this field? Regional discussions tend to focus on similar priorities; international cooperation on finding compromises or trade-offs which are equitable for different regions. If this is the logic behind international cooperation, is it not more useful to begin from the starting point that different regions have different priorities rather than common priorities that apply across regions?

## *2. How to measure progress of qualitative activities such as RCPMs*

Regional Consultative Processes on Migration (RCPMs) and their spin off effects, including technical capacity building, assist countries and regions in strengthening their migration management systems. Like other qualitative exercises, however, it is often difficult to measure the extent to which progress in developing sound policy and practice is a direct result of such consultations. IMP, with the financial assistance of UNFPA, is currently undertaking an evaluation of two regional dialogues, namely that for the Issyk-Kul Dialogue region (Central Asia, Caucasus and neighbouring countries) and the AU/IMP Dialogue. The evaluation, based on questionnaires with participants, interviews and targeted field inquiry, will seek to track the developments which have occurred in countries in relation to the recommendations that were endorsed at previous IMP meetings. It will attempt to isolate a number of external factors and to identify how and to what extent the consultations resulted in specific progress.

The United Nations High-Level Dialogue may want to consider how, through empirical analysis, to quantify the value added of regional consultations, and more precisely how to calculate the correlation between consultations and progress.

## *3. How to move beyond discussion to concrete implementation of existing obligations (e.g. respect for human rights)*

Following from above, a natural complement is to consider areas where limited progress has been made and to seek to address these failings. Indeed, at IMP events and in other contexts, Governments speak more frequently about the need to move beyond dialogue to concrete action in areas where such action is urgently needed. Inaction is often a direct result of lack of resources and/or political will. Sometimes, however, inaction results from misunderstandings, misinformation or lack of information on what course of action should be taken.

The United Nations High-Level Dialogue may want to consider areas where Governments have called for going beyond discussion to concrete action. It may want to consider why inaction has resulted and whether something can be done about it. One area that is frequently cited in this regard is the lack of implementation of existing legal obligations in the area of human rights and more precisely the protection of migrants' rights. Is this based on a lack of resources and political will or are there, at least for some countries, other factors that account for this failing?

## *4. How to incorporate civil society more effectively in consultative fora*

While migration policy can be considered a relatively new concept insofar as most States began to develop immigration policies in the post World War II period, and some have only begun just over a decade ago, it is not surprising that civil society's influence on migration policy *per se* is just now beginning to play an important role. To be sure, civil society has always had a role in operational assistance, and on policy, it has had a longer history in the field of human rights for instance than strict migration policy. This has changed over the last few years, and large international NGOs such as Human Rights Watch, for instance, have clearly stated their interest in gaining access and a platform within

migration policy fora. Though RCPMs include NGOs, civil society's influence in policy making is still fairly limited.

The United Nations High-Level Dialogue may want to consider how NGOs on the front line of migration's effects, namely those providing assistance, engaged in reintegration and return, often in close contact with migrants and indeed representing migrant groups, should be incorporated as full fledged actors in migration policy development both regionally and internationally.





## **INTERNATIONAL MIGRATION AND DEVELOPMENT KEY ISSUES FOR THE HIGH-LEVEL DIALOGUE 2006**

*United Nations Population Fund*

### **A. KEY ISSUES FOR THE HIGH-LEVEL DIALOGUE DURING THE SIXTY-FIRST SESSION OF THE GENERAL ASSEMBLY IN 2006**

International migration is not a new phenomenon. What is different now is the magnitude and complexity of migration flows. New patterns of migration have arisen as countries that had not experienced significant out-migration face an ever-increasing number of people who emigrate. Likewise, countries that had once been considered countries of emigration are now experiencing flows of immigrants. In addition, below-replacement fertility and population ageing have changed the population structure in many countries. With the decline in fertility, migration has taken on increased significance, becoming an important component of population growth in a number of countries. Current international migration flows have placed the issue of migration high on the international agenda.

A number of issues and challenges are at the forefront of current debates on international migration. United Nations Population Fund (UNFPA) proposes the following key issues for consideration at the sixty-first session of the General Assembly in 2006:

#### *1. Migration as a development force*

Migration is increasingly seen as a force that can contribute to development. The importance of maximizing the development benefits of migration cannot be underscored: migration can assist countries in forwarding their development agenda. The achievement of the Millennium Development Goals (MDGs) both impacts and is impacted by the effective management of migration. While acknowledging the contribution of migrants in host countries, it is important to note that the flows of financial, technological, social and human capital back to countries of origin contribute to the development of migrants' home countries. Indeed, empirical evidence suggests that remittances sent home by migrant workers have significant impacts on poverty and potentially on long-term economic development. Understanding the important relationship between migration and environment, poverty and development will enable countries to better address the challenges of international migration and maximize the benefits of migration for both sending and receiving countries.

#### *2. The special needs of women migrants*

Globally, the number of female migrants is increasing, both in terms of sheer numbers of women involved and in terms of the share of the world's migrant population. Yet gender aspects of migration are not given the attention that they deserve. While the fact that women are migrating on their own rather than as part of family migration seems to indicate greater freedom and choice, very often this is not the case at all. The concentration of women in vulnerable sectors has generated much debate and valid concern. Women are often found in gender-segregated and unregulated sectors of the economy. They are at much higher risk of gender discrimination, violence, human trafficking and sexual abuse.

#### *3. The human rights of international migrants*

Respect for migrants' human rights is one of the most basic determinants of migrants' well-being and essential to the achievement of greater social and economic development. It is important that migrants of all ages have access to affordable basic social and health services, including reproductive health. The

emphasis on the human rights of migrants reflects an appreciation for the vulnerabilities of migrants to rights abuses and the necessity for national and international attention in this area. The proclamation by the General Assembly of December 18 as International Migrants Day heightened the visibility of migrants and their plight and raised awareness of the need to disseminate information on the human rights and fundamental freedoms of migrants, the sharing of experiences and the need for action to ensure the protection of migrants. The continued deterioration of the human rights of migrants, especially discriminatory and exclusionary practices and the increasing tendency to restrict the human rights of migrants is cause for concern. While it is the sovereign right of States to make laws and regulations concerning the entry of aliens and the terms and conditions of their stay, international human rights instruments call on States to abide by international humanitarian and human rights laws.

#### *4. Human trafficking*

Human trafficking is on the rise and constitutes one of the fastest growing crimes, as well as one of the most profitable. It has often been characterized as a modern form of human slavery. Victims who find themselves ensnared in the trafficker's web are in great need of assistance and support. Traffickers must be brought to justice on a much more swift and consistent basis. The appointment in April 2004 by the United Nations Human Rights Commission of a Special Rapporteur on Trafficking is a major initiative to address this issue.

#### *5. Refugee Protection*

The almost 10 million people worldwide who have fled their homes in need of protection attest to the fact that the refugee problem is an international one and that addressing the issue requires an approach based on multilateral cooperation. The Agenda for Protection adopted in 2002 constitutes a comprehensive framework for global refugee policy with goals, objectives and suggested activities to strengthen refugee protection. No formal agreement has yet been concluded but a number of important issues have arisen, including ensuring a better response to mass influx; targeting development assistance to achieve more equitable burden-sharing and promoting self-reliance of refugees; and establishing multilateral commitments for resettlement. Refugee protection has become more complex in recent years due to the increasing difficulty in availing access to asylum systems resulting from heightened security considerations. Many who have been refused asylum remain in the country of destination and, together with those who have overstayed their visas or crossed borders without the proper documents, contribute to the growing numbers of irregular or undocumented migrants.

#### *6. Need for migration data/information/studies/analysis*

Reliable data on population movements are essential for sound migration policy and management. There is an urgent need for comprehensive, accurate and timely migration data to provide a solid basis for the formulation and implementation of international migration policy and programmes. More efforts are needed to harmonize definitions for the different migration categories and to help countries improve the quality of data collected. Data analysis, dissemination and utilization also pose a challenge. In addition, more studies that address migration-related issues are needed to help inform decision-making in this area.

### **B. ACTIVITIES OF UNFPA THAT ADDRESS THE KEY ASPECTS OF MIGRATION**

UNFPA's work in the area of international migration focuses on facilitating policy dialogue, research, training, advocacy, data collection and capacity building. In promoting the agenda of the International Conference on Population and Development in this area, the Fund seeks to enhance countries' ability to respond to issues relating to international migration, to promote orderly migration flows and to address the needs of migrants.

UNFPA supports research in migration and development, organizes national, regional and international meetings and workshops on migration topics, supports the enhancement of national capacity for the collection of migration statistics, including gender-specific migration data and advocates for addressing the special concerns of women migrants including elimination of discrimination and violence, and trafficking. UNFPA also plays a major role in providing assistance to meet the reproductive health needs of women in emergency and refugee situations through the UNFPA Emergency Relief Operations.

UNFPA facilitates regional policy dialogues by supporting the inter-agency International Migration Policy Programme (IMP) that was launched in 1998 to strengthen the migration management capacity of governments and to foster regional and international cooperation towards orderly migration and the protection of migrants. By the end of 2003, 15 regional meetings had been organized in Africa, Asia, the Caribbean, and Central and Eastern Europe. Since 2002, the IMP is tracking the impact of these regional meetings with its Country Reporting System that monitors progress and obstacles to achieving implementation of IMP recommendations and developments in such areas as training, legislation and cooperation.

In October 2004, UNFPA launched, together with the IMP, the joint publication “Meeting the Challenges of Migration: Progress Since the ICPD” at a Round Table on International Migration and Development: The Challenges Ahead. The report highlights the linkages between migration and population and development issues, discusses developments in this area since the adoption of the ICPD Programme of Action in 1994 and points to some of the challenges that lie ahead.

UNFPA is a strong advocate for the collection of reliable data to inform policy and programme planning. The Fund supports data collection efforts, including improving the collection, analysis and effective use of migration data. UNFPA supported the Migration Data Pilot Project implemented by IMP to facilitate the collection, analysis and exchange of migration data. The Fund especially advocates for the collection of disaggregated migration data in order to, *inter alia*, obtain a better picture of the flows of the different categories of migrants, a better understanding of the determinants of migration, and more information on the feminization of migration.

Addressing the challenges of international migration requires a high degree of coordination and inter-State cooperation and collaboration both regionally and at the international level. It requires an awareness and understanding of the social and economic implications of migration, the political will to manage migration flows and to address the consequences of migration, institutional capacity and trained staff, and resources to manage migration flows.

UNFPA looks forward to continuing its work in this area in cooperation with its United Nations sister agencies and other stakeholders in the field of international migration.



# KEY ISSUES FOR THE UNITED NATIONS HIGH-LEVEL DIALOGUE ON INTERNATIONAL MIGRATION AND DEVELOPMENT, 2006

*International Labour Office*

The International Labour Office (ILO) welcomes the decision of the United Nations to hold a High-Level Dialogue (HLD) on International Migration and Development at the sixty-first session of the General Assembly in 2006. This Dialogue will be the next major multilateral discussion on migration at the global level following the ILO General Discussion on Migrant Workers at the ninety-second session of the International Labour Conference, June 2004—the largest international conference on the subject of migration since the ICPD in 1994. The complexity and the controversial nature of issues surrounding international migration will certainly benefit from high-level international consultations for narrowing down differences and reinforcing areas of convergence.

The ILO General Discussion on Migrant Workers will be of obvious interest to the United Nations High-Level Dialogue and the other forums working in the field. The Office report prepared for the discussion, *A fair deal for migrant workers in the global economy*, and the rich deliberations in the Committee of Migrant Workers have highlighted major issues which need further discussion and elaboration at international level.<sup>1</sup>

The Resolution concerning a fair deal for migrant workers in the global economy adopted by the International Labour Conference represented “*a major achievement that serves as a milestone for the future*” in the words, Mr. Juan Somavia, the ILO Director-General.

The purpose of the United Nations High-Level Dialogue is “to discuss the multidimensional aspects of international migration and development in order to identify appropriate ways and means to maximize its development benefits and minimize its negative impacts” with “a strong focus on policy issues”.<sup>2</sup> The theme of migration and development is now receiving greater attention internationally. Although there is still limited research on the subject, many international and regional agencies are now looking closely at the issues. The ILO is glad to note that the Secretary General’s annual reports to the General Assembly have played a pioneering role in promoting this debate. The ILO has identified several important issues to be considered by the High-Level Dialogue below.

## A. KEY ISSUES TO BE TAKEN UP AT THE HIGH-LEVEL DIALOGUE

### *1. Equitable sharing of gains of international labour migration*

ILO has consistently sought to forge an international consensus on international labour migration to ensure that it contributes to growth and development processes. There is now increasing global recognition of positive contributions of migration through remittance flows, transfer of investments, technology and critical skills, and transnational communities. Some perceive migration to be part of livelihood strategies for the poor. Nonetheless migration policy involves some trade-offs for source and host countries as well as for migrants themselves since it has both positive and negative consequences. The challenge is how to manage migration in such a way that the positive effects are maximized, making it a win-win phenomenon for all.

While fostering mobility may benefit all countries, it is important to ensure more equitable distribution of benefits. One perspective is to promote circular migration and transform unilateral flows into virtuous cycles which benefit all parties concerned. These processes cannot be left totally to the market, and state interventions are often necessary (e.g. to monitor recruitment, to promote investments in critical skills, ensure recognition of skills, reduce transactions costs, among others).

It is probably true that remittances can play a large role in the development process, but there are countries receiving large volumes of remittances year after year which are yet to achieve sustained growth. It has often been pointed out in the literature that remittances are now a bigger flow than development aid. However it should clearly not be seen as an alternative to foreign aid. Another concern relates to the increasing flow of skilled migration, primarily from South to North. Starting initially with IT and knowledge workers, the latest concern is about the exodus of health workers, particularly nurses. The ILO has carried out important research on the impact and policy responses to skilled migration.<sup>3</sup> An ILO-OECD technical workshop on the problem<sup>4</sup> concluded that only comprehensive solutions can have an impact on equitable sharing of gains from skilled migration based on four principles: efficiency, equity, sustainability and ethical considerations. Sending countries should focus on upgrading working conditions and living environments and on better managing human resources, while receiving countries should focus on policy coherence, especially between migration policies and policies on development co-operation.

## *2. Policies for orderly migration recognising labour market needs and protecting migrant workers*

Current international migration movements are complex, and do not represent a simple South to North flow. There is a considerable movement within the South between low income countries and middle income countries in Africa, Asia and Latin America. This reflects the fact that at every level of development, there are some segments of the labour market where domestic supply does not always expand, or respond inadequately to demand. Close to half of the 86 million estimated number of economically-active migrants are in developing countries. Many middle income developing countries are already significant host countries, but this fact is often not recognized in their legislation or in their policies. Even least developed countries such as Nepal and Mongolia receive migrant workers though they are primarily labour-sending countries.

Migration is often a response to labour market disequilibrium which happens in all countries irrespective of level of development. Given projected demographic trends such as population decline and ageing, the indications are that there will be a continuing demand for migrant workers in developed countries. The Plan of Action adopted by the International Labour Conference highlighted the need for opening up more regular labour migration avenues to meet foreseeable short and long term labour market shortages, and to minimise irregular migration.

Many economists have argued that large benefits can accrue to the world economy through liberalising movements of people. The same is of course true at regional levels when greater freedom of movement of labour is allowed in the context of economic integration. Yet labour mobility is still limited in many regions due to poor harmonization of policies and regulations.

Trade, especially trade in services, presents a vast untapped potential, especially under GATS Mode 4: movement of natural persons.<sup>5</sup> Since the latter involves the temporary movement of labour, it should not result in permanent loss of critical skills and could also allay fears in receiving countries about more permanent settlement. However it is only with respect to the skilled that there is willingness among States to liberalise admissions, whereas the biggest gains can come from the movement of the less skilled. Acceptable rules have yet to be negotiated concerning these movements given their implications for labour rights and standards, among others. The High-Level Dialogue could address the gap between migration and trade policies, and consider how trade in services under Mode 4 can be made the subject of greater agreement among states.

Rescuing migration policies from the demands of street politics will require an informed debate that can reach a broad social consensus—reaching agreement among representatives of those who stand to gain and those who stand to lose from migration. These are the employers, the workers, and the Government representing the larger society, and also the broader civil society. Social dialogue among all these stakeholders can help form a sound approach that commands broad support.

### *3. Protection and integration of migrant workers: an unfinished agenda*

The 2003 ILO global survey of labour migration policies and practices<sup>6</sup> points clearly to the fact that sound policies in both origin and destination States make a difference to the protection of the workers, and to achieving gains from migration. Despite the positive experiences of many migrant workers, a significant number face undue hardships and abuse in the form of low wages, poor working conditions, virtual absence of social protection, denial of freedom of association and workers' rights, discrimination and xenophobia, as well as social exclusion.<sup>7</sup> These developments erode the potential benefits of migration for all parties, and seriously undermine its development impact. ILO has identified the most vulnerable workers to abuse of human and labour rights to be: women migrant workers, especially domestic workers, migrant workers in irregular status, and trafficked persons. The UN Resolution also recognized the need to enhance international cooperation to ensure that "the human rights and dignity of all migrants and their families, in particular of women migrant workers, are respected and protected".

The ILO's Conventions and Recommendations still constitute the most important building blocks for the protection of migrant workers at the international level and they remain largely relevant, even if there are some gaps. The ILO core conventions apply to all migrant workers regardless of status. The two ILO Conventions on migration—the ILO Migration for Employment Convention of 1949 (No. 97) and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143)—together with the 1990 International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families provide a broad legal framework for migration policy and practice covering most issues of treatment of migrants and of inter-State cooperation on regulating migration. However, for these standards to make a palpable impact on the conditions of migrant workers, and migration management, such principles must first of all be applied, and access to justice ensured and, secondly, migration processes must be amenable to management and regulation.

The High-Level Dialogue will be an opportunity to review ratification and implementation of these relevant international norms, and how support to States and stakeholders can be enhanced to ensure that legal norms are effectively applied, so that migration is indeed regulated under rule of law.

Integration is among the most difficult challenges raised by international migration today. ILO and other research have established poor integration of migrants in host societies reflected in high unemployment rates of migrant workers, lack of recognition of their skills and experience, serious employment problems faced by second generation migrants, and growing xenophobia. In the European countries, ILO research found net-discrimination rates of 35 per cent among the migrant workforce. The integration policy dilemmas faced by many States are rarely separable from more general debates on discrimination. Successful integration will also depend on success with curbing racism and xenophobia. The growth of temporary labour migration in many parts of the world poses special problems about integration since current state policies regarding temporary status prevents their integration. Many countries have yet to adopt effective approaches to integrating immigrant workers and their families; the High-Level Dialogue offers an opportunity to share effective practices and give impetus to implementation of the guidelines and programme of action adopted by the 2001 World Conference on Racism.<sup>8</sup>

### *4. A multilateral framework for governance on international migration*

Closely related to all the above issues is the role of a multilateral framework in promoting gains from cross border movements of people for all parties concerned. Indeed, in practically every region, the rising mobility of people in search of decent work and human security has been commanding the attention of policy makers and prompting dialogues for multilateral cooperation on how to harmonize policies on the movement of migrant workers and on the protection of their rights. The report of the World Commission on the Social Dimensions of Globalization has drawn attention to the rising significance of cross border movements of workers in the global economy, its potential for good, and the need for dialogue on the ground rules by which to insure that the gains from migration are shared more equitably with the workers and among nations.<sup>9</sup>



It is interesting to note the increasing convergence of ideas on the need for a multilateral framework. The activities of the Geneva Migration Group<sup>10</sup>, the Berne Initiative, and the Global Commission on International Migration further demonstrate that the ILO's own process of reflection is part of increasing international consideration of whether some form of framework is needed to maximize the potential benefits of cross-border movement of people for migrants and their families, and for their countries of origin and destination, while minimizing the drawbacks and costs.

The Plan of Action adopted by Government, employer and workers delegates at the 2004 ILO Conference also called for the development of a non binding multilateral framework for a rights based approach to labour migration and the establishment of an ILO dialogue on migration in partnership with international agencies. The ILO instruments mentioned above will provide the framework for a rights based approach.

By 2006 when the High-Level Dialogue takes place, some of the above processes would have been completed, and proposals elaborated. They will provide a solid and concrete basis for the High-Level Dialogue to consider options and deliberate on how to move forward.

## B. ILO RESPONSES

The majority of world's migrants are economically active (migrant workers), and therefore, the whole gamut of ILO activities in the world of work apply to them. The ILO approach to migrant worker issues consists of several aspects.

- Multidisciplinary and multisectoral approach

The ILO's broad mandate in labour issues and promotion of social justice has equipped it well to deal with multidisciplinary aspects of international migration covering diverse issues such labour markets and employment, poverty alleviation, gender concerns, social protection and social security, international labour standards, and social dialogue. ILO's overarching framework of 'decent work for all' embraces these diverse aspects, and can be applied to the issue of migrant workers. An example is the incorporation of migrant worker protection in the *Decent Work Pilot Programmes* in Bangladesh and in the Philippines. Similarly the Social Finance Unit works with MIGRANT in enhancing the developmental impact of remittances through means such as lowering transfer costs and their productive utilization.

- Tripartite approach

The ILO offers a unique tripartite framework for migration policy development and implementation since employers and workers have a direct stake in migration issues. The ILO Bureau of Workers is working closely with MIGRANT on the protection of workers.

- Normative approach based on ILO standards

Unless otherwise specified, most ILO instruments apply to migrant workers as well. The ILO core conventions relating to core labour standards apply to all migrant workers irrespective of their status. The ILO Migration Programme works in close collaboration with the Standards Department in matters relating to migrant worker instruments.

- Strategic partnerships

The ILO recognizes the complexity of the international migration scene today, which has moved far beyond migration for employment or migrant workers only. It is therefore, important to join hands with other agencies working on similar issues (IMP, IOM, UNCHR, UNHCR, among others). The ILO works closely with IOM at global, regional, and national levels in promoting more effective governance of labour migration. The ILO signed a MOU with the European Commission in July 2004 to reinforce their joint efforts to reduce poverty and improve labour conditions in developing countries. This partnership will foster close collaboration in the field of development including migration issues. The ILO is working closely with the Council of Europe in a number of areas dealing with migration from the social integration of immigrant workers to designing multilateral agreements on social security.

The following are main areas of ILO activity, which address the identified key issues.

- Building a global knowledge base on labour migration through research, information and an online international labour migration (ILM) database;
- Forging an international consensus on how to regulate migration;
- Provision of advisory services and technical cooperation to Governments and social partner organizations on legislation, policy and administration of labour migration and maximizing the developmental impact of migration.
- Capacity building for officials of Government agencies and social partners in all aspects of labour migration policy and administration, and strengthening social dialogue in the arena of migration;
- Advocacy, promotion and supervision of relevant International Labour Standards;
- Special action programmes to combat trafficking and forced labour, to protect groups at risk, and to promote integration and non-discrimination.

### *1. Building a knowledge base*

Building a knowledge base on international labour migration is the essential starting point for advisory services relating to migration policy and practice. Recognizing that constituent policy-makers and practitioners face constantly evolving realities, ILO research activity has focused on identifying and analyzing new phenomena, trends and issues related to all aspects of labour migration. Selection of research topics is demand driven, based on issues identified in consultations with Government and social partner experts, and in recommendations from specialized tripartite and other conferences and seminars. Recent research has focussed on impact of skilled migration and policy responses, the impact of globalization on labour migration, emigration pressures, regional integration and free movement of labour, irregular forms of migration, and productive use of remittances, patterns of labour market discrimination against migrant workers, and problems of women migrant domestic workers. The findings are regularly disseminated through working papers and the website (<http://www.ilo.org/migrant>).

Given that concrete statistical data is vital for national policy planning and administration, ILO maintains a unique International Labour Migration Database, providing on-line data from more than 80 countries on indicators of labour migration flows, stocks and employment characteristics. This database is coordinated with the EUROSTAT and UNSD to avoid duplication and improve quality. Limited resources and lack of capacity of responding countries has impeded its regular updating and wider participation by countries.

ILO carried out a General Survey on migration law and practice in Member States as part of preparatory work for the International Labour Conference General Discussion. Ninety-three countries responded, and the publication "ILO Migration Survey 2003: Country Summaries", has compiled detailed information on migration laws, policies and practices in these countries.

The ILC Plan of Action has renewed ILO's mandate in this area (see para 33): "*Together with its constituents and, as appropriate, in conjunction with other international organizations, the ILO should continue building a global knowledge base on international labour migration*". The ILO hopes that the United Nations Coordination Meeting will contribute to these efforts through involvement of concerned agencies.

## *2. Forging international consensus and promoting multilateral cooperation*

ILO has consistently made efforts to project a positive image of international labour migration by identifying mutual benefits to source and host countries. Information dissemination is a critical part of this message. The rising emphasis on migration as primarily a labour market and economic concern rather than a security concern in current international policy discourse certainly coincides with increased ILO activity on migration.

In working towards this consensus, ILO is working with regional and international agencies active in the field of migration. The ILO has played an active role in the Berne initiative, participating in its Steering Committee and in preparing documents. It cosponsors the inter-agency International Migration Policy Programme together with the IOM, UNFPA and UNITAR. It is a co-founder of the Geneva Migration Group of heads of international agencies established in 2003 to enhance dialogue and cooperation among the main United Nations and international agencies concerned with migration.

ILO contributes actively to United Nations forums and mechanisms addressing migration policy, including the Commission on Human Rights, the General Assembly, and the Special Rapporteurs on Human Rights of Migrants and on Rights of Non-Nationals.

The ILO Director General briefed his counterparts in the Geneva Migration Group on the conclusions of the International Labour Conference and sought and obtained their support and cooperation for the elaboration of the non-binding multilateral framework. The ILO has also obtained expression of support of the European Commission in carrying out the Plan of Action, in particular in developing the multilateral framework based on best practices, as well as in providing technical cooperation on labour migration management in third countries and in the EU.

The Office is continuing the work of identifying best practice models which can go into the framework and is working closely with other international organizations like IOM, UNHCHR, UNHCR, UNESCO and UNODC, with OECD and EC, migration research centres, and others which are also engaged in related efforts to evaluate and document the experience with various approaches to migration governance. MIGRANT is involved with overseeing some of the research commissioned by the Global Commission on International Migration, and the ILO's regional bureaus play an active part in the regional consultations organized under the auspices of the Global Commission and the Berne Initiative. The ILO believes the United Nations Third Coordination Meeting on International Migration will prove to an effective forum to solicit support of the participating organizations for ILO's Plan of Action, particularly the multilateral framework of guidelines and best practices.

## *3. Technical cooperation*

Technical cooperation is re-emerging as a core ILO service to members in the field of labour migration. Cooperation by the Office offers the comparative advantage of reinforcing a comprehensive and integrated approach in national policy, legislation and practice.

Two main approaches currently characterize ILO technical cooperation activity. One is conducting advisory missions, seminars and/or short-term expert projects at the request of member Governments to address specific needs and situations. Second, in the context of the growing importance of regional economic integration agreements, a new approach by the Office is to launch comprehensive sub-regional cooperation projects offering an integrated package of research, technical advice, capacity building and joint policy elaboration covering all countries within regional or sub-regional economic and political integration spaces. An important objective is to identify common policy approaches and cooperation to ensure that freer circulation of labour serves as a motor to regional integration and development.

An example of the second approach are projects related to migration and development in the African context. In the first phase, a project "Labour migration and development in West Africa" was completed in

2003 with support from the Netherlands. It focussed on migration and development linkages (remittances, diaspora, skilled migration), migration management and improvement of migration statistics. A more comprehensive project "Managing labour migration as an instrument of development" has been recently launched in partnership with the European Commission covering 22 countries in Eastern, Northern and Western Africa. It will undertake comprehensive reviews of legislation, research on migration-development linkages including remittances, the brain drain, and role of transnational communities, policy outcomes, evaluation and training, elaboration of mechanisms to facilitate labour circulation, and sub-regional meetings to promote cooperation.

#### *4. Capacity Building*

The Office has given renewed attention to building the competence and capacity of officials of Government agencies and social partner organizations to engage in labour migration policy and practice. The Office, in cooperation with the ILO International Training Centre in Turin, elaborated a specific tripartite training approach on labour migration. Sub-regional tripartite *capacity building* seminars using this approach were held in Southern Africa, Central Africa and Western Africa in 2002-2003.

ILO is a partner in the inter-agency (ILO-IOM-UNFPA-UNITAR) International Migration Policy Programme, and participated in a number of regional and sub-regional training programmes in Africa and Central Asia-Caucasus.

ILO produces training materials intended to reach much wider audiences as well. The *Information Guide on Women Migrant Workers* was issued in 2003 to enhance efforts of Government agencies, workers' and employers' organisations as well as NGOs in all countries to improve protection, reduce exploitation and abuse and prevent trafficking of female migrants. It includes case studies on good practices in eleven member countries.

The ILO compiled a compendium of anti-discrimination "good practice" measures by employers, unions, Government and NGOs from most European countries, available 'on line' as of September 2004. Evaluations of anti-discrimination legislation and training, a typology of anti-discrimination measures, and a practitioners' handbook will be published in 2004 to assist tripartite ILO constituents in conducting effective anti-discrimination work.

#### *5. Advocacy and promotion of ILO instruments for protection of migrant workers*

International Labour Standards remain the essential foundation for elaboration of national legislation and policy on migration. Recent contrasting experience between ILO and United Nations migrant worker standards demonstrates that active promotion by the Office is the prerequisite to wider ratification and implementation by Member States of its norms. Since 2001, tripartite seminars in Africa, IMP conferences in Africa and Central Asia, and international union consultations have consistently recommended renewed promotion of ILO Conventions 97 and 143. Attention is being given to these and other relevant instruments in ITC training courses and other activities in 2004.

The ILO Migration Survey in 2004 revealed that at least 14 Member States are considering ratification of either Convention 97 or 143. The Office shall give priority to supporting early ratification through such means as offering technical advice on legislation, organizing tripartite seminars to discuss ratification, and disseminating information.

#### *6. Special action programmes*

Another initiative by the Office is to launch special action programmes to target most vulnerable groups of workers such as child labour, trafficked persons and those working under forced labour, and to promote integration and non-discrimination. Effective responses to protection needs of groups especially at risk of abuse and exploitation require programmatic initiatives that international organizations are uniquely able to

implement. These programmes are enabling common understandings, cooperation and effective action across borders and they attract resources and attention that no national or regional effort has achieved.

Following earlier studies in Belgium, Germany, the Netherlands and Spain, research to measure discrimination in employment against migrant workers was conducted in Italy in 2003, supported by the Italian Ministry of Labour/Welfare. Its findings will assist the Government of Italy and social partners to better combat discrimination in employment and implement the EU Directive on racism. An ILO initiated project to enhance tripartite co-operation in facilitating integration and combating discrimination against migrant workers in Europe will be initiated in mid 2004 with support from the European Union INTI fund; a feature will be setting up European social partner forum on integration.

The Special Action Program on Forced Labour (DECL) has focused ILO attention on combating trafficking in migrants and identifying the extent to which migrants are relegated to situations of forced labour. A comprehensive ILO kit on trafficking was prepared in June 2003. To deal with the situation of domestic migrant workers, it has initiated a project on “Mobilizing action for the protection of domestic workers from forced labour and trafficking” in Hong Kong SAR, Indonesia, Malaysia and Philippines.

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#### NOTES

<sup>1</sup>ILO (2004). A fair deal for migrant workers in the global economy, Report VI, International Labour Conference 2004, 92nd Session. Geneva, International Labour Office, <http://www.ilo.org/public/english/standards/relm/ilc/ilc92/pdf/rep-vi.pdf>.

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<sup>2</sup>United Nations Resolution adopted by the General Assembly: 58:208 International migration and development, Fifty-eighth session, 13 February 2004, A/RES/58/208.

<sup>3</sup> see the following for a summary of this research: Lindsay B. Lowell and Alan Findlay. (2002). Migration of Highly Skilled Persons from Developing Countries: Impact and Policy Responses - Synthesis Report, International Migration Papers No. 44. Geneva, International Labour Office; Piyasiri Wickramasekara, Policy responses to skilled migration: retention, return and circulation, Perspectives on Migration: Paper 5e, ILO, Geneva.

<sup>4</sup>ILO-OECD, One step forward for the international mobility of highly skilled workers, Main issues discussed at the ILO/OECD brainstorming meeting on “Migration of the highly skilled. Practical proposals for a more equitable sharing of the gains and proposals for further research”, 26 and 27 May 2003, ILO, Geneva.

<sup>5</sup>Alan Winters, “The Economic Implications of Liberalising Mode 4 Trade.” In: Aaditya Mattoo and Antonia Carzaniga, eds., Moving People to Deliver Services. Oxford University Press and World Bank. New York.

<sup>6</sup>ILO (2004). Migration Survey 2003: Country Summaries, International Migration programme, Social Protection Sector, International Labour Office, Geneva.

<sup>7</sup>ILO (2004). A fair deal for migrant workers in the global economy, op.cit.

<sup>8</sup>United Nations, World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance: Declaration and Programme of Action, Durban, South Africa, 31 August - 8 September 2001, United Nations.

<sup>9</sup>The report concluded that: "A major gap in the current institutional structure for the global economy is the absence of a multilateral framework for governing the cross-border movement of people." ILO (2004). A fair globalization: Creating opportunities for all, Report of the World Commission on the Social Dimension of Globalization. Geneva, International Labour Office, <http://www.ilo.org/public/english/wcsdg/docs/report.pdf>.

<sup>10</sup> Informal group of heads of agencies dealing with migration –ILO, IOM, UNHCR, UNCTAD, UNHCHR and UNODC-meeting regularly in Geneva.

# **MIGRATION AND DEVELOPMENT: THE ROLE OF THE WORLD BANK**

*The World Bank*

Migration can have an enormous impact on poverty reduction, the core goal of the World Bank. Facilitating increased migration, in a way that contributes to development, should be a major concern of the international community. The Bank's role in improving the development impact of migration includes research, policy-oriented analysis, communications and lending operations. In the initial phase, the paucity of data and analysis pertaining to developing countries means that the emphasis will be on research and policy analysis, although in a number of subject areas, concrete policy objectives can already be identified. This note reviews some of the key issues concerning the development impact of migration and notes the Bank's likely activities on them.<sup>1</sup>

Critical issues include how to react to the emigration of highly-skilled persons (the brain drain), the rules governing the temporary movement of workers (Mode 4 of the GATS), efforts to protect migrants from exploitation, and improvements in the financial infrastructure surrounding remittances. Migration is sensitive to the quality of the investment climate and to economic and political conditions in general, so that all domestic policies and institutions play a role in influencing migrants' decisions. These broader issues are not discussed here, however, since we focus on issues that more directly impact migration and its effects.

## **A. REMITTANCES**

Remittances received by developing countries are estimated at \$93 billion in 2003, up 14 per cent from the previous year and approximately three times the level of 1990. Remittance flows have proven to be a more stable and reliable source of foreign exchange than other forms of capital flows. Moreover, these official data omit substantial remittances flows made through informal channels. Officials in major fund transfer agencies argue, based on the size of funds that flow through their system, that unrecorded remittances may be larger than recorded remittances.

Among the critical issues in attracting remittances and using them productively is to establish an appropriate investment climate, for example establishing a market-based exchange rate and strengthening the coverage and soundness of the banking system. These are important policy questions for all countries, whether they receive remittances or not, and so do not call for specific migration-policy responses. Indeed, the result reminds us that policy interventions directly aimed at stimulating remittances and their investment are unlikely to be effective unless located in an appropriate macro and policy context.

One policy issue that is specific to remittances concerns the fees charged by money transfer agents, which appear high compared to the actual cost of technology, labor and currency exchange commissions. It is not uncommon, for example, to find remittance costs of 20 per cent for making small transfers, as well as lengthy processing times. These high fees are in part a natural market phenomena, reflecting the large investments required for money transfer systems, including a widespread branch network in both source and recipient countries. Nevertheless, there may be some scope for government intervention to bring down fees. Remittance costs could be reduced by improving transparency in remittance transactions, introducing electronic card based transfer systems, harmonizing payment systems, easing reporting requirements, enabling remittance senders to "bundle" remittances so that larger amounts are sent although less frequently, and improving competition among remittance service providers.

A major analytical effort is underway to identify the impact of remittances on poverty and income distribution. The key challenge is to infer what the migrant would have done and earned had he/she remained behind at home. Among others are those of collecting coherent data on remittances and remitters, analyzing how remittances impact spending patterns and detecting whether remittance-receiving households are more entrepreneurial or sophisticated financially.

Improving the financial infrastructure underlying remittances is a major potential area for the Bank lending and policy advice on migration. The Financial Sector Network is pursuing a program to increase the Bank's experience and capacity on remittances, and enhance the quality and the flow of policy relevant information on migrant remittances among multilateral and bilateral organizations and market participants. The Bank is also supporting improvements in reporting and record keeping of informal money transfer networks. Registering informal dealers and establishing a paper trail for remittance transactions could strengthen countries' efforts to control money laundering and reduce fraud and abuse, as well as fostering financial development in recipient countries. The main theme of *Global Economic Prospects 2006* (which will be released late 2005) will be means of improving the development impact of remittances.

## B. TEMPORARY MOVEMENT OF WORKERS AND THE GATS

The liberalization of the temporary movement of service workers is being negotiated as Mode 4 of the General Agreement on Trade in Services (GATS) on a most favored nation basis.<sup>2</sup> While these labor flows are not viewed as migration (which refers to more permanent settlement), they can lead to migration, and the arrangements governing temporary movement of workers are influenced by views, policies and procedures on migration. While liberalizing the rules governing the movement of temporary workers holds tremendous potential for developing countries (Winters and others, 2003), the commitments made so far have been modest, and refer almost exclusively to high level personnel, rather than the medium- and low-skilled workers that are in much greater supply in developing countries.<sup>3</sup> There are several reasons for this lack of progress. Governments have been reluctant to undertake permanent commitments to accept temporary workers when employment demand varies with cyclical conditions, and when several industrial countries are facing difficulties in integrating existing immigrant communities into their societies. Also, the strong regional character of migration patterns creates domestic political support for programmes that favor neighboring countries, and bilateral labor agreements usually provide more flexibility to take into account changing economic conditions and trends in migration. By contrast, Mode 4 commitments are necessarily open to all countries on a most favored nation basis. Finally, concern that temporary workers will overstay their visas may reduce the attractiveness of Mode 4 arrangements, although administered schemes for temporary movement could help reduce the number of undocumented workers by making available legal, temporary foreign workers for seasonal activities. The Bank will continue its analysis and research on temporary movement and also its advocacy for steps to reap the development gain from Mode 4 as discussed, for example, in *Global Economic Prospects 2004*.

## C. TIES TO THE DIASPORA

Maintaining ties to the diaspora can boost access to markets in receiving countries, help sending countries encourage return migration of skilled workers, and enhance the flow of finance and knowledge. The Bank's overall research and country analysis programmes include cooperation with developing country research groups, which can improve the relative attractiveness for highly-educated individuals of remaining in their home country. The task force on low-income countries under stress recommended that the Bank expand to other countries the diaspora initiative begun in the context of Afghanistan. Another issue to investigate concerns whether Bank-financed technical assistance could be used to encourage the return of nationals living abroad.

#### D. COPING WITH THE EMIGRATION OF HIGHLY-SKILLED PERSONS

The “brain drain” is an old concern, but the emigration of highly-skilled workers has probably increased over the last two decades, partly encouraged by the ‘quality selective’ policies in several receiving countries (Kanbur and Rapoport, 2003). The size of the “brain drain”- if that is what it is – varies across developing countries: for 22 of the 33 countries in which educational attainment data on migrants can be estimated, less than 10 per cent of the tertiary-educated population had emigrated. However, a handful of countries located have experienced the emigration of a large share of the best educated (Adams, 2003). The IOM estimates that for 40 per cent of African countries, more than 35 per cent of citizens with college education reside abroad (Desai, Kapur and McHale, 2001). Bank research aims to refine these estimates, as well as to estimate their effects on growth, foreign direct investment and international trade.

While the benefits to those migrating are considerable, whether the population remaining in developing countries tends to benefit or lose is unclear. The emigration of people with scarce skills can reduce potential growth if their presence would have generated positive externalities (for example, through institution-building or the provision of on the job training), can increase inequality as the earnings of remaining highly skilled workers rise and those of the less-skilled fall, and implies a loss of potential tax revenues. On the other hand, emigration of highly-skilled persons may generate benefits in the form of remittances; return migration after the acquisition of skills, knowledge, technology transfers, and capital; the creation of business networks; and increased trade and foreign direct investment. A more controversial argument is that the prospects for skilled migration raise the potential return to education, thus increasing the demand for education (see Ellerman 2002 or Commander, Kangasniemi and Winters, 2004, for discussion).

The balance of costs and benefits from brain “drain”, “gain”, “waste”, or “circulation” is largely unknown and requires much further research (see, for example, Kapur and McHale, 2004). Hence appropriate policy is difficult to define. It also raises formidable practical difficulties: for example, arrangements to tax nationals located abroad have rarely succeeded,<sup>4</sup> programmes to require domestic service as a condition of government-financed education are difficult to enforce and may reduce education incentives, and raising salaries for government service in professions is expensive and of uncertain effectiveness. The potential for migration may, however reinforce the Bank’s emphasis on increasing cost recovery and greater reliance on credit programmes to finance education.

#### E. THE PROTECTION OF MIGRANTS

The illegal traffic in labor may involve 6 million people (Wickramasekera, 2002), and absorb some \$12 billion per year. It also can create dangerous and exploitative situations, for example, the loss of life along the U.S.-Mexico border, the treatment of migrants as indentured servants until they are deemed to have paid back the cost of passage, and the use of misleading information to lure migrants overseas and then force them into jobs in the sex industry. Some legal mechanisms to facilitate migration may be subject to similar abuse, such as permitting labor brokers to keep the passports of the worker they provide (Pritchett, 2003).

In addition to avoiding extreme situations, protecting the rights of migrants encompasses ensuring that they are treated equally under the law in the receiving country. The extent of protection that is normally provided differs according to receiving country practices. For example, in the United States immigrants may or may not have access to social services (or some services but not others), depending on many factors, including their legal status. In Germany, immigrant workers have the same right to social services, including unemployment insurance, health insurance, pension funds, children’s allowances, rent subsidies and welfare assistance, as nationals (Werner, 2000). Further analytic work on how the provision of services affects incentives to migrate and the length of stay would help provide a solid grounding for government policies.



Economic research on migration has been prolific in some areas, in particular the impact of immigrants on labor markets in industrial countries. However, the absence of adequate data, and perhaps a lack of interest on the part of industrial country researchers, has limited research on the implications of migration for developing countries.

## F. CONCLUSION

The World Bank's research and policy analysis programmes aim to understand the issues raised above and to identify policies and institutional reforms that will improve the development impact of migration. This will then lead on to policy advice and lending operations as appropriate. One aspect of the program will be to encourage migration research in developing countries, through the hiring of consultants and partnership with<sup>5</sup> research organizations in the developing world.

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### NOTES

<sup>1</sup> No attempt has been made to list all papers and operational activities at the Bank that touch on remittances.

<sup>2</sup> This section is based on Global Economic Prospects 2004.

<sup>3</sup> More than 40 per cent of Mode 4 commitments are for intra-corporate transfers, and another 50 per cent cover executives, managers and specialists, and business visitors.

<sup>4</sup> Mandatory earmarking of remittances failed in Bangladesh, Pakistan, the Philippines, and Thailand, but the Republic of Korea did succeed in the taxation of temporary workers sent to the Middle East (Lowell, 2001). The United States does impose taxation on a nationality, rather than residence, basis, but developing countries would find such arrangements difficult to administer and enforce. More general proposals to share the tax payments by foreigners with their country of origin lack support in receiving countries.

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## DEVELOPING THE DIASPORA

*Asian Development Bank*

### A. BACKGROUND

A key issue that should be considered in the High-Level Dialogue scheduled to take place during the sixty-first session of the General Assembly in 2006 is the challenge of better using diasporas to contribute to development thinking and financing. Developing nations have long worried about the economic impact of losing their best and brightest people to the opportunities presented in richer countries. This “brain drain” does affect economies. But increasingly the effect is positive, and the new focus is on “brain gain.”

Instead of worrying about the outflow of workers, Governments in developing countries should be looking for ways to help talented and ambitious people make the most of their skills—both at home and abroad.

The monetary contribution of overseas workers to economic development and poverty reduction in their home countries is clear. In 2002, official remittances by such workers totaled \$88 billion. Unofficial flows were perhaps as much again. These figures dwarf flows of official development assistance.

But these workers send home much more than cash. The distinctive contribution by technical and professional workers to their homelands should also be recognized.

The stunning growth of India’s software industry is a strong example. The industry has created 400,000 new software jobs in India and it exported over \$6 billion worth of goods and services in 2002. There are many reasons for this success including favorable telecommunications policies and a skilled, affordable workforce.

The role of India’s diaspora has also been critical. Nineteen of the top 20 Indian software businesses were founded by or are managed by professionals from the Indian diaspora. The industry relies for new ideas, new technologies and new markets on diaspora-led professional organizations in India and abroad, and diaspora-led subsidiaries in key markets such as the United States.

The technology sectors in Taiwan Province of China, the Republic of Korea and People’s Republic of China (PRC) have also expanded rapidly, relying in large part on diaspora professionals from the United States.

This pool of talent living overseas is playing an increasing role in developing business opportunities and public services in a large number of countries. Filipinos working in the United States, for example, provide professional and financial support for medical services and e-Government in the Philippines. In Afghanistan, many top Government leaders are from the diaspora. A number of web-based, diaspora networks now facilitate commercial investments and public service by members for the benefit of their home country.

At another level, diaspora entrepreneurs and investors can play a critical role in bringing new ideas and ways of doing business to their nations. By sharing new knowledge and fusing it with local customs they can help speed the adoption and acceptance of positive change. As citizens, or at least ethnic cohorts, they can deflect criticism that capitalism is a foreign import.

Despite the many benefits overseas workers and returnees can bring their homelands, there are also challenges. Returnees, for example, may be resented for leaving home in a time of national conflict and

then returning with greater prestige and earning power than those that struggled behind. In Afghanistan, for example, some people call professional returnees “dog washers,” implying that their jobs abroad were more humble than the lofty positions they now hold at home. In Viet Nam, many returnees originate from the south of the country making it awkward to work with some officials from the northern-dominated Government.

## B. ADB SUPPORT

To overcome these challenges governments in both developed and developing countries need to work harder to ensure that the benefits derived from the work and contribution of overseas workers and returnees are clear to all parties. Asian Development Bank (ADB) is supporting regional Governments in this regard by carrying out two ongoing studies.

The first builds on the fact that many types of distant, cooperative work are now possible, as demonstrated by numerous international research projects, and by the daily operations of multinational corporations and non-governmental organizations (NGOs). Although expatriate specialists have always had limited links with their originating countries, new technologies make it possible for these links to become systematic, dense, and multiple.

Among the associations for the Asia-Pacific region linking developing member country (DMC) expatriate specialists with their countries are Rebuild-Afghanistan.com,<sup>1</sup> Worldwide Indian Network, the Global Korean Network (Republic of Korea), Brain Gain Network (the Philippines), and The Reverse Brain Drain Project (Thailand).<sup>2</sup> All of these have the explicit purpose of connecting the expatriates among themselves and with their country of origin, and of promoting the exchange of skills and knowledge. They were all set up in the 1990s, and use the Internet as the main tool for promoting and making visible the networks to potential network members.<sup>3</sup> Some have made important contributions to poverty reduction work in their home countries.

All these networks facilitate the transfer of knowledge from highly-skilled expatriate nationals through joint developmental projects with Government agencies, businesses and NGOs in their countries of origin. For example, the Philippines Brain Gain Network has helped create companies in the Philippines, provide consulting services to Filipino corporations, Government agencies, and universities, and helped encourage foreign companies to set up Philippine branches. East-Timor’s ETRA is carrying out research and advocacy to better treat and prevent diseases such as tuberculosis and dengue fever that are endemic, with the greatest risk to the poor. These and other networks may also contribute to regional and global initiatives such as the Convention on Long-Range Transboundary Air Pollution forums on air pollution. While most partnerships to date have linked diasporas with private companies in developing member countries,<sup>4</sup> there is considerable potential for expanding links with the public sector as well. Although United Nations agencies<sup>5</sup> have recently expanded partnerships with such networks, ADB’s experience is limited. ADB could partner with such networks to secure world-class expertise appropriate to the cultural context of developing member countries, and to better link what are often *ad hoc*, charitable contributions of diaspora networks with development strategies.

In response to these trends, the goal of the first, ongoing ADB study is increased use of associations of highly skilled expatriate nationals in transfer of knowledge and capacity development, and improved awareness among developing member countries of the benefits of such practices. The purpose is to complete a detailed review of such knowledge transfer experiences in and Afghanistan, People’s Republic of China and the Philippines to promote more extensive applications in these and other developing member countries, and to explore innovative means of using of these networks for knowledge transfer that would otherwise be carried out by non-diaspora consultants under contract. Such knowledge transfers can increase the development impact of remittances, and are valuable in their own right. The studies are all underway, in consultation with the respective diaspora organizations, and will be concluded in 2005.

A second study focuses on enhancing the remittances of overseas Filipino workers. The main objectives are to review the flows of remittances, and to identify constraints in the policy, regulatory and institutional framework that impact these flows. The study will then develop proposals to address the identified problems and constraints with the goal of possibly increasing remittance volumes, facilitating the shift from informal to formal channels, and where applicable, encourage the use of remittance proceeds for sustainable poverty reduction. The final report is going through the formal approval process with the Government of the Philippines, and should shortly be available for public release.

In addition to this ongoing work, ADB is making plans to carry out a follow-up study on remittances that will review remittance flows among Hong Kong SAR, Indonesia, Japan, mainland China, Malaysia, the Philippines and Singapore and identify policy, regulatory and institutional factors that affect these flows. It will make recommendations to encourage greater remittance flows channeled through formal channels.

Although the detailed recommendations of these studies are still being formulated, it is clear that more governments need to follow the lead of China, and the Philippines in providing extensive support to overseas workers. At the same time, these countries should improve the business climate for diaspora investors with improved regulation and stronger moves against corruption. With creative thinking and determination, all sides can benefit.

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NOTES

<sup>1</sup>See <http://www.rebuild-afghanistan.com>. Accessed 6 October 2004.

<sup>2</sup>See <http://rbd.nstda.or.th>. Accessed 6 October 2004.

<sup>3</sup>See Meyer J-B, Kaplan DE & Charum J., "Scientific Nomadism and the New Geopolitics of Knowledge", *International Social Sciences Journal*, No. 168, June 2001; and Jean-Baptiste Meyer and Mercy Brown, "Scientific Diasporas: A New Approach to the Brain Drain" Prepared for the World Conference on Science UNESCO – ICSU Budapest, Hungary, 26 June-1 July 1999, online. Available at <http://www.unesco.org/most/meyer.htm>. Accessed 6 October 2004.

<sup>4</sup>Cf. UNDP (2002). *Capacity for Development: New Solutions To Old Problems*. Sakiko Fukuda-Prr, Carlos Lopes, and Khalid Malik, eds. New York: pp.256-259.

<sup>5</sup>For example, the Ayala Foundation (Philippines-USA) supports, in partnership with the World Bank, the CISCO Networking Academies in Laguna and Cebu.



**POSITION PAPER IN PREPARATION OF THE HIGH-LEVEL  
DIALOGUE ON INTERNATIONAL MIGRATION  
AND DEVELOPMENT IN 2006**

*International Centre for Migration Policy Development*

**A. EXISTING MULTILATERAL COOPERATION ON MIGRATION**

Over the last decade, migration has become one of the top priorities on the policy agenda of many States. Reflecting their growing importance at the local and national levels, migration issues have gradually become the subject of policy discussions and policy coordination in bi-lateral, multilateral and regional policy fora. Migration has thus truly become an issue of international concern and it is therefore highly fitting that the General Assembly of the United Nations will address the issue in its High-Level Dialogue on International Migration and Development in 2006.

*1. Regional and Multilateral Migration Cooperation*

Prior to the 1990s there was little international coordination and cooperation regarding the formulation and application of national migration and asylum laws and policies. Since then, however, progress in multilateral cooperation on migration has been tremendous. Within the European Union (EU), for example, migration and asylum matters have progressively become “communitized” during the 1990s and the new EU treaty framework currently under negotiation foresees an even stronger thrust on a unified asylum and migration system.

Parallel to these developments in Europe, but outside the formal structures of the EU, international cooperation on asylum and migration has been no less intense and, at times, more proactive and effective, indeed preceding many policy measures that have later been incorporated into official EU policy. To mention just one, the Budapest Process, for which International Centre for Migration Policy Development (ICMPD) serves as Secretariat, has been an efficient tool for preparing the Central and Eastern European Accession Countries for their entry into the EU and still serves as the most important policy platform for migration cooperation in the larger geographical area, called the “Wider Europe”.

In the last two years, ICMPD has started a process to extend the Budapest Process to include the countries of the Commonwealth of Independent States (CIS) and is also active in establishing an informal network to prevent irregular migration over the Mediterranean, together with Algeria, Egypt, Lebanon, Libya, Morocco, Syria, Tunisia and Member States of the EU.

Outside Europe there have been similar models of international migration cooperation. To name but a few, the Puebla Process in the Americas, the Asia-Pacific Consultations, the Bali-Conference, the South African Migration Project and the 5+5 Process across the Mediterranean, while individually different in scope and outlook, all provide important lessons for multilateral migration cooperation.

Beside these inter-governmental policy processes on migration, a number of international organisations continue to cover important aspects of international migration. These include the ILO (labour law, protection of migrant rights), UNHCR (protection of refugees), the Council of Europe (protection of refugees and migrants and general migration policy activities), IOM (general migration issues, transport of migrants), OECD (labour market analysis and the implication of migration), ICMPD (general migration policy development and intergovernmental cooperation) and the OSCE (anti-trafficking activities).

## *2. Towards a Global Migration Regime*

In the last few years, the search for viable migration regimes has gone one step further and has now reached the global level. Building on the progressive maturity of the international organisations and the regional processes indicated above, and drawing on the first discussions of migration policy cooperation on the global level within the Berne Initiative, the United Nations Secretary-General last year initiated the Global Commission on International Migration (GCIM), which has started its work in January 2004.

The GCIM, which is expected to issue its final report to the Secretary-General in mid-2005, aims to bring international migration issues to the top of the global agenda, to analyze shortcomings in approaches by Governments or other bodies to migration, and to make practical recommendations on strengthening the governance of international migration.

These positive developments in multilateral cooperation for managing migration do not mean, however, that migration has become less contentious and more manageable by now. Rather, they are a reflection of the growing challenges posed by migration, which can only be addressed by more coherent, multinational efforts.

Thus, important achievements towards the development of sustainable migration regimes have already been made and it is from this basis that we must address future challenges. Nevertheless, there continues to exist a “management gap” in international migration, that is, a gap in management capacities at the international level for the handling of increasingly complex migration processes.

### **B. ENHANCED MULTILATERAL COOPERATION ON MIGRATION**

#### *1. Defining the level and issues for cooperation*

In future, as in the past, international cooperation on migration will take place on several levels, according to the actors, issues and interests involved. These levels range from cooperation on the local and sub-regional levels to the bi-national and multinational up to the global level. As in many other matters of national and international politics, the optimal level of policy-making and standard-setting should correspond to the principle of subsidiarity – that is, policy should be made on the lowest level possible and at the highest level necessary.

The easiest way forward for international cooperation on migration is to focus attention only on the “soft issues”, that is the identification of matters of common interests. However, this is no longer sufficient as it severely limits the capacity to address the most pressing challenges that international migration pose today. To the contrary, an essential part of the ongoing work in multilateral migration cooperation must be the identification and open discussion of migration issues where states perceive diverging or even conflicting interests.

In this regard, an essential issue for international cooperation is how States define their own interests in the management and control of regular as well as irregular migration movements. While this is rarely discussed among states, their interests often diverge according to their own perceptions as sending, transit or receiving countries.

Thus, States may have unrecognized and hidden interests behind their official policy stances on a whole range of migration issues, for example, the optimal level of migrants’ rights, the selection criteria for migrant workers, integration, anti-discrimination and dual-nationality issues, border management and migration control, return and readmission and so on.

Acknowledging the multiple interests of States in the management of migration may pave the way for defining general principles of migration management and control that are in the interest of all states involved. For example, in today's dynamic migration environment, the reality of migration movements rarely corresponds to any clear-cut categories any longer and States may have interests as both sending and receiving countries.

To be more concrete, several areas where States often simultaneously perceive common, diverging and overlapping migration interests should be mentioned: temporary versus permanent migration; the immigration of highly skilled migrants and the issue of the "brain drain"; the safe-guarding of asylum systems and refugee protection; regional protection solutions and burden-sharing; State sovereignty and national security; and the return and readmission of own and third country nationals. All these issues are potentially fruitful areas for multilateral migration cooperation, if discussed in an open and frank spirit.

## *2. Defining the scope for cooperation*

Defining the scope for international migration cooperation – what issues are open for discussion and negotiation – is first of all a function of the level of negotiations. Thus, for example, setting specific migration quotas and negotiating agreements on temporary migration systems will mostly be done at the level of bi-lateral migration cooperation as States will rarely relinquish these matters to multilateral bodies.

In other areas, States may choose to cooperate through regional, international or even supranational bodies dealing with limited, well-defined migration challenges. This has been the case, for example, in cooperative efforts to assist incipient asylum and migration management capacities and in strengthening states' migration control and border protection capabilities in Europe.

In yet other areas, States may cooperate through specialised international bodies designed to address migration challenges on a regional or global level by providing humanitarian emergency assistance, refugee protection, technical assistance or funds for targeted development cooperation.

Finally, States might choose to bring migration issues to the highest level of multilateral cooperation and diplomacy by creating a forum for comprehensive negotiations encompassing issues of migration cooperation, trade, development assistance and political and economic integration. However, it is difficult to imagine that such a universal forum for migration cooperation will emerge anytime soon.

Given the wide range of configurations that international cooperation on migration can possibly assume, and the various shapes and forms it has already assumed, it is therefore vital to be absolutely clear from the outset on the three defining dimensions of the upcoming High-Level Dialogue on International Migration and Development: What level of cooperation? What issues are open for discussion? And what scope will the discussions and negotiations encompass?

The answers to these questions will have a decisive impact on the success or otherwise of the emerging global framework for migration management. Will it be possible to discuss only the "soft" issues in international migration cooperation or will there be a global forum for multilateral cooperation that is able to make substantive progress on the "hard" issues of migration management as well? It is high time to pose these questions and find an answer to them. ICMPD, with its expertise and decade-long experience in multilateral migration cooperation, stands ready to assist in this process.





## IOM'S CONTRIBUTION TOWARDS THE HIGH-LEVEL DIALOGUE ON INTERNATIONAL MIGRATION AND DEVELOPMENT

*International Organization for Migration*

The debate over international migration has acquired in recent years a sense of urgency not perceived before. More than ever, the very nature of international migration is in question – is it primarily due to global economic disparities, or is it increasingly a response to globalisation? Is migration desirable, and should it be facilitated? Or is it undesirable and needs to be discouraged? Issues such as the mobility of labour in a globalized economy and the resulting consequences on host and origin societies due to increased human mobility, emerging population and demographic dynamics, as well as enhanced security concerns, including issues related to human security all contribute to the view that the collective capacity to “govern” the migration phenomena is not keeping pace with these fast evolving developments.

Though progress has been made to strengthen regional and international cooperation, including the development of new legal instruments, this does not appear adequate to address in a holistic and coherent manner the contemporary challenges posed by migration. International organizations can provide a platform to facilitate the shaping of a more comprehensive policy framework, overcome existing gaps, help clear misperception and support dialogue and confidence building. The High-Level Dialogue (HLD) called for by Resolution 58/258 of the General Assembly can build on a number of notable developments that have taken place since the Plan of Action of the International Conference on Population and Development (ICPD) was agreed in Cairo 10 years ago. These include International Organization for Migration (IOM)'s International Dialogue on Migration, the Berne Initiative, and the Global Commission on International Migration,

### A. GLOBAL MIGRATION DEVELOPMENTS AND FUTURE TRENDS

Global migration and its developments can be summarized as follows:

- More people are on the move. Migration is increasingly affecting the lives of all people and governments as the number of people on the move continues to grow. Greater population mobility is being affected by increasing economic, political and cultural globalisation. Such globalisation, especially in relation to trade liberalization, global economic integration and electronic communication, has brought about a heightened awareness of life and work opportunities in other parts of the world. In addition, moving has never been easier, with significant advances in international transport.
- There are more types of migration. Patterns of movements, already complex and multidirectional, continue to change as circumstances at the global, regional, national, community and personal level change. Migration is becoming increasingly temporary and circular. There has been an increase in skilled migration, as well as an increase in temporary programmes for lower skilled migrant workers. There is more business migration, migration for study and research and migration for family reunification. Dramatic changes in the demographic make-up of the world's population can be foreseen.
- Migration is increasingly an essential, inevitable and potentially beneficial component of the economic and social life of every State and every region. Moreover, there is an emerging consensus that governments can and must manage migration through international cooperation and policy approaches that address all facets of this complex phenomenon. States are recognising that it is no longer sufficient to address individual aspects of international migration in isolation: they must be brought together in a comprehensive framework.

- International cooperation on migration is now firmly set in train and will increase, but not without disturbances. Countries sharing common interests along geographical and/or thematic lines will form or build on dialogue mechanisms, and these will evolve as interests and alignments change.
- Competition for highly skilled labour is increasing and will continue to do so. Demand for labour at all skill levels will also increase. States, businesses and migrants will need effective mechanisms to match labour needs with supply, and efficient support services to facilitate labour migration.
- Developing countries are increasing their attention to managing the economic and social impact of migration as they benefit from migrant remittances and networks built by their diasporas, but also as they seek to resolve the skills gaps left by departing professionals. The impact of migration on development—and *vice versa*—is also an increasing preoccupation of States, not only through their aid and development sectors, but also through their trade and financial sectors.
- Questions about belonging, dual/multiple nationality, circular migration and the extent of political participation for migrants in their countries of origin, or in countries of residence, continue to increase.
- Fewer countries are homogeneous in population. Multicultural societies are increasingly the norm rather than the exception.
- A significant trend in international migration has been the increasingly visible and diversified presence of women in the various migration categories. Moreover, population ageing in certain developed countries has heightened the demand for services often mostly provided by female migrants. This noticeable role and presence of women across the full spectrum of the migratory flows impact on the role of both men and women, on the families left behind and on the communities of immigration in general. As a result, attention to gender perspectives in the migration discourse has become more pronounced, in recognition that these new patterns may offer both opportunities for empowerment as well as challenges in specifically vulnerable migratory contexts.
- There is a certain degree of constructive friction already identifiable between the need for control and facilitation of movement for trade and business purposes. Security is a contributing preoccupation, which will increase the need for work on identification, verification and integration. The issue of balancing security concerns with due regard for migrants' rights is the one of current concern, as is that of international norms and standards regulating migration.
- The relationship between health and mobility is increasingly being recognised as key to public health in general. Mobility not only affects the health of the people on the move, but also the health of communities in which they stay, whether for long or short periods, and the home communities to which they return. The role of health in successful reintegration is also becoming better recognised.
- There will continue to be population movements caused by push and pull factors such as persecution, natural disasters, insecurity, (relative) lack of economic opportunity, environmental degradation or disaster, sea level rise, shortages of water or services, the attraction to urban areas for rural populations or any combination of these. Such movements, particularly when in large numbers, will often have a substantial impact on governments and communities, including social, health and security. Measures for population stabilization, movement of populations to safety, and return will continue to be needed. This is also likely to include post-emergency activities, such as the reintegration of people, be they refugees, displaced persons or demobilized soldiers. As part of negotiated settlements, there will be specific needs for programmes to compensate people for loss, for example, of property.
- As migration management becomes more effective, there will continue to be a need for advice, for facilitation of dialogue among thematically or geographically linked groups of countries. There will be an ongoing and increasing need for services in the area of labour migration, preparation of migrants through documentation, health, cultural orientation and technical cooperation in all areas of migration management. The links between trade, labour and migration, including their impact on development, will need to be further explored. Information gathering and dissemination will increase in importance for both governments and migrants for decision-making on migration issues.

As a contribution to discussions on how to effectively address the above issues, IOM has developed a schematic model for migration management which clusters migration management activities in the four broad areas of migration and development, facilitating migration, regulating migration, and addressing forced migration. Crosscutting activities include the promotion of international migration law, policy debate and guidance, protection of migrants' rights, migration health and the gender dimension of migration. IOM's own activities, including policy guidance, research, promoting international cooperation, capacity building and technical cooperation activities fall within each of the four boxes identified in the model.

## B. SUGGESTED THEMES FOR THE HIGH-LEVEL DIALOGUE

The High-Level Dialogue (HLD) on International Migration and Development can carefully build upon a number of governmental and intergovernmental initiatives which have been supported or promoted by the United Nations, IOM and other relevant institutions since Cairo International Conference on Population and Development, and could make use of the expertise, savoir faire and networks which have been developed in the course of these initiatives to prepare and organize the HLD, and pursue eventual follow up action if appropriate.

IOM in particular would suggest the following areas as useful themes on which the HLD could focus some of its deliberations.

1. The importance of moving from a uni-dimensional approach to **a comprehensive and cooperative approach to migration management** must be seen as a priority and has been a significant theme of IOM's approach to migration management for several years. Identifying essential component parts of a national migration policy is one important step in the development of a strategy to manage migratory flows. The development of a comprehensive approach would require consideration, among others, of policy elements such as: opportunities for legal migration, effective border management arrangements (for the security of borders, protection against crime, maintenance of the integrity of the asylum system), and acceptance and participation of migrants in the host society. But beyond that, the various component policy elements should be developed to take account of the impact one has on the other, and integrated into a comprehensive whole, capable of managing migration in an orderly manner. The HLD would provide an ideal opportunity for the international community to identify issues of common interest and to provide impetus for more effective coordination at the national level of the numerous government agencies involved in the migration management process. Beyond regional mechanisms, there is obviously an ideal opportunity to assess and consider progress achieved through the significant broader global processes mentioned earlier.
2. An increasingly important element of the Organization's work has been in contributing to better **understanding and dialogue at the regional level, through regional consultative mechanisms or processes**, including in partnership with International Organizations. IOM's involvement in promoting, creating, supporting and contributing to such regional mechanisms has meant that there are now active processes covering virtually the whole world. These mechanisms play a crucial role in strengthening international cooperation by promoting the sharing of information and experiences, and building confidence and partnerships for collaborative action to address issues of common concern. A review of on-going regional processes could be a relevant area for the HLD to consider, particularly as a need has emerged to take stock of their respective agendas and priorities and examine achievements in a cross-comparative manner. On the basis of its well-rooted experience on this subject, IOM could collaborate in the preparation of related agenda inputs and background information papers.
3. The two-way link between **migration and sustainable development** has long been recognized and utilized by some actors in various regions, but for many others this is only now being properly understood and supported. IOM's overall goal with regard to migration and development is to substantively contribute to the work of the international community to harness the development potential

of international migration for individual migrants and societies, consistent with the Millennium Development Goals. This includes the promotion of the role of the diaspora in home country development and the importance of the relationship between countries of origin and their diaspora.

Increasingly, the international community is recognizing and emphasizing the positive effects of international migration for home country development. In December 2003, the General Assembly, at its 58<sup>th</sup> session adopted resolution A/RES/58/208 urging Member States and the United Nations to continue strengthening international cooperation in international migration and development with a view to integrating migration issues more coherently within the broader context of implementing agreed economic and social development goals. Today, migrants are considered as potential agents of development who strengthen cooperation between home and host societies. Migrants contribute to development through remittances, investment and expenditure and can contribute as well through the application in their home country of newly-developed skills, entrepreneurial activities, and support for democratization and human rights.

More attention is also being given to the potential benefits of diaspora involvement in home communities. While a few governments have a long history and a sustained vision of enhancing diaspora engagement in home country development, most governments have only recently begun to examine policies and articulate strategies to enhance these positive linkages.

International migration has fostered the development of transnational networks, which facilitate important cultural, political and economic exchanges that span across borders, and ensure sustainable links between countries of origin and destination. All of these factors (remittances, diaspora and transnationalism) have caused the relationship between migration and poverty to be re-examined. Both ECOSOC and the United Nations General Assembly have increasingly been paying closer attention to the role of the diaspora, also in conjunction with the implementation of the outcome of the International Conference on Financing for Development held in Monterrey, Mexico in 2002.

IOM has been encouraging and supporting the development of networks and programmes among expatriate communities for development purposes and could help identify and organize the participation of representatives from diaspora organizations to the HLD. This could also take the form of an interactive side-event with participation of both government representatives and selected relevant associations.

4. Greater international cooperation is needed to build more **effective regimes to protect the human rights of migrants**, with special attention to the protection of those affected by trafficking and smuggling. It has been remarked that while the existing international architecture for the promotion of human rights principles and laws appears solid, there is a need for advocacy and actual application/implementation of existing instruments. IOM has recently established an International Migration Law (IML) department to strengthen IOM's growing involvement in the field of international migration law at regional and global levels. Special emphasis is placed on: compilation of IML; dissemination and understanding of IML; implementation of IML; training and capacity building on IML; and promotion of IML as part of comprehensive migration management frameworks. The HLD could serve as a forum to promote at the highest level the need for ratification of or accession to the applicable international legal instruments.

The need for action is particularly urgent in the area of smuggling and trafficking. The entry into force of the Protocol on Trafficking in Persons and the Protocol on Smuggling of Migrants both supplementing the Convention against Transnational Organized Crime represents a significant development, also considering the relatively speedy pace of ratification of these instruments. Yet the size and scope of both of these phenomena have not shown sign of abating and the establishment of national legislative and administrative measures required for their effective implementation will necessitate considerable investment in both short and long term measures. To this end IOM is actively in counter-trafficking

efforts. It also supports initiatives that would ultimately facilitate the replacement of irregular flows with orderly migration channels. In addition, it offers capacity building and technical cooperation activities to enhance capacities of border managers through the operation of passport and visa issuance systems, using biometric information where necessary. HLD may wish to focus on capacity building activities needed in this field.

5. **Migration is linked to policy in the economic, social, labour, trade, health, cultural and security domains**, among others. In the longer term, effective migration management cannot be planned and developed without reference to important adjoining policy fields. For example, the issue of skilled migration that has now become of relevance to trade negotiations; and the question of human mobility impinges increasingly on the development of health policies at both national and international levels. One consideration is the need to enhance commonality of purposes and to avoid duplication between agencies. In this context, IOM was a joint initiator of the Geneva Migration Group (GMG) which brings together the heads of six agencies dealing with migration: IOM, ILO, UNCTAD, UNHCR, UNHCHR, and UNODC. The Geneva Migration Group's aims are to share information and ideas, improve understanding, make effective linkages and provide direction and leadership in a system-wide context. HLD could consider ways of improving and enhancing such efforts.

ANNEX

MANAGING MIGRATION

MAIN AREAS

**MIGRATION AND DEVELOPMENT**

Return of Qualified Nationals  
Exchange of Expertise  
Remittances/ Money Transfers  
Overseas Communities  
Micro-credit Schemes  
Targeted Assistance  
Brain Drain and Gain

**FACILITATING MIGRATION**

Workers and Professionals  
Students and trainees  
Family Reunification  
Recruitment and Placement  
Documentation  
Language Training  
Cultural Orientation  
Consular Services

**REGULATING MIGRATION**

Systems for visa, entry and stay  
Border Management  
Technology Applications  
Assisted Return and Reintegration  
Counter-Trafficking  
Counter-Smuggling  
Stranded Migrants

**FORCED MIGRATION**

Asylum and Refugees  
Resettlement  
Repatriation  
IDPS  
Transition and Recovery  
Former Combatants  
Claims and Compensation  
Elections and Referenda

***Cross-cutting Activities***

*Technical Cooperation & Capacity Building*

*Migrants' Rights and International Migration Law*

*Data and Research*

*Policy Debate and Guidance*

*Regional and International Cooperation*

*Public Information and Education*

*Migration Health*

*Gender Dimension*

*Integration and Reintegration*

# INTERNATIONAL MIGRATION IN THE ARAB REGION AND SUGGESTIONS FOR KEY ACTIONS

## *League of Arab States*

The Arab region witnessed intensive changes during the last decade which had an important impact on migration trends, types and repercussions, on migration policies as well as the relationship between sending and receiving countries.

Most of the region's countries witnessed rapid economic liberation and significant impacts of structural adjustment programmes; in addition to, the expansion of the globalized media and information. The region have also endured several conflicts and wars, and an increase in poverty and unemployment rates. This lead to amplifying migration pressure. Furthermore, and due to the tightening of forbidden policies practiced by the received countries, the region emerged diversified types of migration. i.e., the undocumented, the transit, the forced and the skilled migration.

Aiming to participate in identifying the substantive issues related to international migration, we will present in this paper the most prominent challenges that International Migration in the Arab and the Mediterranean region presented during the last decade.

Followed are suggestions for alternative policies concerning international migration management and opportunities utilization, as well as remarks on how the Arab League contributes to better understanding and deal with the key aspects of migration in the region and at the international level.

### A. PROMINENT EMERGING CHALLENGES

#### *1. Contraction of Migration Opportunities*

At a time when the Arab region accustomed for decades to migration to the Western countries and recently to the Gulf, and to remittances and other migration benefits, and while the migration pressure noticeably increased and is expected to continue increasing during the next era (Arab Human Development Report, 2002), the receiving countries of the European Union and Gulf countries reinforced their frontier closure policies.

As a result, regular migration from the Arab World to Europe suffered a set back, and the number of Arab migrants to the Gulf decreased from 72 per cent in 1975 to 39 per cent in 1990 and to 25 per cent in 2002 of the total number of immigrants in these countries. The Gulf war in 1990-1991 resulted in the return of over 2 million migrants to their home country in the region. This situation contributed in the contraction of opportunities for regular migration which drove youth to irregular migration attempts and for part of them to join violent organizations.

#### *2. Increase of Undocumented and Transit Migration*

Although European regulations and cross-border rules have been strengthened, it is noticed that undocumented migration in the Mediterranean region have increased dramatically in the last decade. For example, undocumented migrants crossing Gibraltar Strait to Spain is estimated around 14,000 to 21,000 person yearly. The authorities in Spain caught yearly around 7,000 undocumented migrants in the late 1990's.

- As a result of the increased undocumented migration and the difficulty of controlling it, security perception and procedures have been strengthened in the host countries, including generalization of



visa, tightening procedures on the borders, arrests and control of foreign residencies and recently the attempts to establish camps for refugees and undocumented migrants within the Maghreb countries. Therefore, contradicting with human rights conventions

- The restriction of migration leads also to the increase of smuggling industry. In fact, most of the undocumented migrants are helped to cross borders by human smugglers as the smuggling became an industry with enormous profit. Their annual income is estimated around 3-4 million dollars in Europe only. It exceeded 10 billion dollars per year worldwide and this industry is growing from 20-30 per cent in the 1990's and to 70-80 per cent today.
- On the other hand, undocumented migration through the Mediterranean sea has resulted in tragic endings; in addition to, regular policies of arrestation, often in inhuman conditions. Thousands of undocumented migrants are dead yearly drowning in the sea. The number of migrants who died drowning in Gibraltar Cap is estimated at 17,000 persons during 1993-2000.
- Another new phenomenon which appears in the region is the *transit migration*, as most of the Maghreb countries have turned into transit countries for migrants from Sub-Saharan Africa and Middle East to pass to European countries. The number of sub-Saharan migrants in Libya is estimated at around 2 million in year 2001, and the number of migrants who enter the Maghreb countries is estimated at around 63,000 to 80,000 yearly through the 1990's.

Therefore, the migration process and policies have entered a vicious circle. Poverty, unemployment, globalization of media, wars and conflicts have increased migration pressure along with closure of borders which leads to the irregular/undocumented migration and the stimulation of the industry of smuggler, the security obsession, the xenophobia and racism. This in turn leads to more pressure on decision makers who tend to apply more security procedures and policies and more pressure on sending countries. The question here is how to break this circle? And from where should we start?

### 3. *Forced Migration*

During the last decade many Arab countries have witnessed wars and severe conflicts that led to the escape of thousands looking for safe shelter. The Israeli occupation of the Palestinian land and the mass destruction performed by Israeli troops forced large number of the Palestinian population to leave their country. The estimated number of Palestinian refugees in 2000 is around 3.7 million which is equivalent to 61.8 per cent of the total Palestinian population.

Moreover, the civil war in Lebanon that lasted around 20 years resulted in forced migration of around 900,000 persons. Elsewhere, the first Gulf war resulted in the migration of around 1.6 million Iraqis. And again the wars and conflicts in Somalia and Sudan lead to the migration of thousands from their home countries.

- The effects of the two Gulf wars are obvious in the returning of migrant workers to their countries of origin. During the first several months of 1990, two million immigrants in Iraq and Kuwait had returned to their home countries; in addition, 75,000 Yemenis returned from Saudi Arabia at the same period.
- As a result for the sudden return of thousands of migrants, huge problems emerged in the home countries; the unemployment rate in Jordan increased from 6-7 per cent in 1987 to 15 per cent in 2002. Moreover, the percentage of Yemeni's remittances decreased from 54.8 per cent of the GDP in 1987 to 15 per cent in 2000 and from 32 per cent in 1976 to 20 per cent in 1990 in Jordan. As for the Egyptian remittances, they decreased from 3,775 million dollars 1990/91 to 1,475 million dollars in 2002/03.

#### *4. Skilled Labour Migration Is Rising*

The highly skilled labour migration from the South, including Arab countries, to the developed countries have increased dramatically, where it reached 6 million immigrants in the OCDE countries. This migration is aimed at fulfilling the need of the developed countries markets and is stimulated by the increasing policies and procedures to attract such type of migrants from developing countries. Since this brain drain have cost a lot for the sending countries, it became a critical challenge.

Among emerged questions about the skilled migration from the region are; how to justify the selection policy of the developed countries encouraging brain drain which the countries of origin are in need and where these developing countries invested in them a lot; how can we develop mechanisms maximizing the mutual benefits of the skilled migration to strengthen transfer of knowledge and know-how to stimulate cooperation for development and to reduce the negative image and perception of migration?

#### *5. Incoherent Policies of Developed Countries*

The migration policies in several host countries suffer the lack of consistency on several dimensions whether as regards to cooperation policies and partnership or with economic market policies as well as the inconsistency with human rights which imposes the following questions:

- How can we justify the frontier closure policies and fighting undocumented migration combine with human rights as they contradict with the conventions recognizing human freedom of mobility?
- From the perspective of the free market and the mobility of economical factors, how can the migration issue be removed from the free market trade agenda bearing in mind that mobility of work is one of the main factors of free market and capital accumulation?
- How can the absence of the migrants' representatives, associations, and the elite in the dialogue and cooperation opportunities between sending and receiving countries be justified, particularly in dialogues concerning migration issues?
- Why is the humanistic side of the migration issue overlooked in the Media in general and the Western Media in particular?
- Does migration affect identities and the evolution of culture? Or do immigrants played important role in developing the civilization?
- How can European Union's interests be consistent with the Mediterranean policies?

#### **B. GROWING REGULAR POLICIES RECOGNITION FOR INTERNATIONAL MIGRATION PRIORITY**

Several countries in the region have extended their policy priorities to the international migration issues during the last decade, multiplying dialogue and coordination meetings, the adoption of procedures and legislations, and programmes of action; moreover, establishing mechanisms and specialized institutions. In addition to the establishment of Ministries for International Migration by the Governments of Algeria, Egypt, Jordan, Lybia, Morocco and Syria, a number of regional consultative and dialogue processes have emerged. i.e, the 5+5 annual Ministerial Meeting (operating in the framework of Barcelona process and mediated by IOM) and the regular meetings of the Euro-Mediterranean interior ministries (mediated by ICMPD).

The past decade has also witnessed noticeable changes in the regional Governments' views and policies regarding international migration. In addition to their adoption of a number of the United Nations

conventions and protocols related to migrant rights, combating smugglers and human trafficking, reducing illegal migration, most of the Arab sending countries have adopted a positive approach to the skilled migration towards strengthening their role in transfer of knowledge and know-how. They also strengthened their policies of prevention and control of undocumented migration and of combating traffickers and smugglers.

### C. ALTERNATIVE SUGGESTIONS FOR MIGRATION

In the light of the new findings concerning migration in the Arab region and the Mediterranean, and discussing the challenges imposed and opportunities granted, it might be worthwhile to focus international and local efforts on:

- Creating mechanisms and processes that allow the adoption of new and creative visions, approaches and instruments to humanize migration and maximize its benefits.
- Intensifying dialogue advocacy, cooperation, and partnership to collegial management of migration in a way that serves the need for development in both receiving and sending countries and to contribute in the cooperation for development.
- Supporting research and study efforts in order to reach a better understanding of the migration process impact and opportunities, and building information databases that supply documented and up-to-date data necessary for better migration management and policies.
- Providing capacity building support for governmental and NGO's bodies that deal with migration issue in the sending countries for better management of migration and utilization of its benefits and opportunities.
- Priority should be given to the migration issue in the United Nations, International Organizations, World Bank and other international and regional institutions agendas'. Moreover, the pressing need for establishing efficient and specialized mechanisms/bodies dealing with international migration.
- Intensifying activities aiming to highlight the humanistic face of migration, and to reduce the negative perception of migration, the xenophobia and the hostility against migrants.
- Ensuring the respect of international migration conventions and protocols including those protecting the rights of migrants, when adopting and implementing migration policies.

The comparative advantage of the League of Arab States (LAS), being an intergovernmental institution, is to have easy access to decision makers at the regional level. LAS has several dialogue and advocacy activities targeting these decision makers. In addition, LAS supports research in migration and development, organizing regional and sub-regional meetings on migration topics. LAS has also organized an important conference in Detroit in 2003 for diasporas in United States attended by about 1,000 participants and several meetings with Arab diasporas in Europe in Frankfurt, 2004.

## **KEY ISSUES SUGGESTED FOR THE UNITED NATIONS HIGH-LEVEL DIALOGUE ON INTERNATIONAL MIGRATION AND DEVELOPMENT**

*International Union for the Scientific Study of Population*

The International Union for the Scientific Study of Population (IUSSP) is the international professional association of population specialists. As such, it promotes interdisciplinary research on population dynamics and their interrelations with economic and social development and human welfare.

With regard to international migration, the IUSSP's efforts, which started almost thirty years ago, have culminated in the advancement of several propositions that seem crucial for consideration of intergovernmental bodies and especially by the High-Level Dialogue that is scheduled to take place at the United Nations in 2006. These propositions are:

1. International migration does not stem from a lack of economic growth and development but from development itself;
2. International migration is often less influenced by conditions in labour markets than by those in other kinds of markets;
3. Immigration is a natural consequence of broader processes of social, political and economic integration across international borders;
4. Immigrants are generally responding to a strong and persistent demand that is built into the structure of post-industrial economies;
5. International migration tends to build its own infrastructure of support over time;
6. Migrants who enter a developed country for the first time generally do not intend to settle permanently;
7. As international migrants accumulate experience abroad, their motivations change, usually in ways that promote additional trips of longer duration, yielding a rising likelihood of settlement over time;
8. Immigrant flows do not last forever: they have a natural life that may be longer or shorter but is necessarily of limited duration.

We provide below some of the thinking on which these propositions are based so that it may serve as background for further debate on the issues and especially on the interrelations between international migration and development.

### A. THE ECONOMIC FACTORS LEADING TO EMIGRATION

The scientific activities of IUSSP have contributed to build a new view of the factors leading to international migration. It is now generally accepted that migration decisions are made within households or families with the aim not only of maximizing expected income but also of minimizing risks and reducing the constraints imposed by a variety of market failures. Such market failures are particularly common in developing countries and include lack of crop insurance markets, futures markets or unemployment insurance. Lacking such back-ups, households attempt to minimize risks to their economic well-being by diversifying the allocation of family labour. In this context, sending certain family members to work in another country where wages and employment conditions are largely independent of economic conditions in the country of origin is a form of insurance against the deterioration of the latter.

A crucial factor in the international migration and development nexus is the impact of remittances. Research shows that remittances can allow households to obtain the capital needed to increase the

productivity of assets in the community of origin. By generating remittances, migration fulfils a particularly important function in developing countries where capital markets are weak, many people do not have access to banking services, and families lacking adequate collateral find it virtually impossible to borrow at reasonable interest rates. The evidence available combined with adequate economic models at the micro-level shows that remittances increase productive investment in the areas of origin (e.g., greater use of machinery, land and hired labour) and promote the acquisition of income-producing assets (e.g., livestock, equipment and education). As a result, remittances can raise household income over time by more than the value of the remittances themselves.

It has been noticed that households send family members to work abroad not only to improve income in absolute terms but also to increase income relative to other households in a reference group. Thus, if in a community the income of affluent households increases whereas that of poor households remains unchanged, the relative deprivation of the latter increases and consequently their incentive to participate in international migration rises as well, even if no change in expected wages takes place.

These dynamics have important implications for the interrelations between international migration and development. They imply that migration can occur even in the absence of wage differentials between areas of origin and destination, since migration may be fueled by the desires of households in the place of origin to diversify risks. In addition, because there are strong incentives for households to engage in both international migration and local economic activities, an increase in the return to the latter may heighten the attractiveness of migration as a means of overcoming capital and risk constraints on investment in local activities. Therefore, successful economic development within areas of origin need not reduce pressures for international migration.

Furthermore, international migration will not necessarily stop once wage differentials between countries of origin and destination have been eliminated because, as long as other markets within countries of origin are non-existent, imperfect or inaccessible, incentives for migration may continue.

For these reasons, governments of countries of origin can influence migration not only through labour-market policies but also through those that shape insurance and capital markets. Moreover, government policies and economic changes that modify the income distribution will change the relative deprivation of some households and will thus affect the incentives to migrate. In particular, when poor households in areas of origin do not share equitably in the income gains of other households, their propensity to send some family members abroad will increase.

## B. THE ECONOMIC FACTORS SUSTAINING MIGRATION TO INDUSTRIALIZED COUNTRIES

If economic conditions in countries of origin can promote international migration through the mechanisms detailed above, so can the conditions in countries of destination. Migration today is propelled by a permanent demand for foreign labour that is inherent to the economic structure of developed countries. Several factors contribute to create such structural demand for foreign workers. First, wages not only reflect conditions of supply and demand; they also confer status and prestige. Consequently, in order to preserve an established occupational hierarchy, employers seeking to attract unskilled workers for jobs at the bottom cannot simply raise wages because that wage increase would put pressure on wages at other levels. To avoid such pressures in times of labour scarcity, employers have strong incentives to seek a cheaper solution: the importation of foreign workers willing to work for low wages.

A second factor militating against the use of local workers to fill in jobs at the bottom of the occupational hierarchy relates to the motivational problems associated with jobs that provide few avenues for upward mobility. Employers prefer to rely on foreigners who see bottom-level jobs simply as a means to earn an income and who disregard status implications or the lack of upward mobility prospects.

Segmentation of the labour market also contributes to a structural dependence on foreign labour. A segmented market includes a capital-intensive primary sector and a labour-intensive secondary sector. Workers in the primary sector usually hold stable, skilled jobs that allow them to accumulate human capital. In contrast, workers in the secondary sector generally hold unstable, unskilled jobs and may be laid off at any time with little or no cost to the employer. They thus become the means of adjustment during cyclical downturns. Native workers have no incentive to take the unstable jobs characterizing the secondary sector so foreigners flow in. In some countries, the recent but persistent erosion of working conditions in some primary sector occupations has been accompanied by the admission of more foreigners with the required skills who are willing to accept the lower pay now characterizing the jobs available. These trends are expected to persist, especially as other sources of labour for the secondary or low-productivity sector, such as teenagers, are in short supply because of declining cohort sizes and increasing years of schooling.

Studies have shown that the urban labour markets are segmented but, particularly in cities with large migrant populations, they appear to be divided into three sectors rather than two: a primary sector, a secondary sector and an ethnic enclave. The existence of ethnic enclaves facilitates the incorporation of migrants to the labour force and, although the jobs they initially get in the enclave pay low wages and lack prestige, the enclave provides greater opportunities for advancement than the secondary sector.

The demand for cheap labour generally arises in sectors, such as agriculture, that cannot rely on productivity increases to maintain profit levels. It is also linked to the overall shift of the economies of developed countries from a manufacturing to a service base, coupled with the downgrading of jobs in the manufacturing sector, especially in high-technology industries.

One crucial factor permitting the maintenance of a segmented labour market is access to foreign workers from low-income countries, especially those having a tentative migration status which effectively reduces their chances to compete fairly in the labour market.

### C. THE SOCIAL INFRASTRUCTURE SUSTAINING MIGRATION

Given the important role played by the family in migration, be it as a decision-making unit or as an institution providing the needed support for international mobility to become a reality, the family provides the basic element in the social infrastructure sustaining international migration. Family units may move simultaneously or in stages, with one family member relocating first and others following. The migration policies of countries of destination condition not only whether family migration can take place but also the manner in which it can occur. Studies show that migrants often rely on kin already established in the country of destination to obtain accommodation, find a job or secure financial and other types of support during an initial period of adaptation. That is, kinship ties between potential migrants in the country of origin and residents of the country of destination can reduce the costs of migration, lower the risks involved and increase the returns of migration.

The concept of a migration network, which encompasses all interpersonal ties that connect migrants, former migrants, and non-migrants in areas of origin and destination, provides a generalization of the kinship group since the ties considered include not only those based on kinship, but also those resulting from friendship or shared community origin. As the case of the ethnic enclaves mentioned above illustrates, by settling in a specific area, migrants from a particular origin can build a veritable community abroad and develop their own economic and social infrastructure.

Network connections can be considered as a form of social capital that people can draw upon to gain information as well as material or psychological support to facilitate migration and the adaptation process. Key elements of a migration network are the ties between migrants already established in the area of destination and

persons remaining in the area of origin. Because of the assistance provided by the former to the latter, the costs and risks of migration decrease and the probability of further migration increases. Migrant networks contribute therefore to maintain the migration momentum even after the factors responsible for initiating the flow have lost their relevance. Furthermore, as the costs and risks of migration decline, the flow becomes less selective in socio-economic terms and migrants become more representative of the sending community as a whole.

Because of the efficient operation of migration networks, governments of countries of destination may have difficulty in controlling the size of migration flows, particularly when their migration policies reinforce the operation of networks by facilitating family reunification or the admission of new migrants on the basis of kinship ties with previous migrants. But the cohesiveness of migrant communities can also provide opportunities for promoting their continued involvement in the communities of origin and, as several countries are now doing, fostering formal support linkages between the communities abroad and those at home.

#### D. TRADE, DEVELOPMENT AND INTERNATIONAL MIGRATION

An analysis of migration trends indicates that economically motivated emigration is more likely to occur in countries that have already reached a certain level of development and are advancing in the development path than in countries that are low in the development scale and continue to experience economic stagnation. As stated in the first principle presented in this paper, the development process itself is destabilizing and over the short run increases rather than reduces emigration pressures.

It has been argued that expanded trade between countries of emigration and their receiving counterparts is perhaps the single most important strategy to reduce migration pressures in the long-run. However, there are reasons to believe that trade liberalization may lead to increased migration and not the reverse. Thus, if migration is low because of liquidity constraints on the households of potential migrants, trade liberalization, by creating new employment in countries of origin, may provide families with the means of financing international migration and migration may thus increase. It is also possible that adjustment to trade reforms carries large economic costs because workers cannot move easily from one sector to another, leading to a rise in unemployment and higher pressures for emigration. Lastly, because agricultural production is typically very labour-intensive in developing countries, when that sector opens up to imports, a reduction of wages ensues and migration pressures increase. The trends observed in certain countries that have entered into free trade agreements during the 1990s provide some validation to these premises. The NAFTA agreement, for instance, has not reduced migration pressures in Mexico so far.

Although free trade and investment flows can accelerate economic growth among trading partners, the transition to freer trade in relatively closed economies can be disruptive, altering relative prices and thus wages, incomes and job opportunities. If migration networks already link the groups of persons adversely affected by those changes with persons living in the country that is the richer trade partner and if the economic sectors in which potential migrants could participate in that country are stimulated by freer trade, trade and migration are likely to be complements over the short run so that increased trade will probably be accompanied by increased migration. Over time, however, freer trade and investment should increase both income and job growth in the country of origin, thereby reducing migration pressures. The evidence suggests that when the ratio of wages between a country of destination and a country of origin fall to about 4 or 5 to 1, and economic growth in the country of origin seems stable and assured, economically-motivated migration drops dramatically. That is, research shows that freer trade and investment may work as a long-run policy to promote "stay-at-home" development, but it may not be a short-term means of reducing unwanted migration.

## THE UNITED NATIONS HIGH-LEVEL DIALOGUE: SUGGESTIONS FOR THE AGENDA

### *The International Metropolis Project*

The United Nations High Level Dialogue, scheduled to take place in 2006, offers a rare opportunity for the United Nations to discuss migration and its effects on societies, be they societies that send migrants, receive migrants, or through which migrants travel on their way somewhere else, a passage that may take either a short or long time. The United Nations' entry into this field is at once courageous and risky. It is courageous because for years the call to organize an international conference on international migration has not been widely accepted. It is risky because the United Nations initiative depends for its success upon the same Member States whose divergent positions seem to have prevented until now the holding of an international conference. Additionally, the United Nations faces the challenge of there being already a large number of organizations in the migration field whose work is recognized as of excellent quality and against which the contribution of the United Nations will be judged on whether it adds value or not. The Metropolis Project supports this particular entry of the United Nations into a holistic migration discussion and offers the comments in this paper as suggestions for ensuring that the High-Level Dialogue has beneficial results, both for Member States and for the United Nations itself.

In preparing for the High-Level Dialogue, the United Nations ought to plan for the long-term, not just for this one event. It ought to consider one of its principal objectives as being to position itself as an effective forum for multilateral debate on international migration. The planning, including setting the agenda, must strive to avoid an outcome on which Member States may be deeply divided and which would show that the United Nations was ineffective in this field. Such an outcome would have serious long-term consequences for the desire of the United Nations to contribute to the migration debate. The agenda of the High-Level Dialogue, we therefore recommend, ought to create the *realistic possibility for progress, even if that progress is minor*. It would be better by far to achieve only a little than to accomplish nothing but an erosion of confidence on the United Nations itself on this issue.

What this suggests is that the agenda be designed to produce a discussion of interests that are commonly held by large numbers of Member States, one that avoids pitting State against State on issues that will not be resolved by this specific meeting. If a measure of confidence in United Nations discussions on international migration can be achieved, then future meetings can tackle the more difficult issues. This proposes then that what the United Nations should primarily try to achieve in these first discussions is to establish itself as a credible body in the migration policy field. Metropolis supports the United Nations engagement in these issues and wants above all to see the High-Level Dialogue succeed even if its substantive accomplishments are minor. In what follows, the paper suggests agenda items around which some agreement could be achieved and some measure of trust amongst the participants could be developed. Some of the most often discussed migration issues are not mentioned here as they are very unlikely to be solved in the High-Level Dialogue and, we would suggest, would damage the potential that Member States might see in the United Nations a vehicle for profitable discussion. Some examples of issues best left *off* the table include:

- *A right to migrate*, meaning any right by which non-nationals of a country would have a right to enter or work in another country;
- *Compensation* for the “brain drain” that is said to result from the recruitment or acceptance of migrants, especially those with scarce skills, by a country of destination;



- Agreements whereby migrants not admitted or who are present without legal rights in a sovereign State can be rapidly returned to their country of origin with the guarantee of that country that they will be re-admitted to it.

These are some examples of issues around which progress will not likely be possible at the High-Level Dialogue of 2006 and which, in the best interests of the United Nations, ought to be left off the agenda. *The agenda, as far as possible, ought to be designed with the future viability of the United Nations as a forum for discussing and settling migration issues firmly in mind.*

## A. THE HIGH-LEVEL DIALOGUE AGENDA

### *1. Migration and development*

This paper suggests that the agenda be dominated by the issue of the relations between international migration phenomena and the economic and social development of the poorer countries in the world, whether these are countries that “send” migrants or that “receive” migrants. The issue is not only an empirical one of whether there are developmental effects, positive or negative, associated with migration, but whether international migration can be *managed* in such a way that it increases its positive effects on development, especially for poor countries, whether they are the origin or the destination of migrants. Both inflows and outflows of migrants can have development effects on society; the question is whether these effects can be altered in positive ways by effective management. This question related to policy: how to manage migration so that it promotes development?

This set of issues has become highly fashionable, particularly from the point of view of countries of origin. However, it has been dominated by discussions of a relatively small set of phenomena, primarily the brain drain and its effects on development, about which little is known, and the flow of remittances and its effects on development, about which a great deal is known. Not only has the issue been so dominated, but its discussion has to a large extent been driven by both assumption and myth. The High-Level Dialogue would benefit from access to facts and evidence. As far as possible, therefore, the discussion at the High-Level Dialogue should focus on the interrelations between migration and development on the basis of evidence.

Under this topic are many sub-issues that could be profitably brought to the attention of the discussion. Some of them are:

- Financial remittances: reducing the costs of transmission; providing incentives for their use for broader economic and social development in addition to family benefits.
- Intellectual remittances: how the knowledge, skills, and attitudes acquired by migrants in countries of destination can be used to support economic, social and political development in their homelands. Note that poorer countries receive large numbers of migrants, some of whom may be able to transfer valuable knowledge to support development.
- Migration and the spread of democracy and effective governance: a specific use of intellectual remittances.
- Migration and the transfer of knowledge about the effective management of administrative structures, governance structures, elections, anti-corruption measures, infrastructure development and maintenance.
- Transnational relations and trade: how trade links can be strengthened by the activities of members of diasporas.

- Migration and business development including the role that businesses and industries in countries of destination can play in the responsible development of businesses and industries in countries of origin.

Many now speak of the migration-development issue as one whereby the international community can produce a win-win-win situation for migrants, countries of origin and countries of destination. With persistence, this may indeed be realizable. It is incumbent upon the High-Level Dialogue organizers to pursue this issue from the point of view of promoting a win-win-win result. There are others, however, who would urge other approaches to migration and development, including one whereby development aid would be offered provided that the country receiving the aid agreed to manage migration flows in a way that would help the donor country meet its migration goals. For example, a donor country might insist that future development assistance would be forthcoming only if the country receiving the aid agreed to curb illegal migration flows and to accept returned illegal migrants or rejected asylum-seekers. This paper will be silent on the merits of this approach except to say that discussion of it should be reserved for another day. The High-Level Dialogue, again, should work towards an agenda of items where all sides can recognize benefits from the discussion and any agreements that might some day arise from it.

## *2. Protecting vulnerable migrants and their families*

Of some migrants it is nearly universally thought that they are vulnerable and in need of protection or measures to help assure their well-being. The alleviation of suffering is a goal that the United Nations can safely discuss in the current context of international migration. There are some issues that ought to be considered by the High-Level Dialogue under this general title, issues where international co-operation could make a significant difference.

*a. Trafficking in women and children:* Although recognized in international instruments as requiring concerted action, remains a very serious and growing phenomenon. Some research has indicated that trafficking profits now exceed those of migrant smuggling. Trafficking is carried out by transnational organized crime and is a phenomenon that by its very nature requires international co-operation to address. The High-Level Dialogue could examine how to implement more effectively the international instruments now in place.

*b. Protecting irregular migrants:* A discussion of the responsibilities of sending, transit, and receiving countries would be useful. Irregular migration is usually regarded as an infringement on the sovereignty of the States of destination, a problem to be solved through law enforcement. Where there is discussion of international co-operation, it usually has to do with co-operation on law enforcement and the acceptance and re-admission by source countries of their nationals who have been intercepted by the legal system of the country of destination or transit. At the present time, there would be little potential to deal effectively and globally with irregular migration. However, the limited issue of safeguarding the well-being of vulnerable migrants provides safer ground, and the political importance of their irregular status can be overcome by limiting of the scope of the discussion to the responsibilities of sending, receiving, and transit States to help reduce the most severe harms caused by irregular border crossings. Some of these measures could themselves serve to reduce the frequency of irregular crossings.

*c. Women who migrate and are in vulnerable occupations:* Many migrant women are domestic workers or are employed in occupations at the bottom of the occupational hierarchy. The working conditions of migrant women in these occupation are often poor, with a corresponding neglect of their rights as workers and as human beings. Some countries are vigilant in protecting the interests of their migrants, including those of female migrants. Discussion of best practices with respect to this issue could be a profitable area for discussion at the High-Level Dialogue.

*d. Protecting the well-being of the families of those who engage in migration, especially circular migration.* Circular migration for employment purposes can bring severe risks to family members both when the migrant leaves and when the migrant returns. Those with low skills often leave the family in a vulnerable situation that results simply from the loss of an adult family member. The emigrant, while in the country of destination, is at an elevated risk of, among other dangers, contracting AIDS, tuberculosis, and other severe medical conditions, becoming an abuser of alcohol and other drugs, becoming part of a criminal network, or becoming a serious gambler. The family members may, therefore, suffer again when the migrant returns, sometimes devastatingly if there is a transmission of AIDS or other serious medical condition, perhaps suffering from violence due to alcoholism, and so on. There is room for such problems to receive attention, and governments in sending, receiving, and transit countries can all develop responses to prevent or to ameliorate the problems.

### *3. Managing migration: The analogy between migration and trade in goods and services*

The idea that there ought to be a body to manage the flow of migrants on analogy with the World Trade Organization is one that has captured the imaginations of many and found strong resistance in the minds of others. Clearly there is far from sufficient agreement to pursue this idea today. However, there might be merit in examining just what is meant by the analogy between the World Trade Organization regulatory systems and a possible world migration organization. The United Nations might consider setting up an ad hoc body to examine the options with care, to report back to the General Assembly at a subsequent meeting.

What is the migration analog of free trade? Some fear that it means open borders and a right to migrate, that is, a right to enter another sovereign State. However, it must be noted in the pursuit of the analogy that free trade is in fact highly regulated trade. Accordingly, the analogy would be with the regulated movement of people, and the questions to answer would concern what sorts of regulations would produce the sorts of movements that are desired by States. Labour migration and its management are the most profitable types of movements to consider for global regulation; it might be useful for the United Nations to seek out the best regulatory practices with respect to temporary worker programmes and full immigration programmes.

### *4. Social effects of migration: successful integration*

As States increasingly accept the inevitability of international migration and cease entertaining the false hope of bringing it to an end, they are turning their attention to managing the social effects of the presence of migrants who bring with them a diversity of cultures, ethnicities and religions. When stocks of migrants become sizeable, social well-being depends on how well the “host” society responds to their presence and how it endeavours to integrate them or provide them with a meaningful membership in society. There are numerous approaches to the social integration of migrants, some that are clearly more successful than others. Furthermore, there is always the question of whether an approach that is successful in one setting can be successful in another, but the depth of social problems is such that a dissemination and comparison of effective policies would be useful.

Two points need to be stressed to emphasize that this is not merely an issue of domestic policy. First, we ought to recognize that there is often a role for sending countries to play in facilitating the social integration and the well-being of their nationals abroad. Second, this is not only an issue of the integration of migrants. Ultimately the issue is of social stability. The number of States whose civil unrest is rooted in ethnic, religious, racial or cultural differences is large. Many believe that the means to securing stable relations between a host society and the migrants in its midst are the same as those needed to secure stable relations between citizens of diverse backgrounds. In other words, issue of social integration can be linked to the issue of achieving peace and stability.

## B. CONTRIBUTIONS OF THE METROPOLIS PROJECT

The Metropolis Project is a multinational network of policy makers, academic researchers, international organizations, and non-governmental organizations. It encourages academic research on migration issues that is useful to policy makers, and it convenes meetings and arranges other communication fora whereby discussion amongst these groups can take place, all with the aim of improving migration-related policies. The Metropolis Conference has become the world's largest annual conference on migration, attracting members of the world's key migration organizations to discuss the current issues facing the migration community. Its meetings are particularly attractive in that they offer a neutral meeting space for participants who are able to put issues on the table without risking their political positions. The Metropolis Project is governed by the Metropolis International Steering Committee, and day to day operations are managed by the Metropolis International Secretariat with offices at the Department of Citizenship and Immigration in Ottawa, Canada, and at the Institute for Ethnic and Migration Studies at the University of Amsterdam in the Netherlands.

Metropolis will continue to contribute to the international discussion of the issues that will be taken on by the High-Level Dialogue. Its conferences feature plenary sessions on precisely the topics suggested with speakers representing the most senior ranks of Government, academe, international migration organizations, and non-governmental organizations. The most recent conference, held in September 2004, brought to a plenary session the senior members of the Global Commission on International Migration to describe their work and organized a number of private meetings for more intense discussion behind closed doors. The conferences also include large numbers of workshops (over 80 in recent years) that bring small groups together to discuss specific issues in the field. In addition, the Metropolis Project highlights these issues in academic publications (the *Journal for International Migration and Integration*) and in more generally accessible publications that inform its constituency of recent developments and discussions. Recent issues of the *Metropolis World Bulletin* have included contributions about the Global Commission on International Migration, on replacement migration as a means to manage the demographic deficits facing many of the world's developed countries, on migration and health, on trafficking in women and children, and on migration and development.

Metropolis plans to invite the Global Commission to its 10<sup>th</sup> anniversary conference, scheduled to take place in October 2005 in Toronto, Canada, to report on its work and present its recommendations. It also plans to bring the issues of trafficking in women, social integration and social capital, and the feminization of migration to the discussion. Metropolis will be pleased to offer its continued support to the preparations for the High Level Dialogue of 2006.



## **CURRENT ACTIVITIES OF THE U.S. CENSUS BUREAU IN THE AREA OF INTERNATIONAL MIGRATION STATISTICS**

### *United States Census Bureau*

In accordance with the U.S. Census Bureau's strategic objective to provide accurate, timely, and relevant population estimates, the Census Bureau intends to provide statistics and methodologies on the size, characteristics, and impact of international migration to (and from) the United States for use in policy-making decisions and in demographic and economic research. The current activities of the Census Bureau are summarized below:

#### **A. SIZE OF IMMIGRATION**

The Census Bureau has begun its work to improve the estimates of net international migration through research on the utility of data from the American Community Survey (ACS) and through international data exchanges.

The ACS is a new approach for collecting reliable and timely information needed for critical government functions. The ACS was designed to replace the decennial census long form and will collect the detailed demographic, socioeconomic, and housing statistics traditionally collected on the long form. The ACS has been tested in a sample of counties since 1996. With full implementation starting in 2005, the ACS sample will include about 3 million addresses nationwide each year. To date, research on the ACS has focused on using the annual change in the total foreign-born population as the basis for deriving estimates of international migration. Future research, to start in 2005, will focus on the number of arrivals to the United States based on (1) the "residence one year ago" question and (2) the "year of U.S. entry" question on the ACS.

The Census Bureau has also been working with different international statistical organizations to begin exchanging data and information related to international migration with the intent to match migration in-flows to one country with out-flows from another. For instance, the Census Bureau has worked with agencies in Canada to examine international migration flows between the two countries (e.g., some emigration from Canada becomes temporary migration into the United States). These types of exchanges have been conducted through the North American Migration Working Group (NAMWG), which was established to allow experts from North American statistical agencies to formally exchange ideas on current and future approaches to measuring migration.

#### **B. CHARACTERISTICS OF IMMIGRANTS**

The Census Bureau continued work on evaluating data on the foreign-born population and released several standard and custom reports and tabulations in 2004.

Beginning in the summer of 2004, the Census Bureau started to release detailed tabulations that profile the demographic, social, economic, and housing characteristics of the foreign-born population in the United States (iterated by U.S. citizenship status, by period of entry into the United States, and for numerous countries of birth). These profiles are based on data from Census 2000 and are the first to show the housing characteristics of the foreign-born. More than 150 country-specific profiles have been created and will be released on a flow basis during 2005. These profiles will also allow for comparative analysis between data from U.S. sources and data from statistical agencies in other countries.

A set of detailed tabulations titled *Foreign-Born Population in the United States: March 2004* was released in early 2005 and provides a profile of demographic and socioeconomic characteristics of the foreign-born population based on data collected in the Current Population Survey (CPS). The CPS is a monthly survey of about 50,000 households conducted by the Census Bureau for the U.S. Bureau of Labor Statistics. The survey has been conducted for more than 50 years and is the primary source of information on the labor force characteristics of the U.S. population.

The Census Bureau has also produced tabulations of the foreign-born population in the United States, including information about their demographic, social, and economic characteristics, for international organizations such as the United Nations Economic Commission for Europe (ECE) and the Organization for Economic Co-operation and Development (OECD).

### C. IMPACT OF IMMIGRATION

The Census Bureau has begun evaluating the validity, reliability, and utility of survey questions that are related to the measurement of international migration. The Census Bureau began working on preliminary proposals for changes to the place of birth, citizenship status, and year of entry questions on the American Community Survey (ACS) for further evaluation in a national content (field) test in 2006. The Census Bureau has completed cognitive tests of these proposed changes to the ACS and expects results of these tests by April 2005.

The Census Bureau was also involved in working groups and technical meetings with the United Nations' Statistics Division and Population Division, in efforts to increase international dialogue on defining international migration and improving its measurement.

# AUDITING AND EVALUATING IMMIGRANT AND IMMIGRATION POLICIES OF THE UNITED STATES

## *United States Government Accountability Office*

The U.S. Government Accountability Office (GAO) regularly audits and evaluates immigrant and immigration policies of the United States, as well as other policies and programmes across the federal Government. Known for many years as the U.S. General Accounting Office, the Congress changed its name in Public Law 108-271, which President George W. Bush signed into law on 7 July 2004. The new law was passed mainly to provide GAO with the flexibility needed to better serve the Congress during a period of budget constraints, and its new name—the traditional GAO initials are unchanged—better reflects the modern professional services organization GAO has become since its creation in 1921.

### A. ROLE OF THE U.S. GOVERNMENT ACCOUNTABILITY OFFICE

In the United States, political power is balanced among three independent branches of Government: (a) the Executive Branch, represented by the President and the various executive agencies; (b) the Legislative Branch, represented by the Congress—that is, the Senate and House of Representatives; and (c) the Judicial Branch, which ensures judicial review. GAO is an agency in the Legislative Branch established to assist the Congress in determining how well federal programmes and policies are working. About 90 per cent of its work is Congressionally requested, and GAO initiates the rest.

GAO has significant influence on the operations and practices of Executive Branch agencies, such as the Department of Homeland Security, and the Bureau of the Census, by evaluating agency programmes and making recommendations to directors of agencies when improvements are warranted. These agency directors are required by law to report to the Congress every year what actions, if any, their agency has taken in response to GAO recommendations. Because they may address complex, long-standing problems, some recommendations can take a number of years for an agency to fully implement.

GAO's role is to examine a broad base of federal activities and programmes, and to conduct and report its work in an independent, objective, professional and nonpartisan manner in order to maintain the credibility that an "honest broker" must have in order to have its information, analyses, and judgments trusted by lawmakers, policymakers, and the American people. In the end, an agency may decide not to follow a GAO recommendation, or alternatively, Congress may direct that the recommendation be implemented. The head of GAO—David M. Walker, Comptroller General of the United States—is appointed to serve a 15-year term, reflecting Congressional intentions that GAO and its professional staff be shielded against the influences of short-term political appointees, and that GAO's work is bipartisan.

### B. EVALUATING IMMIGRANT AND IMMIGRATION POLICY

GAO's work in evaluating immigration and immigrant policy is too extensive to list comprehensively in a short paper and, as it noted in 1985: "Some issues in immigration are so value laden that they cannot be resolved simply by finding new facts. In other areas, however, disputes are based more on information, and it is to these areas that GAO can notably contribute." With these factors in mind, selected materials from various GAO reports have been used to summarize and discuss its work in three general areas: (a) national security, border control, and related issues; (b) immigrant and nonimmigrant visa issues; and (c) statistics on the foreign-born and projections of flow. The reports used as source material and related reports are identified at the end of this paper, and may be read and/or downloaded from the website at [www.gao.gov](http://www.gao.gov).



## *1. National Security, Border Control, and Related Issues*

In 2004, GAO reported to the Congress that “of the six hijackers who actually flew the planes or were apparent leaders on September 11 [2001],” three were in the United States illegally—two because in the past they had overstayed their authorized periods of legal admission. These facts derive from a long-term problem that the office reported in 1993: Namely, since 1993, the United States has been unable to determine the total number of foreign visitors who legally enter the United States and fail to leave when required.

GAO further reported that millions of Mexican and Canadian visitors who enter the United States at land ports of entry are not tracked at all (according to “unofficial DHS planning figures for fiscal year 2002, approximately 156 million inspections [were] conducted for visits by visa-exempt aliens” and Mexicans with Border Crossing Cards (BCCs) “at land border crossings”). Nor can the United States currently determine, for citizens of 27 countries for which the United States does not require a visa for admission as a visitor for business or pleasure, how many such visitors overstay their lawful periods of admission. Other serious problems include lengthy backlogs in approvals of petitions for aliens to become legal permanent residents, or LPRs (that is, to obtain “green cards”), and the inability to locate many aliens in the United States because of a lack of reliable address information. In an action partially related to these difficulties, the Congress abolished the U.S. Immigration and Naturalization Service (INS) and, on 1 March 2003, reorganized it within the new Department of Homeland Security (DHS).

GAO has determined that terrorists who enter the United States as legal visitors “are hidden within the much larger populations of all legal visitors, overstays, and other illegals such as border crossers.” The office reported that as of April 2004, audits by DHS of nearly 200 airports and almost 6,000 businesses, involving “about 385,000 employees . . . had found 4,918 unauthorized [illegal alien] workers.” In Operation Tarmac, “a national multiagency initiative focused on screening employees working in secure areas of U.S. airports,” GAO reported that overstays “had fraudulently gained access to the secure areas of all but one of the 26 airports reviewed,” and that “of 607 unauthorized [illegal alien] workers arrested at a sample of airports, 182, or 30 per cent, were overstays.” The office further reported that:

The illegal immigrant workers with access to secure airport areas were employed by airlines (for example, at Washington Dulles International Airport and Washington Reagan National Airport, these included American, Atlantic, Delta, Northwest, and United Airlines, as well as SwissAir and British Airways) and by a variety of other companies (for example, Federal Express and Ogdan Services). Job descriptions included, among others, aircraft maintenance technician, airline agent, airline cabin service attendant, airplane fueler, baggage handler, cargo operations manager, electrician, janitorial supervisor, member of a cleaning crew, predeparture screener, ramp agent, and skycap. One overstay was employed in an airport badging office.

In a 2002 report, GAO determined that facial recognition, fingerprint recognition and iris recognition are suitable biometric technologies for border control, while retina recognition, signature recognition and speaker (voice) recognition are not—at least not at present.

## *2. Immigrant and Non-immigrant Visa Issues*

Because of the terrorist attacks of 11 September 2001, the Congress has asked GAO to evaluate many policies, laws, and regulations involving immigrant and non-immigrant admissions to the United States. Understandably, there are concerns that “terrorists or other criminals may exploit” some programmes to enter the United States, such as the Visa Waiver Program, which enables citizens of 27 participating countries “to travel to the United States for tourism or business without first obtaining a visa.” GAO reported that eliminating the program “could result in a loss of 3 million visitors, \$28 billion in tourism exports, and 475,000 jobs,” and the number of visa applications would increase by 14 million. It also estimated that “initial costs to process the additional workload” for the Department of State “would likely range between

\$739 million and \$1.28 billion, and annual recurring costs would likely range between \$522 million and \$810 million.”

In a nationwide selection of more than 414,000 businesses applying to sponsor immigrant workers from 1997 to 2004, GAO found that about 20,000 (5 per cent) businesses and organizations “that were unknown” to the U.S. Internal Revenue Service (IRS). In the same audit, it found that nearly 68,000 (about 16 per cent) businesses applying to sponsor immigrant workers during the same period “did not file one or more tax returns.” “Information like this can be used to select taxpayers for audit or other enforcement efforts,” and “failure to file a tax return could be relevant to a DHS decision about whether a business meets the financial feasibility (ability to pay wages) and legitimacy (proof of existence) tests for sponsoring an immigrant,” according to the report.

GAO has recommended that the Department of State “improve its implementation of the visa process to improve its effectiveness and consistency among its overseas posts.” GAO determined that “a lack of clear guidance has resulted in wide discrepancies among posts in the level of scrutiny of visa applications and in factors used to refuse visas to questionable applicants, and that consular officers need clear statements of policies and priorities to guide them in their risk assessments of visa applicants and in determining who should and who should not receive visas.” The office further found that “consular training has not incorporated the tools to identify potential terrorists.”

In 2004, GAO reviewed information on U.S. programmes designed to screen certain groups of visitors, including applicants for student visas, which is a contentious issue in the Congress and in academia. It found that the time it takes to adjudicate a visa “depends on whether an applicant must undergo a security check known as Visas Mantis, which is designed to protect against sensitive technology transfers,” and that “Department of State data are not available on how long it takes for a science student or scholar to obtain a visa.” GAO recommended that “the Secretary of State, in coordination with the Director of the Federal Bureau of Investigation (FBI) and the Secretary of Homeland Security, develop and implement a plan” to improve the Visas Mantis security check process.

### *3. Statistics on the Foreign-Born and Projections of Flow*

In deciding to change the annual numerical limits for family-based and employment-based immigrants in the Immigration Act of 1990, Congress relied heavily on GAO’s projections of legal immigration from 1990 to 1999 under current law versus proposed legislation. GAO’s “workbook” approach in illustrating multiple scenarios—the effects of interactions of different provisions of law upon the numbers of aliens who would ultimately be likely to become legal immigrants, both overall and by country, and assumptions about what would result from changing one or more of these provisions of law—assisted the Congress in making important policy decisions about future legal immigration to the United States.

A 1998 GAO report on problems with immigration statistics provided what the current Chief, Immigration Statistics Staff, at the U.S. Bureau of the Census has called a “blueprint” that the Census Bureau used to guide long-term improvements in data it collects on the foreign-born (such as the components of international migration). Based on the demographic concepts of annual population flow, population size, net change in population size, and annual emigration, GAO identified and evaluated the quality of then-existing statistics on the foreign-born population produced mainly by the Census Bureau and the INS (which was abolished in 2003 and reorganized within DHS). The Director of the Office of Immigration Statistics at DHS has used the report to guide plans to improve the quality of administrative statistics on the foreign-born, and in reporting on changes of status (for example, an alien may enter the United States as a tourist, subsequently re-enter as a foreign student, apply for and obtain temporary worker status, and then adjust his or her status to that of LPR, or “green card” holder, after marrying a U.S. citizen). The ability to statistically describe changes of status lends further understanding to the process of immigration, as well as the costs and benefits of immigrants.

Recognizing the difficulty of estimating the illegal immigrant population, GAO devised the “Three-Card Method” to take a different approach to estimate both the size and characteristics of the resident illegal alien population. It is a survey-based demographic method of residual estimation, and is only generally described here. GAO developed the new method to collect new information about illegal aliens, because there is relatively little reliable information about their characteristics and behaviors, and as a result, their impacts are difficult to document. Without reasonably reliable and valid estimates of the illegal alien population, it is difficult to accurately assess the coverage of the U.S. national decennial census; for example, if census figures indicate unexpected population increases, this might be traced to unexpectedly high levels of illegal immigration—or from changes in coverage levels. The method is interesting because it does not require any person surveyed to identify himself or herself as an illegal alien, nor to identify anybody else as an illegal alien.

During 2003-2004, DHS and the Bureau of the Census collaborated in testing and evaluating GAO’s three-card method for “question threat” and its ability to gather information on the different legal statuses of foreign-born persons. In addition to illegal aliens, these statuses include student or temporary worker, U.S. citizen, refugee or asylee (person granted asylum in the United States), as well as LPR (that is, holder of a “green card). DHS provided funds for the National Opinion Research Center, Chicago, Illinois, the United States, to field test the three-card method with respect to one legal category—the legal permanent resident, or “green card” category—and the Bureau of the Census has agreed to evaluate the results of the test after it is completed in December 2004.

### C. CONCLUSIONS

Because it seeks to provide evidence-based facts and information to the Congress, and may recommend that agencies change their practices to reflect legal requirements or Congressional intentions, GAO has significant influence on legislation and Executive Branch operations. In the controversial area of immigrant and immigration policy the impacts of GAO’s work are evident, and its influences on Congressional decision-making has been and is likely to remain significant.

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## **ANNEXES**





# General Assembly

Distr.: General  
2 September 2004

Original: English

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## Fifty-ninth session

Item 89 (b) of the provisional agenda\*

**Globalization and interdependence:  
international migration and development**

## **International migration and development**

### **Report of the Secretary-General\*\***

#### *Summary*

In its resolution 58/208 of 23 December 2003 on international migration and development, the General Assembly requested the Secretary-General to submit a report on the implementation of that resolution to the Assembly at its fifty-ninth session. Pursuant to that request, the present report provides an update of the results of relevant activities within the United Nations system and of United Nations cooperation with relevant intergovernmental organizations concerning international migration and development. The report also reviews major initiatives of Member States to create a multilateral framework of cooperation for improving migration management. The penultimate section of the report suggests the action-oriented options of the United Nations for addressing the issue of international migration and development.

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\* A/59/150.

\*\* The submission of the present report was delayed because of the need to obtain the required clearance.



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## **I. Introduction**

1. International migration is an intrinsic part of the development process. It is both a response to the dynamics of development and a facilitator of social and economic change. The migration and development nexus has received renewed attention in recent years, as the rising trends in respect of migrant remittances become evident and the transnational linkages of migrants and their communities of origin grow stronger through advanced communication technology. Concomitantly, the migration debate has begun to be centred on how the benefits of migration can be maximized, for sending, receiving and transit countries, as well as for the migrants themselves. As reviewed below, the growing number of activities related to international migration and development carried out by various international organizations are also a manifestation of the high priority of this issue in international debates.

2. The present report considers the implementation of General Assembly resolution 58/208 of 23 December 2003, entitled "International migration and development". In that resolution, the Assembly requested the Secretary-General to, inter alia, submit a report to the Assembly at its fifty-ninth session that would provide an update of the results of relevant activities within the United Nations system and of United Nations cooperation with the International Organization for Migration (IOM) and other relevant intergovernmental organizations concerning international migration and development, including best practices on managed migration and policies to increase understanding and strengthen cooperation in the area of international migration and development among States and other stakeholders; that would review major initiatives of Member States; and that would suggest action-oriented options for consideration by the Assembly. This report has been prepared in response to those requests, in consultation with relevant bodies, agencies, funds and programmes of the United Nations system active in the field of international migration and development.

## **II. Recent work of the relevant organizations within the United Nations system in the field of international migration and development**

### **A. United Nations Secretariat**

#### **1. Department of Economic and Social Affairs**

3. At the United Nations Secretariat, the Department of Economic and Social Affairs aims to promote sustainable development through a multidimensional and integrated approach to economic, social, environmental, and population and gender-related aspects of development.

4. The Population Division of the Department of Economic and Social Affairs has been responsible for monitoring levels and trends of international migration as well as international migration policies. The Division also conducts studies on the interrelationships between international migration and socio-economic and political changes. During 2003, new estimates of the stocks of international migrants were prepared. The resulting database, *Trends in Total Migrant Stock: the 2003 Revision*,<sup>1</sup>

is a compilation of country-specific estimates of migrant stock, using data on the number of foreign-born or foreign residents enumerated by population censuses and the number of refugees for the period 1960-2000. The estimates obtained indicate that the number of international migrants worldwide stood at 175 million in 2000, up from 76 million in 1960. The results of the estimates have been widely used by individuals as well as institutions working on international migration. The Division also published *World Population Policies, 2003*,<sup>2</sup> a compilation of Governments' views and policies concerning population and development for the 194 Member States and non-member States of the United Nations. The publication reveals that substantial changes in Government perceptions of immigration took place in the late 1970s and the early 1980s. Thus, between 1975 and 2003, the proportion of Governments that viewed immigration levels as too high had risen from 7 to 21 per cent.<sup>3</sup>

5. The General Assembly, in its resolution 58/208, requested the Secretary-General, in cooperation with relevant bodies, agencies, funds and programmes of the United Nations system and other relevant international, regional and subregional organizations, to continue convening meetings in order to coordinate their activities regarding international migration. In order to facilitate stronger partnerships among relevant bodies active in the field of international migration, the Population Division has been organizing annual coordination meetings on international migration. A first meeting had taken place in July 2002 and discussed issues related to the collection and exchange of information on international migration. The second coordination meeting, held in October 2003, brought together representatives from over 20 organizations, including the International Labour Organization (ILO), IOM, the Organization for Economic Cooperation and Development (OECD), the Office of the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF). Participants were informed about recent debates on international migration at the United Nations Secretariat, and discussed selected current issues of international migration, namely, remittances, undocumented migration and security. They also exchanged information on their recent activities related to international migration. The wide range of activities reported by the different organizations prove that international migration has become an issue of central concern for the international community. Participants confirmed the usefulness of having regular meetings among concerned organizations to identify the complementary roles of different institutions and plan the future direction of their work in the field, while minimizing the possible overlap of activities undertaken by different institutions.

6. The Population Division also serves as the secretariat of the Commission on Population and Development. At its thirty-seventh session in 2004, the Commission decided that the special theme for the Commission at its thirty-ninth session in 2006 should be "International migration and development", as a contribution of the Commission to the high-level dialogue of the General Assembly on that issue.<sup>4</sup> In addition, at the thirty-seventh session of the Commission, the Director-General of the International Organization for Migration addressed the Commission as a keynote speaker on the orderly management of the movement of people.

7. The United Nations Statistics Division of the Department of Economic and Social Affairs directs its efforts towards standardizing the concepts and definitions used to measure international migration in order to increase the cross-country comparability of international migration statistics. The Statistics Division, in

collaboration with the United Nations Conference on Trade and Development (UNCTAD), organized a Workshop on Improving the Compilation of International Migration Statistics, which was held in Geneva in September 2003. Participants representing 14 countries from different regions of the world were introduced to the framework for compiling international migration statistics from available data sources laid out in *Recommendations on Statistics of International Migration: Revision I*.<sup>5</sup> During the workshop, participants highlighted the importance of producing statistics that were relevant for policy requirements, and therefore emphasized the need for a greater dialogue between policy makers and statisticians. The dialogue resulting from such a platform would increase mutual appreciation of the needs of users of statistics and the challenges faced by the producers of statistics. The Statistics Division was requested by the Statistical Commission at its thirty-fourth session in 2003 to produce a handbook on the collection and compilation of international migration statistics as a practical guide on how the above-mentioned recommendations could be implemented.<sup>6</sup>

8. Other Divisions of the Department of Economic and Social Affairs are also engaged in a growing number of activities in the field of international migration and development. For instance, in order to shed light on the situation of migrants from a social perspective, the Division for Social Policy and Development convened, on 7 and 8 October 2003, the third meeting of the International Forum for Social Development which considered the topic of international migrants and development. Subsequently, at its forty-second session in 2004, the Commission for Social Development held a high-level panel discussion entitled “International migration and migrants from a social perspective”, under its agenda item entitled “Emerging issues, trends and new approaches to issues affecting social development”.<sup>7</sup> The *Report on the World Social Situation 2003*,<sup>8</sup> prepared by the Division, discussed the well-being of migrants in the context of employment and working conditions, migrant health and social vulnerabilities.

9. The Division for the Advancement of Women of the Department of Economic and Social Affairs addresses the issues of international migration and development from a gender perspective. As a preparatory process for the report on the *World Survey on the Role of Women in Development (A/59/287)*, to be considered by the General Assembly at its fifty-ninth session, the Division held a meeting entitled “Migration and mobility and how this movement affects women” in Malmö, Sweden, in December 2003. The preparation of the *World Survey* also included close consultations with other United Nations entities in the context of the Inter-Agency Network on Women and Gender Equality, as well as cooperation with other Divisions of the Department of Economic and Social Affairs. In 2003, the Division for the Advancement of Women also prepared the Secretary-General’s report on violence against women migrant workers (A/58/161), which included measures taken by Member States, United Nations entities and other international bodies to combat violence against female migrant workers. The Division acts as the secretariat for the Committee on the Elimination of Discrimination against Women. In its consideration of the reports by States parties to the Convention on the Elimination of All Forms of Discrimination against Women (Assembly resolution 34/180, annex), the Committee regularly addresses the issues of international migration and trafficking in women and girls.

10. In 2003, the Division for ECOSOC Support and Coordination of the Department of Economic and Social Affairs had prepared the report of the

Secretary-General entitled “Role of the United Nations in promoting development in the context of globalization” (A/58/394). The report examined, inter alia, the linkages among international migration, financial flows including workers’ remittances, and trade. The report was submitted to the Second Committee of the General Assembly at its 37th meeting, which considered the topic of international migration under the agenda item entitled “Globalization and independence”.

11. Furthermore, the Department of Economic and Social Affairs selected international migration as the special topic for its *World Economic and Social Survey, 2004*.<sup>9</sup> This publication provides an annual analysis of the state of the world economy and emerging policy issues. The 2004 *Survey* will provide recent information on selected aspects of international migration and cover such topics as levels and trends of international migration; refugees and asylum-seekers; international migration policies; causes and economic impacts of international migration; social dimensions of international mobility; and international cooperation.

## **2. Regional commissions**

12. The regional commissions approach the issue of international migration and development from a regional perspective based on empirical observations and frequent interaction with Member States. During the past few years, the topic of international migration and development has been an important component of the work programmes of the regional commissions, particularly the Economic Commission for Europe (ECE), the Economic Commission for Latin America and the Caribbean (ECLAC) and the Economic and Social Commission for Asia and the Pacific (ESCAP).

13. At ECE, the Statistics Division has long been engaged in the improvement of international migration statistics and the compilation of the data therefor. In 2003, ECE convened jointly with the Statistical Office of the European Communities (Eurostat) the Work Session on Migration Statistics in Geneva. It was attended by delegates of the member States of ECE as well as by representatives of concerned international and intergovernmental organizations. The Work Session considered, inter alia, the international migration statistics derived from the 2000 round of population censuses and sought synergies between international migration statistics and statistics on other topics. It assisted countries in the region in exchanging experiences on the collection, processing and dissemination of data related to international migration and on the further improvement of the comparability of data and concepts.

14. The Latin American and Caribbean Demographic Centre (CELADE) of ECLAC provides technical cooperation with respect to the integration of international migration issues in national development plans and programmes. Many of these activities are carried out in close collaboration with national institutions from the region as well as international organizations such as the Inter-American Development Bank (IDB), IOM and the United Nations Population Fund (UNFPA). CELADE also participates in the regional consultative processes, such as the Puebla Process and the South American Migration Dialogue. This constant search for collaboration among stakeholders in the region allows CELADE to organize intergovernmental meetings on a hemispheric scale. In addition, CELADE maintains a data bank for the Investigation of International Migration in Latin America

(IMILA) which has continued to expand, most recently by including the data from the 2000 round of censuses. The data compiled serve as bases for examining the patterns and trends of international migration and contribute to developing analytical frameworks on specific aspects of international migration in the region.

15. As a follow-up to the implementation of the Plan of Action on Population and Poverty of the Fifth Asian and Pacific Population Conference (APPC),<sup>10</sup> ESCAP held an ad hoc Expert Group Meeting on Migration and Development in August 2003. The key topics discussed included linkages among internal and international migration and development, international migration statistics, and migration and poverty. Based on the research findings presented and the ensuing discussions, the meeting adopted several recommendations, providing guidelines for the formulation of policies and the implementation of programmes. Subsequently, in December 2003, ESCAP organized an Expert Group Meeting on Trafficking in Women and Children and identified key issues and strategic areas for regional and subregional cooperation in order to prevent and combat this crime. ESCAP also published in 2003 a report entitled *Combating Human Trafficking in Asia: A Resource Guide to International and Regional Legal Instruments, Political Commitments and Recommended Practices*.<sup>11</sup>

## **B. Other bodies of the United Nations**

### **1. Joint United Nations Programme on Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome (UNAIDS)**

16. The Joint United Nations Programme on Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome (UNAIDS) has been actively involved in issues of population mobility and HIV/AIDS, by supporting advocacy, policy dialogue, country programmes, research and information dissemination. In recent years, UNAIDS, in collaboration with IOM, has contributed to increased understanding and recognition of the vulnerability of migrant populations to HIV/AIDS through publications such as *Population Mobility and AIDS* and *Migrants' Right to Health*. In addition, it collaborates with ILO in establishing workplace-based HIV/AIDS policies. In collaboration with IOM, UNAIDS also extends its support at the country level. These initiatives include assistance to Governments in integrating or mainstreaming HIV/AIDS and migration issues into humanitarian and development planning, budget allocations, and programme implementation. Since migration and HIV/AIDS are both cross-border concerns, UNAIDS also facilitates intergovernmental coordination to address the issue.

17. A number of interventions by UNAIDS are under way in different parts of the world. In Africa, UNAIDS has been involved in the multi-partner West Africa Abidjan-Lagos Transport Corridor Project with the World Bank, the United States Agency for International Development (USAID) and CARE. The project provides prevention education, voluntary counselling and testing, and treatment for sexually transmitted infections to mobile populations along the main communication routes and at sites where mobile groups mix with existing social networks. UNAIDS has also carried out baseline assessments of HIV-related risk associated with migration and has undertaken, with IOM, mapping studies of targeted programmes for truckers in West Africa, and mobile populations in Latin America and the Caribbean, and in Southern Africa. In Southern and South-eastern Asia, UNAIDS works with the

United Nations Development Programme (UNDP) regional initiative and has produced various studies on mobility patterns and strategic planning tools to address the needs of mobile populations in these regions.

18. In Europe, the European AIDS and Mobility Project is an example of best practice for increasing understanding of the issue and strengthening cooperation among countries. Starting in 1991, the project has focused on HIV/AIDS prevention, targeting travellers and migrants in Europe. The project brings together national focal points representing States members of the European Union (EU), and operates by stimulating collaboration and exchange of information on AIDS activities aimed at ethnic minority and migrant communities. During 1999, each of the national focal points organized a national seminar with themes based on priorities set at the country level with respect to prevention of HIV/AIDS and sexually transmitted diseases and mobile populations. The project also disseminates necessary information, regularly publishes an updated bibliography of relevant books, articles and reports, and provides a reference service to other organizations in Europe. The project acknowledges the need to make health services more accessible to international migrants, as they frequently receive limited services owing to legal and administrative obstacles and lack of culturally and linguistically appropriate information and services.

## **2. Office of the United Nations High Commissioner for Human Rights**

19. The Office of the United Nations High Commissioner for Human Rights is responsible for ensuring the implementation of universally recognized human rights and of key human rights instruments relating to international migration. The Office's technical cooperation programme includes provision of legal advice, raising awareness about migrants rights through meetings and publications, and strengthening the capacity of national human rights institutions to safeguard the rights of international migrants. It also coordinates the Intergovernmental Organizations (IGO) Contact Group on Trafficking and Migrant Smuggling, which consists of several United Nations organizations, IOM and non-governmental organizations.

20. The Office of the United Nations High Commissioner for Human Rights services the Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families. The Committee, which consists of 10 experts, monitors the implementation of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (General Assembly resolution 45/158, annex), which entered into force in July 2003. The Committee held its first session in Geneva in March 2004,<sup>12</sup> adopted its provisional rules of procedure<sup>13</sup> and discussed its methods of work.

21. The Office of the United Nations High Commissioner for Human Rights provides secretariat support for the Special Rapporteur on the human rights of migrants. The Special Rapporteur seeks ways to overcome obstacles to the full and effective protection of the human rights of international migrants. During the past two years, the Special Rapporteur has participated in several regional and subregional conferences on migration and development and has undertaken missions to the Islamic Republic of Iran, Mexico, Morocco, the Philippines, Spain and the border areas between Mexico and the United States of America. Through these activities, the Special Rapporteur has stressed that the human rights of international

migrants must be protected at every stage and in every procedure involved in migration management, in countries of origin and transit as well as of destination.

### **3. Office of the United Nations High Commissioner for Refugees (UNHCR)**

22. The primary mandate of the Office of the United Nations High Commissioner for Refugees (UNHCR) is to provide protection and durable solutions for refugees and other persons of concern, including asylum-seekers, returnees and stateless people. Since a majority of the people who are of concern to UNHCR are found in low-income countries, the Office has developed an active interest in the relationship subsisting among development, international migration and refugee protection. UNHCR is engaged in a variety of activities that address this relationship. For instance, it promotes self-reliance among refugee populations in countries of asylum, in partnership with host Governments, development actors and bilateral donors. It ensures that its short-term reintegration programmes for returnees are linked to longer-term reconstruction and development efforts. To this end, UNHCR promotes the realization of the Millennium Development Goals, so as to reinforce the protection capacity of refugee-hosting countries and to facilitate the attainment of durable solutions for refugees and other displaced populations.

23. From a viewpoint of sharing burdens and responsibilities more equitably and elaborating development-based responses that effectively contribute to refugee protection, UNHCR maintains efforts to strengthen collaboration with key United Nations partners such as UNDP and ILO. In addition, there are a number of forums in which UNHCR and IOM participate where they direct attention to the issues of international migration and development.

24. A number of key lessons learned and best practices can be identified based on UNHCR involvement in refugee protection. As mentioned, UNHCR recognizes a strong need to bridge the gap that has traditionally existed between short-term humanitarian programmes and long-term development initiatives, both in refugee hosting countries and in countries of origin, and calls for joint programming between humanitarian and development organizations. Thus, UNHCR has developed a Framework for Durable Solutions for Refugees and Persons of Concern. The framework consists of three elements: (a) promotion of development assistance for refugees; (b) establishment of so-called 4Rs programmes aimed at ensuring repatriation, reintegration, rehabilitation and reconstruction in post-conflict situations; and (c) promotion of development strategies through local integration. The framework has already been implemented through specific projects in Afghanistan, Eritrea, Sierra Leone, Sri Lanka and Zambia. UNHCR is also emphasizing the rule of law and justice issues as part of its efforts to ensure the voluntary return and sustainable reintegration of refugees. Experience shows that the reintegration of returnees in post-conflict situations is closely linked to the re-establishment and proper functioning of national protection mechanisms.

### **4. United Nations Conference on Trade and Development**

25. The principal functions of the United Nations Conference on Trade and Development (UNCTAD) are, among others, to promote international trade, particularly between countries at different stages of development, and to formulate and implement principles and policies on international trade and related problems of economic development. UNCTAD recognizes the movement of labour as an integral



part of the international trade in services and therefore the economic importance of the movements of workers who stay temporarily in a country for the purpose of providing a service in any of the categories identified in Mode 4 under the General Agreement on Trade in Services.<sup>14</sup> In July 2003, UNCTAD held in Geneva, in collaboration with IOM and ILO, a three-day Expert Meeting on Market Access Issues in Mode 4 (Movement of Natural Persons to Supply Services) and Effective Implementation of Article IV on Increasing Participation of Developing Countries (see document TD/B/COM.1/64-TD/B/COM.1/EM.22/3 of 27 November 2003 for the report thereon). UNCTAD has also contributed to the preparation of the *Manual on Statistics of International Trade in Services*,<sup>15</sup> covering Mode 4, through inter-agency cooperation with the United Nations Statistics Division, the European Commission, the International Monetary Fund (IMF), OECD and the World Trade Organization.

#### **5. United Nations Institute for Training and Research**

26. The United Nations Institute for Training and Research (UNITAR) has been executing the International Migration Policy Programme (IMP) since 1998. IMP is an inter-agency activity of ILO, IOM, UNFPA and UNITAR, implemented in collaboration with other relevant multilateral organizations such as EU, the International Committee of the Red Cross (ICRC), the International Centre for Migration Policy Development (ICMPD), the Office of the United Nations High Commissioner for Human Rights, UNAIDS, UNHCR and UNICEF. Its aim is to strengthen the capacity of Governments to manage international migration and to facilitate regional and international cooperation for orderly migration and the protection of international migrants.

27. Between 2002 and 2004, IMP organized five regional meetings on migration policy, in the Dominican Republic, Ethiopia, Kenya, Kyrgyzstan and Turkey. In addition, in 2003, IMP co-organized an International Conference on Migrant Remittances with the World Bank and the Department for International Development (DFID) of the United Kingdom of Great Britain and Northern Ireland. The activities of IMP have benefited over 340 senior- and middle-level government officials from some 57 developing countries. IMP is part of the South-East Europe Stability Pact Task Force on Trafficking in Human Beings. Thus, since 2001, IMP has co-organized with ICMPD, IOM and the Southeast European Cooperative Initiative (SECI) training seminars for police, the judiciary, non-governmental organizations, international experts and government officials who are responsible for counter-trafficking strategies. IMP is also a member of the Geneva-based IGO Contact Group on Trafficking and Migrant Smuggling.

#### **6. United Nations Office on Drugs and Crime**

28. The United Nations Office on Drugs and Crime plays an active role in supporting the efforts of the international community to fight trafficking in persons and smuggling of migrants, particularly through its legal advisory services, technical cooperation and awareness-raising. It works closely with many international and regional organizations, including EU, Europol, ICMPD, ILO, Interpol, IOM, the Organization for Security and Cooperation in Europe (OSCE), UNAIDS, the Division for the Advancement of Women of the United Nations Secretariat, UNICEF and the United Nations Development Fund for Women (UNIFEM). In its field-level activities, the United Nations Office on Drugs and

Crime cooperates with UNDP and the United Nations Office for Project Services (UNOPS).

29. One of the most notable activities carried out by the United Nations Office on Drugs and Crime in recent years has been the establishment of a global database on human trafficking and migrant smuggling. Using the data collected, the Office assesses trends in trafficking and smuggling with respect to smuggling routes, forms of exploitation, methods used by organized criminal groups, cooperation among law enforcement, and the responses of Governments, including legislative reforms. The database has been regularly shared with IOM. The technical cooperation projects of the Office are currently in operation in more than 10 countries of Asia, Central and Eastern Europe, Latin America and Western Africa. These projects aim to review national legislation and assist in the ratification and implementation of the United Nations Convention against Transnational Organized Crime and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, and the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime (General Assembly resolution 55/25, annexes I-III), and to strengthen the national capacity of the criminal justice system to investigate, prosecute and convict traffickers.

30. The best practices of the United Nations Office on Drugs and Crime in migration management are related to awareness-raising activities. Information campaigns are effective measures to prevent persons from becoming victims of trafficking as well as to discourage the demand that fosters all forms of exploitation leading to trafficking. The Office launched in 2001 the Global Television Campaign on Human Trafficking. The first video focused on the trafficking in women for the purpose of sexual exploitation and projected a powerful message about this complex and growing problem. The Office produced in 2002 a second video focusing on trafficking in men, women and children for bonded and forced labour. With the cooperation of broadcast stations worldwide, these videos have been transmitted on national networks in over 40 countries as well as on global and regional networks. Two new videos launched in 2003 call upon victims and the general public to take action against trafficking.

## **7. United Nations Population Fund (UNFPA)**

31. In addition to its support for IMP, UNFPA organized an international workshop in Bratislava, Slovakia, in 2002 to address the problems of trafficking in women and girls. The workshop brought together more than 60 parliamentarians, government officials and representatives of non-governmental organizations from 25 countries. In 2003, UNFPA, in collaboration with IOM, supported the League of Arab States in organizing a Conference on Arab Migration in a Globalized World to address, inter alia, the openness of labour and commercial markets, the freedom of movement for individuals, and mechanisms to rationalize the mobility of human resources in Western Asia. The Conference was attended by more than 200 policy makers, government officials, migration officials, and experts, as well as by representatives of intergovernmental organizations concerned with international migration.

## **C. Specialized agencies**

### **1. Food and Agriculture Organization of the United Nations**

32. Although the activities of the Food and Agriculture Organization of the United Nations (FAO) do not focus specifically on international migration, the types of developmental interventions promoted by the Organization are highly relevant to migration. For instance, an important component of the work of FAO on food security, poverty reduction and sustainable agricultural development is to promote policies and programmes that support rural livelihoods and encourage investment in rural areas. Such interventions should enhance living conditions in rural settings, eventually reducing the magnitude of outmigration and improving the conditions under which people migrate. Examples of agricultural policies that can stabilize rural populations or foster return flows of people include interventions to increase agricultural production, strengthen rural infrastructure and diversify rural economies. This is also crucial to reducing vulnerability or increasing the resilience of farming systems and rural households.

### **2. International Labour Organization**

33. The International Labour Organization (ILO) promotes social justice and internationally recognized labour rights. In the area of international migration, ILO has helped forge an international consensus on the protection of migrant workers from discrimination and exploitation, while allowing orderly movements of workers. The ILO strategy for achieving this objective includes the supervision of standards, legislative and policy advisory services, and technical training and awareness-raising among government officials and representatives of workers' and employers' organizations. For instance, ILO has adopted a number of Conventions and Recommendations specific to migration and migrant workers, including the Migration for Employment Convention (Revised), 1949 (No. 97), and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143). ILO promotes ratification of these conventions and ensures adherence to their standards by monitoring laws, regulations and practices related to the treatment of migrant workers.

34. Monitoring and assessing emerging issues in the field of migration and the conditions of migrants have also been a mainstay of ILO activity. The recent research of ILO includes evaluation of comparative experiences with temporary foreign worker programmes, recruitment methods and their implications for the labour market, the use of immigration quotas, the effectiveness of measures to prevent the illegal employment of undocumented migrants, the relationship between the growth of trade and migration of skilled and unskilled workers, and the effects of emigration of the highly skilled on a sample of developing countries. The ILO online database on international labour migration (ILM), established in 1997, currently provides comprehensive and comparative statistical information for over 80 countries.

35. In order to achieve its mission and objectives, ILO has offered substantive technical assistance to member States. In recent years, ILO has sent advisory missions to an increasing number of Member States and has provided technical advice on various aspects of labour migration, including the improvement of national migration policies, the formulation of legislation and the establishment of

frameworks for protecting nationals working abroad. In addition, ILO has been also requested to provide advisory services to regional economic groups such as the Association of South-East Asian Nations (ASEAN) and the Caribbean Community (CARICOM). In view of the further integration of labour markets at the regional level, the provision of advisory work on the implications of the free circulation of labour will be an important area of work of ILO in the future.

36. Recognizing that there are many other actors in the field of international migration and development, ILO has promoted joint activities with other United Nations offices and intergovernmental agencies. Hence, ILO is an active partner of UNITAR, UNFPA and IOM in the International Migration Policy Program (IMP). ILO is also cooperating with the Council of Europe in documenting best practices to prevent discrimination and xenophobia, and with the Office of the United Nations High Commissioner for Human Rights in supporting the work of the Special Rapporteur on the human rights of migrants.

37. The International Labour Conference of ILO is a global ministerial-level conference in which participate Ministers of Labour and the leaders of the main national employer and business associations and the most representative trade union federation of each ILO member State. The International Labour Conference of 2004 chose “migrant workers” as a main topic of general discussion. As part of the preparation for the Conference, the International Labour Office conducted the International Labour Migration Survey and obtained from 93 member States the latest information on the trends in international migration and conditions of migrant workers, the state of law and practice, the impact of migration and the experience with structures and policies for regulating migration and employment of migrant workers. The report, entitled *Towards a Fair Deal for Migrant Workers in the Global Economy*,<sup>16</sup> which was submitted to the Conference, reflects the outcomes of the survey.

### **3. United Nations Educational, Scientific and Cultural Organization**

38. Under the newly established programme on International Migration and Multicultural Policies, the activities of the United Nations Educational, Scientific and Cultural Organization (UNESCO) focus on: (a) strengthening the rights of migrant workers and their families; (b) improving regional, national and international policies to manage the impact of migration on society; (c) promoting the value of, and respect for, cultural diversity in multicultural societies; and (d) contributing to the global fight against the exploitation of migrants and human trafficking. Thus, UNESCO has been actively involved in the Steering Committee of the Global Campaign for Ratification of the Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, by publishing an information kit on the contents and implications of the Convention. The outcomes of comparative research on the obstacles to the ratification of the Convention, carried out by its regional research networks in Eastern Europe, Asia-Pacific, sub-Saharan Africa and the Maghreb, have been published in the form of more than 30 country reports.

39. In order to guide policy formulation and to strengthen the linkage of research and policy, UNESCO is engaged in the collection of best practices on various aspects of international migration, and is planning to establish a database accessible through the Internet. The first collection of best practices has been focused on

measures combating exploitative migration and human trafficking. For this project, UNESCO collaborates closely with research networks and other international organizations such as ILO, IOM and UNICEF. In Western and Southern Africa, UNESCO has undertaken research, advocacy and training activities to strengthen the fight against human trafficking.

#### **4. World Health Organization**

40. The World Health Organization (WHO) increasingly recognizes the need to better understand the challenges of migration to health in the context of globalization, as it focuses its efforts on reaching the health targets set out in the Millennium Development Goals. The organization participated, as a member of the steering committee, in the global evaluation on reproductive health for refugees and internally displaced persons led by UNHCR in 39 countries. One of the outcomes of this evaluation has been the WHO inter-agency technical consultation to revise the content of reproductive health kits. In addition, WHO convened, in collaboration with UNFPA, the ninth annual meeting of the Inter-Agency Working Group on Reproductive Health in Refugee Settings, held in Brussels in October 2003. In order to identify the main health and human rights challenges in the context of migration, WHO, together with key partner organizations such as ILO, IOM, the International Centre for Migration and Health and OHCHR, published the report entitled *International Migration, Health and Human Rights*<sup>17</sup> in 2003. The report considered a broad range of categories, from victims of trafficking to undocumented migrants, and key challenges for policy makers in addressing the linkages among migration, health and human rights.

#### **D. Geneva Migration Group**

41. In April 2003, the heads of six international organizations and United Nations entities, based in Europe and active in the field of international migration, namely, ILO, IOM, the Office of the United Nations High Commissioner for Human Rights, UNHCR, UNCTAD and the United Nations Office on Drugs and Crime, established the Geneva Migration Group. The Group is an informal mechanism for the exchange of information among organizations, sharing many objectives and areas of work. It meets regularly, usually on a quarterly basis, and has a rotating Chair. Through these meetings, the Group aims to improve mutual understanding, discuss the possibility of inter-agency cooperation and collaboration, and promote synergies, and to avoid duplication of activities. The link between migration and development is a common theme in this forum.

### **III. Major initiatives of Member States to create a multilateral framework of cooperation**

42. In recent years, several groups of countries have launched important initiatives to create multilateral frameworks for cooperation in improving migration management. These initiatives are most evident at the regional level.

43. Undoubtedly, the member States of the European Union (EU) have made the greatest progress in seeking harmonization of measures to manage international migration, in a context of growing economic and regional integration. EU aims to

assure the free movement of people and workers in conjunction with appropriate measures regarding external border controls, immigration, asylum and the prevention of crime. In 1997, the Treaty of Amsterdam<sup>18</sup> established for the first time EU competence on immigration and asylum. Subsequently, the European Council, at its meeting in Tampere, Finland, on 15 and 16 October 1999, called for a common policy on immigration and asylum and set forth a framework within which to achieve it. In this framework, partnerships with countries of origin are seen as essential elements for the success of migration management. In May 2004, an additional 10 countries joined the 15 member States of EU. Although the access of citizens of new member States to the labour markets of the old member States is at present restricted by transitional arrangements, the free movement of workers from the new member States is expected to be fully achieved by 2011.

44. Outside EU, regional consultative processes have been established in virtually all world regions. These processes were often spawned by regional conferences or seminars focusing on specific migration issues of regional concern. In some cases, a concerned Government brought together representatives of States in the region for a first meeting. Subsequently, concern over specific migration issues affecting the whole region gave rise to a regional consultative process. Consultations normally involve regional and international organizations working on international migration and, in some cases, non-governmental organizations as well. Organizations such as ICMPD, IOM, UNITAR and UNHCR have provided substantive and logistic support to maintaining such consultative processing.

45. For instance, the first meeting of what would become the Budapest Process was convened by Germany in 1991. Primarily concerned with irregular migration from Eastern and Central Europe towards Western Europe after the fall of the Berlin Wall, 26 Ministers of European countries met to seek the establishment of sustainable systems for orderly migration. Over time, the process has expanded both its membership and its focus. It now functions as a consultative forum for more than 40 Governments and has developed closer ties with EU. In 1997, the Ministerial Conference of the Budapest Process adopted a set of recommendations in Prague, many of which addressed the emerging problem of trafficking.

46. The Commonwealth of Independent States (CIS) Process began with the Regional Conference to address the problems of refugees, displaced persons, other forms of involuntary displacement and returnees in the countries of the Commonwealth of Independent States and relevant neighbouring States, held in Geneva, under the joint auspices of UNHCR, IOM and OSCE on 30 and 31 May 1996. The Conference, convened at the request of the Russian Federation, was attended by 87 States, including the 12 members of CIS and many European countries concerned about the consequences of unmanaged migration flows in the region. The Conference adopted a Programme of Action (A/51/341 and Corr.1, appendix) and led to the establishment of a technical cooperation programme aimed at establishing, improving and harmonizing national migration legislation, policies and administrative structures in CIS.

47. In Central and Northern America, Governments of the region have been holding regular regional consultations in what has become known as the Puebla Process. The first meeting took place in Puebla, Mexico, in 1996 and was attended by representatives of 10 Governments in the region. The process initially had the objective of reducing irregular migration, especially the transit of irregular migrants

from outside the region through Central America and Mexico to the United States of America and Canada. In 1997, the Plan of Action of the Regional Conference on Migration was drawn up to address the main issues of concern in the area of international migration and development. Since then, the scope of the Puebla Process has expanded markedly by including technical cooperation activities.

48. In Asia, the Manila Process has developed from a regional seminar on irregular migration and trafficking in persons organized by the Philippines and IOM in 1996. It originally intended to be a one-time seminar; but, by 2000, there had been four meetings, involving 14 States or administrative regions of Eastern and South-eastern Asia. The process focuses on the exchange of information, primarily on irregular migration and trafficking. The participating States have shared country reports on a regular basis to gain an overall view of the phenomenon in the region.

49. The Berne Initiative, which started explicitly as an intergovernmental consultation process, has the goal of improving the management of international migration at the regional and global levels through cooperation among countries. The Initiative was launched by the Government of Switzerland at the International Symposium on Migration, held in Berne in June 2001. It has been expanding by including countries not only in Europe, but also in other regions. As a process, the Berne Initiative enables Governments from all world regions to share their policy priorities and identify long-term interests in the area of international migration, and offers the opportunity of developing a common orientation towards the management of international migration. An objective of the Berne Initiative is to develop a broad policy framework to facilitate cooperation among Governments in managing the movement of people in a humane and orderly fashion.

50. A more recent initiative has been the establishment of the Global Commission on International Migration. With the encouragement of the Secretary-General of the United Nations, the Governments of Sweden and Switzerland, together with those of Brazil, Morocco and the Philippines, established the Commission in December 2003. Since then, a further 16 Governments plus EU have offered their support to this institution. The Commission is an independent body, based in Geneva, and constituted by 18 eminent persons from all regions of the world. Its objectives are: (a) to place international migration in the global agenda; (b) to analyse gaps in current policy approaches to international migration and examine its interlinkages with other issues; and (c) to present recommendations to the Secretary-General and other stakeholders on how best to address international migration issues at the international level. The Commission has identified “development” as a key issue in the overall analysis of the complex challenges posed by contemporary migration.

51. The first meeting of the Global Commission was held in Stockholm, Sweden, on 26 and 27 February 2004. The Commission is in the process of organizing a series of regional hearings. The first, involving the Asia-Pacific region, was held in Manila, Philippines, in May 2004. It was attended by some 160 people, consisting of senior and middle-level government officials in the region, migration experts, and representatives of international organizations, trade unions, employer associations, non-governmental organizations, and the media. Similar hearings are scheduled for Africa, the Americas, Europe and the Mediterranean region, to ensure that the perspectives and experiences of all regions are taken into consideration. The Commission will submit its final report to the Secretary-General of the United Nations in mid-2005.

#### **IV. Action-oriented options of the United Nations for addressing the issue of international migration and development**

52. International migration is clearly at the forefront of the international agenda. Since 1995, the issue of international migration and development has been in the agenda of the General Assembly six times. Over the past 10 years, the Assembly has thus provided a forum for the exchange of views and experiences among Member States on this issue. The high-level dialogue on international migration and development, to be held in 2006, will provide a further opportunity for the consideration of strategies and mechanisms to address the many facets of this issue.

53. The United Nations has played a critical role in establishing legal norms and standards in relation to international migration. The International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, adopted in 1990, entered into force on 1 July 2003 and has been ratified by 26 States. It is a key instrument with respect to the setting of standards for the treatment, and protection of the welfare and rights, of migrant workers, in conjunction with two ILO conventions, namely, the Migration for Employment Convention (Revised), 1949 (No. 97), and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), ratified, respectively, by 42 and 18 States. In addition to monitoring the application of the 1990 Convention among States parties, the United Nations will continue to promote its ratification and raise awareness about the importance, in regard to fostering the benefits of international migration, of safeguarding the rights of migrants.

54. The United Nations has also made major strides in advancing a legal framework to prevent and combat the trafficking and smuggling of persons. The Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, and the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime, both adopted in November 2000, have been signed by more than 100 States. The United Nations could expand its technical cooperation projects to assist countries in the ratification and implementation of the Protocols.

55. The United Nations, through the Department of Economic and Social Affairs of the United Nations Secretariat and the regional commissions, is well placed to elucidate the different facets of the interrelations between international migration and development, and their implications for developed and developing countries. By undertaking the collection and dissemination of information relevant to international migration and development, gathering and analysing the available statistics on international migration, working to improve the availability and comparability of statistics on international migration, monitoring national policies and government views on international migration, and providing objective assessments of the state of knowledge regarding the causes and consequences of international migration, the United Nations plays a fundamental role in underpinning the policy debate on the subject. The United Nations can continue to strengthen its substantive and technical work on international migration.

56. The United Nations, in collaboration with agencies, funds and other relevant organizations, may further assist Governments in achieving a better understanding of the extent and implications of specific migration trends and the strategies to



address them. In addition, the United Nations will continue to provide a forum for the exchange of information and coordination of activities on international migration among the different actors in the United Nations system and other relevant international organizations by convening coordination meetings at regular intervals, as called for in General Assembly resolution 58/208.

## V. Conclusions

57. During the 1990s, international migration to developed countries increased significantly even though many of them restricted the admission of international migrants. In the countries with economies in transition, restrictions on freedom of movement were dismantled and international mobility increased. In the developing world, the accelerated development of the newly industrialized countries caused shortages in certain sectors of labour that was provided by migrants. Millions of refugees repatriated once long-standing conflicts were resolved. However, new foci of instability emerged, particularly in Europe, leading to rising numbers of displaced persons in need of protection. At the same time, migrant remittances reached unprecedented levels, surpassing the amount of official development assistance and becoming a major source of income for a growing number of developing countries. These developments have moved international migration to the forefront of the international agenda and raised awareness of the need for international collaboration in addressing the challenges and reaping the benefits related to international migration.

58. As this report has documented, the response by the international community has been swift. The United Nations system, in collaboration with relevant institutions and organizations, including IOM, has responded by addressing a wide array of relevant issues such as the protection of migrant rights; the development of international instruments to combat human trafficking and smuggling; the provision of technical assistance on labour migration, on the formulation of migration legislation, and on the development of national institutions and expertise to manage migration; the provision of information and technical expertise on migration issues; the implications of migration for health; and the provision of assistance to refugees and others in need of protection. To facilitate collaboration and ensure coordination in carrying out this wide array of activities, mechanisms such as the Geneva Migration Group and the coordination meetings convened by the United Nations have been used.

59. In addition, a number of government initiatives, sometimes launched in collaboration with international organizations, have given rise to several regional consultative processes that have provided useful forums for the exchange of information and the discussion of positions among government representatives. In some regions, these consultative processes have advanced to a stage where concrete proposals are being acted upon by the group of countries concerned. The work of the United Nations on international migration would benefit from closer ties with the regional consultative processes in regard to determining which issues would benefit from consideration at the global level. Inputs from the regional consultative

processes would be a useful part of the preparatory activities for the high-level dialogue scheduled for 2006.

60. Consideration of international migration issues at the United Nations will also benefit from the findings of the Global Commission on International Migration whose report is scheduled to be completed by mid-2005. Among other things, the report is expected to distil the views expressed in the regional hearings that are being conducted by the Commission.

61. International migration is a priority issue for the United Nations, as the Secretary-General has emphasized. This report shows that the United Nations is continuing to address the issues raised by the many facets of international migration in concrete ways. By maintaining its focus on the interrelations of international migration and development, the General Assembly has ensured that the United Nations will play a key role in advancing the debate on this crucial global issue.

### Notes

<sup>1</sup> POP/DB/MIG/2003/1.

<sup>2</sup> United Nations publication, Sales No. E.04.XIII.3.

<sup>3</sup> Ibid., table 16.

<sup>4</sup> See *Official Records of the Economic and Social Council, 2004, Supplement No. 5 (E/2004/25)*, chap. I, sect. B, decision 2004/1, para. (c).

<sup>5</sup> Statistical Papers, No. 58, Rev.1 (United Nations publication, Sales No. E.98.XVII.14).

<sup>6</sup> See *Official Records of the Economic and Social Council, 2003, Supplement No.4 (E/2003/24)*, chap. II, para. 2 (d).

<sup>7</sup> Ibid., 2004, *Supplement No. 6 (E/2004/26)*, annex III.

<sup>8</sup> United Nations publication, Sales No. E.03.IV.10.

<sup>9</sup> United Nations publication, Sales No. E.04.II.C.1. Forthcoming.

<sup>10</sup> "Fifth Asian and Pacific Population Conference: Report and Plan of Action on Population and Poverty" (Asian Population Studies Series, No. 159 (ST/ESCAP/2264)) (New York, 2003).

<sup>11</sup> United Nations publication, Sales No. E.04.II.F.5.

<sup>12</sup> See *Official Records of the General Assembly, Fifty-ninth Session, Supplement No. 48 (A/59/48)*, for the report on the first session.

<sup>13</sup> Ibid., annex IV.

<sup>14</sup> The complete text of the Agreement is available from [http://www.wto.org/english/tratop\\_e/serv\\_c/gatsintr\\_e.htm](http://www.wto.org/english/tratop_e/serv_c/gatsintr_e.htm).

<sup>15</sup> Statistical Papers, No. 86 (United Nations publication, Sales No. E.02.XVII.11).

<sup>16</sup> Geneva, 2004. Also available from <http://www.ilo.org/public/english/standards/relm/ilc/ilc92/pdf/rep-VI.pdf> (accessed 22 September 2004).

<sup>17</sup> Health and Human Rights Publication Series Issue No. 4 (Geneva, WHO, December 2003).

<sup>18</sup> Text of the Treaty is available from [http://www.unizar.es/euroconstitucion/Treaties/Treaty\\_Amst.htm](http://www.unizar.es/euroconstitucion/Treaties/Treaty_Amst.htm) (accessed 22 September 2004).





# General Assembly

Distr.: General  
13 February 2004

**Fifty-eighth session**  
Agenda item 93 (c)

## Resolution adopted by the General Assembly

[on the report of the Second Committee (A/58/483/Add.3)]

### 58/208. International migration and development

*The General Assembly,*

*Recalling* the Programme of Action of the International Conference on Population and Development adopted at Cairo,<sup>1</sup> in particular chapter X on international migration, and the key actions for the further implementation of the Programme of Action, set out in the annex to General Assembly resolution S-21/2 of 2 July 1999, in particular section II.C on international migration, as well as the relevant provisions contained in the Copenhagen Declaration on Social Development,<sup>2</sup> the Programme of Action of the World Summit for Social Development,<sup>3</sup> the Platform for Action adopted by the Fourth World Conference on Women<sup>4</sup> and the outcome documents of the twenty-fourth<sup>5</sup> and twenty-fifth<sup>6</sup> special sessions of the General Assembly,

*Recalling also* its resolutions 49/127 of 19 December 1994, 50/123 of 20 December 1995, 52/189 of 18 December 1997, 54/212 of 22 December 1999 and 56/203 of 21 December 2001 on international migration and development, as well as Economic and Social Council decision 1995/313 of 27 July 1995,

*Recalling further* its resolution 57/270 B of 23 June 2003 on the integrated and coordinated implementation of and follow-up to the outcomes of the major United Nations conferences and summits in the economic and social fields,

*Reaffirming* the obligations of all States to promote and protect all human rights and fundamental freedoms, reaffirming also the Universal Declaration of Human Rights,<sup>7</sup> and recalling the International Convention on the Elimination of All

<sup>1</sup> *Report of the International Conference on Population and Development, Cairo, 5-13 September 1994* (United Nations publication, Sales No. E.95.XIII.18), chap. I, resolution 1, annex.

<sup>2</sup> *Report of the World Summit for Social Development, Copenhagen, 6-12 March 1995* (United Nations publication, Sales No. E.96.IV.8), chap. I, resolution 1, annex I.

<sup>3</sup> *Ibid.*, annex II.

<sup>4</sup> *Report of the Fourth World Conference on Women, Beijing, 4-15 September 1995* (United Nations publication, Sales No. E.96.IV.13), chap. I, resolution 1, annex II.

<sup>5</sup> Resolution S-24/2, annex.

<sup>6</sup> Resolution S-25/2, annex.

<sup>7</sup> Resolution 217 A (III).

Forms of Racial Discrimination,<sup>8</sup> the Convention on the Elimination of All Forms of Discrimination against Women<sup>9</sup> and the Convention on the Rights of the Child,<sup>10</sup>

*Recalling* the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families,<sup>11</sup> which entered into force in July 2003,

*Recalling also* that heads of State and Government at the United Nations Millennium Summit resolved to take measures, inter alia, to ensure respect for and protection of the human rights of migrants, migrant workers and their families, to eliminate the increasing acts of racism and xenophobia in many societies and to promote greater harmony and tolerance in all societies,

*Reaffirming* that the General Assembly and the Economic and Social Council should carry out their respective responsibilities as entrusted to them in the Charter of the United Nations, and that Member States should strive to achieve the goals set at the relevant United Nations conferences in the formulation of policies and the provision of guidance to and coordination of United Nations activities in the field of population and development, including activities on international migration,

*Reaffirming also* the need for the relevant United Nations organizations and other international organizations to enhance their financial and technical support to developing countries, as well as countries with economies in transition, to foster migration that contributes to development,

*Taking note* of the views of Member States on the question of convening a United Nations conference on international migration, its scope, form and agenda, and noting the low number of respondents to the survey of the Secretariat, and in this context inviting the Secretary-General to continue considering the issue,

*Noting* the work undertaken under the International Migration Policy Programme by the United Nations Institute for Training and Research, the International Organization for Migration and the United Nations Population Fund, in partnership with the International Labour Office, the Office of the United Nations High Commissioner for Refugees, the Office of the United Nations High Commissioner for Human Rights and other relevant international and regional institutions, with a view to strengthening the capacity of Governments to manage migration flows at the national and regional levels and thus foster greater cooperation among States towards orderly migration,

*Aware* that, among other important factors, both domestic and international, the widening economic and social gap between and among many countries and the marginalization of some countries in the global economy, due in part to the uneven impact of the benefits of globalization and liberalization, have contributed to large flows of people between and among countries and to the intensification of the complex phenomenon of international migration,

*Aware also* that, in spite of the existence of an already established body of principles, there is a need to enhance international cooperation on migration issues and make further efforts, including through appropriate mechanisms, to ensure that

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<sup>8</sup> Resolution 2106 A (XX), annex.

<sup>9</sup> Resolution 34/180, annex.

<sup>10</sup> Resolution 44/25, annex.

<sup>11</sup> Resolution 45/158, annex.

the human rights and dignity of all migrants and their families, in particular of women migrant workers, are respected and protected,

*Taking note* of the rights of all migrants and their obligation to respect national legislation, including legislation on migration,

*Noting* that an overall commitment to multiculturalism helps to provide a context for the effective integration of migrants, preventing and combating discrimination and promoting solidarity and tolerance in receiving societies,

*Recognizing* the need for further studies and analyses of the effects of the movements of highly skilled migrant workers and those with advanced education on economic and social development in developing countries, and emphasizing the need for further studies and analysis of the effects of those movements on development in the context of globalization,

*Noting* the importance of remittances by migrant workers, which for many countries are one of the major sources of foreign exchange and can make an important contribution to developmental potential, and stressing the need to consider the various dimensions of this issue in a sustainable development perspective,

1. *Takes note* of the report of the Secretary-General;<sup>12</sup>
2. *Urges* Member States and the United Nations system to continue strengthening international cooperation and arrangements at all levels in the area of international migration and development in order to address all aspects of migration and to maximize the benefits of international migration to all those concerned;
3. *Calls upon* all relevant bodies, agencies, funds and programmes of the United Nations system and other relevant intergovernmental, regional and subregional organizations, within their continuing mandated activities, to continue to address the issue of international migration and development, with a view to integrating migration issues, including a gender perspective and cultural diversity, in a more coherent way within the broader context of the implementation of agreed economic and social development goals and respect for all human rights;
4. *Requests* the Secretary-General, in cooperation with relevant bodies, agencies, funds and programmes of the United Nations system and other relevant international, regional and subregional organizations, to continue convening meetings, as necessary, in order to coordinate their activities regarding international migration, and to collect information to assist States in identifying critical issues and discussing future steps;
5. *Takes note* of the initiatives undertaken by Member States to continue to identify the many dimensions of international migration and development in order to better understand international migration processes and their linkages with globalization and development, to address the issues related to international migration, to analyse the gaps and shortcomings in the current approaches, to maximize the benefits of international migration and to strengthen international, regional and subregional cooperation;
6. *Encourages* Governments of countries of origin, countries of transit and countries of destination to increase cooperation on issues related to migration, and

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<sup>12</sup> A/58/98.

notes with appreciation the numerous meetings and conferences convened relating to migration and development,<sup>13</sup> in particular in the context of regional cooperation;

7. *Invites* Governments, with the assistance of the international community, where appropriate, to seek to make the option of remaining in one's country viable for all people, in particular through efforts to achieve sustainable development, leading to a better economic balance between developed and developing countries;

8. *Requests* the Secretary-General, as an exception, to submit a report to the General Assembly at its fifty-ninth instead of its sixtieth session on the implementation of the present resolution, which, inter alia, provides an update of the results of relevant activities within the United Nations system and of United Nations cooperation with the International Organization for Migration and other relevant intergovernmental organizations concerning international migration and development, including best practices on managed migration and polices to increase understanding and strengthen cooperation in the area of international migration and development among States and other stakeholders, reviews major initiatives of Member States and suggests action-oriented options for the consideration of the General Assembly;

9. *Decides* that in 2006 the General Assembly will devote a high-level dialogue to international migration and development, in accordance with the rules and procedures of the Assembly;

10. *Requests* the Secretary-General to report to the General Assembly at its sixtieth session on the organizational details of the high-level dialogue, bearing in mind that:

(a) The purpose of the high-level dialogue is to discuss the multidimensional aspects of international migration and development in order to identify appropriate ways and means to maximize its development benefits and minimize its negative impacts;

(b) The high-level dialogue should have a strong focus on policy issues, including the challenge of achieving the internationally agreed development goals;

(c) Round tables and informal exchanges are useful for dialogue;

(d) The outcome of the high-level dialogue will be a Chairperson's summary, which will be widely distributed to Member States, observers, United Nations agencies and other appropriate organizations;

11. *Decides* to include in the provisional agenda of its fifty-ninth session the sub-item entitled "International migration and development".

*78th plenary meeting  
23 December 2003*

<sup>13</sup> Including the European Conference on Migration, held at Brussels on 16 and 17 October 2001; the International Symposium on Migration: Towards Regional Cooperation on Irregular/Undocumented Migration, held at Bangkok from 21 to 23 April 1999, which adopted the Bangkok Declaration on Irregular Migration (see A/C.2/54/2, annex); the Regional Conference to Address the Problems of Refugees, Displaced Persons, Other Forms of Involuntary Displacement and Returnees in the Countries of the Commonwealth of Independent States and Relevant Neighbouring States, held at Geneva on 30 and 31 May 1996; the Regional Conference on Migration in North and Central America; regional migration policy capacity-building and cooperation meetings organized and planned by the International Migration Policy Programme; the Mediterranean Conference on Population, Migration and Development, held at Palma de Mallorca, Spain, from 15 to 17 October 1996; the Technical Symposium on International Migration and Development of the Administrative Committee on Coordination Task Force on Basic Social Services for All, held at The Hague from 29 June to 3 July 1998; and the First and Second Ministerial Regional Conferences on People Smuggling, Trafficking in Persons and Related Transnational Crime, held at Bali, Indonesia, from 26 to 28 February 2002 and from 28 to 30 April 2003.

# INTERNATIONAL MIGRATION REGIMES AND ECONOMIC DEVELOPMENT \*

*Robert E. B. Lucas*

## A. THE CONTEXT

International migration is attracting increasing attention, both among governments in the industrialized countries and within various international agencies. Trade continues to dominate the international agenda, though migration is also becoming a focus of interest for good reason. Recent simulations indicate that small increments to global migration could have far more profound effects in enhancing world production than would complete removal of all policy barriers to trade. Moreover, for many developing countries, remittances have become a critical form of financing their balance of payments, with reported remittances to the developing regions now exceeding Official Development Assistance and total remittances perhaps capping direct foreign investment flows.

Amidst this mounting interest, this study is concerned with the links between international migration and economic development in the lower income countries. This interplay is two-way: development affects migration and migration affects development. The effects of development on migration and of migration upon development are intimately linked and both influences are controversial.

The former link has attracted increasing attention in some of the OECD countries where inability to control migration has focused efforts on migration management, including the role of economic development at origin as a device for reducing migration pressures. However, it is the second element of interplay, the effects of migration upon development that is the main focus of the present study. In the process of migration, despite the high rents that are extracted by many middlemen, voluntary migrants presumably believe they will gain by moving. However, the economic consequences of departure upon those left at home is far more ambiguous and is the subject of this study. In particular, this is an investigation into the effects of international migration to the high income countries upon the economic development of the lower income countries from which many of the migrants originate. The focus is on labor migration, but not exclusively: the margins between migration for work and other forms of migration are blurred.

Although this study focuses upon the effect of migration upon economic development, the reverse effect cannot be neglected and the contentious nature of both influences is drawn out and reexamined. The prevailing lack of resolution may not be inappropriate: the links between migration and development differ from context to context, varying with the extent and nature of migration streams, the migrants' experiences, and the economic, political and social setting in the home country. Alternative migration regimes, with variegated patterns of skilled and unskilled workers, of temporary and permanent movers, of men and women, of solitary sojourners and families shifting domicile, should not be expected to have uniform consequences for development.

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\* This is an executive summary of the report "International Migration Regimes and Economic Development", prepared for the Expert Group on Development Issues in the Swedish Ministry for Foreign Affairs. The full report is posted at the following website: <http://www.egdi.gov.se/migraiton.htm>. The final version of the report will be available from Edward Elgar Publisher in 2005.



## 1. *Four Case Study Areas*

To explore the diversity of experiences in the linkages between migration and development, four migration regimes were selected for specific attention within this study, each exhibiting distinct characteristics, though all represent major migration streams from lower to higher income countries. Together, these four regimes encompass a substantial portion of global migration from low to high income countries while representing a diversity of migration experiences:

*Migration to the Europe Union:* A case in which coordination of migration policies among member countries, control of irregular migration, widespread use of short term migrant workers, and strategies toward refugees and asylum seekers come to the fore.

*Contract workers in the Persian Gulf from South and Southeast Asia:* A case dominated by migration on fixed period contracts, without family accompaniment, exhibiting a rising role for female labor migration.

*The brain drain to North America:* A case of selective legal migration in these countries of traditional settlement, resulting in a bimodal distribution of migrant skills; highly skilled migrants are admitted on a more permanent basis with family accompaniment, and unskilled workers enter both with and without legal documentation.

*Migration transition in East Asia:* A case of increasingly integrated labor markets as the higher income countries experience migration transitions, legal migration being almost exclusively short term though combined with widespread employment of trainees, students and irregular over-stayers, all being impacted by the East Asia financial crisis.

## B. THE DETERMINANTS OF MIGRATION

### 1. *A Snapshot of Migration at the Millennium*

Despite fears of massive migration from the countries in transition after 1990, the net migration rate into the EU, relative to population, has actually been about half of that into North America in the last decade. Indeed, migration to North America exhibits a fairly strong upward trend over recent decades, and migration from Asia to the Gulf was greater during the 1990s than in the previous decade, despite pessimism over the demise of this regime with declining oil prices in the 1980s. Within East Asia, migration has also increased in the last two decades, though there are considerable inter-country differences in these trends.

While North America (both Canada and the US) and the GCC states in the Persian Gulf have very large migrant stocks relative to their populations, the countries of East Asia and the EU (after deducting migrants from other EU member countries) possess much smaller migrant stocks relative to their populations.

Females already represented 47 percent of international migrants by 1960 and this proportion has increased only slightly since then. However, the participation of women differs very much across the four regimes. In North America and Europe women are about half of the migrant stocks, but their proportions vary considerably by country of origin. In the Gulf, male migrants are clearly the overwhelming majority, though women from Indonesia, the Philippines and Sri Lanka play important roles too.

The four regimes draw on different sets of source countries within the developing regions of the world, though there is some overlap and, in general, the sources of migration in all four contexts have tended to become more diversified recently.

## *2. Migration Controls and Irregular Migration*

The legal requirements associated with migration, and their enforcement, not only constrain migrants' choices but also shape them. The probability of individuals applying for legal migration is affected by their likelihood of success. Where this likelihood is low, attempts at undocumented entry are encouraged instead, though the risks and costs imposed by such attempts also become high where strict controls are enforced.

In each context of migration to the high income countries, irregular migration is prevalent. The US attempts to promote skilled migration, though increasingly on a temporary basis, yet unskilled irregular migration runs on a par with documented temporary admissions. The oil rich countries of the Persian Gulf issue temporary visas to overseas contract workers, but there is active trading in these visas and abuse of the visa system, organized partially by recruiting agencies. Within East Asia, Japan and Korea both recognize the relatively large scale presence of overstaying, unskilled workers and training schemes are thinly disguised mechanisms for circumventing controls. Europe has passed through three phases of migration in the last three decades, from guest workers, to family reunification, to asylum seekers. The focus on temporary admission throughout, even for the recent programs intended to attract the highly skilled, has combined with low recognition rates among asylum seekers to encourage irregular migration. Controls do not prevent significant, irregular migration anywhere.

## *3. The Decision to Migrate and Forced Migration*

The extent and patterns of migration are clearly not shaped by immigration controls alone. Migration pressures at source influence the outcomes too. The current conventional wisdom has, at best, prematurely dismissed the effects of economic development at origin, in affecting the desire to move.

Almost all of the available evidence supports the proposition that migration rises with the gap in earnings opportunities between home and abroad. This certainly does not mean that labor market conditions are the only factor affecting migration streams, nor even that employment opportunities are the most important elements. Rather, what matters is the simpler observation that such evidence as we possess indicates that tighter labor markets, with higher wages and more employment creation at origin, do diminish migration.

Does economic development in the source countries diminish migration pressures? This does not automatically follow from any assertion that differences in earnings opportunities contribute significantly to migration pressures. Tighter labor markets do not always accompany more rapid economic growth, though they are certainly positively correlated. Some have argued the opposite, that economic development among the poorer nations may actually exacerbate migration pressures. Yet, if there is a lower arm to a migration hump then any such hump seems to turn at very low incomes, and the evidence to support such a turning point seems tenuous in recent migration patterns. Where a migration regime permits movement of relatively unskilled workers, economic development at origin apparently does serve to diminish migration pressures. This is particularly, and possibly only, true when the development strategy chosen in the sending nations serves to tighten labor markets at home.

Thus, the evidence indicates that lack of economic development in the sending countries indeed contributes to migration pressures, yet this by no means denies a role for other key explanatory factors. Proximity to a high income country matters and migration streams, once underway, are fortified by social networks. Perhaps most importantly, despite the skepticism of critics, the evidence does indicate that

asylum seekers and refugees are fleeing situations of real conflict; violence which is both influenced by economic development and in turn prejudices development prospects.

### C. LABOR MARKET RESPONSES TO EMIGRATION

Virtually all of the evidence indicates that tighter labor markets at home discourage departure. Does departure of international migrants also result in tighter labor markets for people who are left behind?

Economic theory offers few unambiguous, hypothesized effects of emigration upon local labor markets. Emigration probably does reduce labor supply overall, and more specifically reduces the availability of the departing labor categories, even in the longer run. Whether this results in increased wages or diminished unemployment in the market for workers, similar to those who are leaving, depends upon institutional barriers to wage flexibility in that particular market, upon the prevalence of surplus labor of this type, the role of international trade in the relevant product markets, ability of others to acquire skills rapidly or relocate residence to take up vacated positions, and the passage of time. The cross market effects are even more ambiguous: little can be said *a priori* about the effects of skilled labor departure on wages or employment of the less skilled, or about the consequences of emigration from one region for trickle down gains elsewhere. Suffice to say that in the end the responses across the many differentiated domestic labor markets impacted by substantial emigration are almost impossible to characterize *a priori*. Evidence is clearly required.

Yet, despite the potential importance of the impact of emigration on the labor market experiences of those left behind, remarkably little systematic evidence has been amassed in prior studies. This lacuna is especially surprising in light of the vast empirical literature examining the converse case; the impact of immigration on host country labor markets. Given this void, drawing any general conclusions would require a good deal of speculation, but perhaps two categories of cases may be discerned from the review of country evidence in this study.

The first is the set of countries where departing workers are indeed easily replaced with no discernible loss in output or rise in wages at home. This may occur where emigration is very small in relation to the overall labor market, where those departing were previously unemployed, or where departing employed workers are easily replaced through migration or training without significant decline in worker quality. This may have been largely true of Bangladesh, India, Indonesia and Sri Lanka for example.

A second set of cases is situations where significant upward pressure on wages is discernible. To some extent Pakistan appears to fit into this setting, given the fairly clear connection between wages of skilled construction workers and emigration to the Gulf, a connection which has continued over the last three decades, and there are weaker indications that wages of unskilled construction workers and possibly of agricultural workers may also have been enhanced. Similarly, real wages in the Philippines appear to have responded remarkably closely to out migration. This is notably true in Philippine manufacturing, though any trickle down effect on agricultural wages appears weak in this context, in part because less recruiting takes place from lower income agricultural areas than in Pakistan.

No matter whether emigration thus results in tighter labor markets by replacing emigrants with underemployed or unemployed people without significant wage increments as in the first set of countries, or whether wages are drawn up through emigration as in the second set, both types of examples appear to indicate labor market gains for those who remain at home. The experience of Albania even suggests the possibility that emigration may serve a positive role in job creation, in that case by easing the transition to private sector employment.

Yet there is a less positive possibility, namely when emigration of skilled personnel restricts labor demand and hence employment opportunities of less skilled counterparts who remain at home. Within the set of countries examined in this study, no clear evidence of such cases emerges, yet the general possibility cannot be denied.

#### D. EMIGRATION OF THE HIGHLY SKILLED

The international mobility of highly skilled people takes a wide variety of forms: applicants for permanent residence are granted points or preference on the basis of education or occupation; temporary work visas are issued to those with unusual skills; to date, Mode 4 trade provisions have been restricted to professional services; transfers of intra-company employees have expanded in parallel with direct foreign investments; more and more students are attending colleges abroad.

In these processes, the EU, the GCC states and the wealthier economies of East Asia have not attracted huge numbers of highly qualified people; Canada and the US have attracted far more, especially from the developing regions, a reflection of both opportunities within and the admission strategies of Canada and the US. In contrast, at least until the very recent attempts to attract more highly skilled manpower, the tradition in Europe has been one of importing fairly unskilled workers. Even the collapse of the former Soviet Bloc has apparently not really resulted in massive migration of professionals from Eastern Europe to the EU. Despite prior overstaffing and severe budget cuts, migration of the highly skilled from East Europe has hardly amounted to an exodus, though the rate of emigration of scientific personnel has apparently been greater from the countries of the Former Soviet Union.

Emigration of highly educated people to the US has been an important feature for a fairly wide range of countries and, relative to their stock of college educated graduates, this has been more pronounced for some of the lower income countries. Yet numbers alone may not fully reflect the potential importance of the brain drain. If it is the brightest, from among the college educated, who manage to migrate, the relative significance of their withdrawal may well be larger than the already large proportions in the population.

Whatever the mode of movement, it is commonly presumed that the departure of highly skilled people, who do not return, imposes a cost on those remaining at home; the specter of a brain drain, particularly from the lower income countries, evokes widespread criticism. Three elements of cost are commonly mentioned:

*Productivity losses:* There is substantial evidence of a correlation between the average years of schooling achieved and the rate of economic growth across countries. Yet whether educational expansion causes growth or whether expanding incomes permit educational expansion remains contentious.

*Basic needs and key professions:* If the concept of development is broadened beyond mere economic growth, then the presence of a highly educated populace, and of key professional personnel in particular, may take on added significance. In the provision of basic needs, access to health care workers matters; for quality education of the next generations, effective teachers are required; political stability and human rights may be furthered by an enlightened elite.

*Fiscal losses:* Two components arise. The first is the loss of any net contribution that the educated emigrant would have made to the fiscal balance, had they remained at home. Evidence in the case of India is mixed as to whether the high-tech emigrants, who have recently emigrated to the US, would have been net contributors to taxes in India after deducting public spending that would have been incurred on the migrants and their families. The second element of fiscal cost

stems from the universal subsidization of education, and hence the view that emigration also exports the returns on this public investment. Yet, at the time of emigration, these are sunk costs.

Despite these potential costs, not all movements of highly skilled migrants, from low to high income countries, necessarily represent a 'brain drain' in the sense of imposing a net loss. In the end there is a dearth of evidence establishing clear costs. Yet one should not infer from the lack of systematic evidence that costs are never incurred. No doubt the truth is mixed. It is dubious that the departure of information technology experts from India since 1990 has imposed very real losses on the average Indian at home; the same be said of most professionals leaving the Philippines; the loss of medical personnel from South Africa may be quite another story. In the balance, the number of governments that seem actively concerned with the process of brain drain is less than one might think. Indeed, a number of governments have become sufficiently concerned with the lack of opportunities at home for their college graduates, and the political threat that this poses, that they are quietly encouraging and aiding emigration: a situation sometimes dubbed a 'brain overflow'.

There are also other ameliorating factors. Highly skilled migrants remit, though the evidence on whether they remit more than less skilled counterparts is mixed; the highly skilled earn more but they also settle more permanently and are permitted to bring their families with them, severing ties with home. Some have argued that an educated overseas diaspora confer other forms of benefits on those at home through transnational networking, though the evidence in this regard suggests a limited scope particularly for the lower income countries. Recently, there has also been some attention to the possibility that emigration of highly educated persons may induce additional education amongst stayers. In such contexts as the Philippines the high departure rate of college educated adults has almost certainly motivated additional college attendance within the Philippines and even influenced the choice of discipline for study. Yet it is doubtful that this has left more college graduates remaining at home. More generally, an examination of global evidence reveals little support for an expansion in the tertiary educated labor force at home as a result of high-skilled emigration.

Study abroad is not only a form of migration of the highly skilled in its own right but presents important opportunities to turn an overseas education into more permanent forms of migration: opportunities both for the student and the host country. Among the developing countries, a negative association is demonstrated in this study between the rate at which students stay abroad after graduating overseas and the income level of the home country. For the lowest income countries this presents a dilemma: exposing students to high quality study abroad can be important for local development, if they return, but in most cases relatively few return.

More generally the OECD countries appear to be heightening the competition to attract the most able, not only in North America but more recently in Europe and, at least by statement of intent, in East Asia. It seems unlikely that the industrialized countries will show much restraint in their efforts to recruit the highly skilled; the world is exhibiting skill-biased technical progress and the demands on the highly skilled are steadily increasing. The notion of refunding the country of origin, at least for educational costs incurred, has resurfaced recently, with proposals to compensate for state recruitment of healthcare workers from the developing countries. Yet prospects of achieving agreement with the receiving countries on compensation appear dim. Any limits to the flow of highly skilled people from the low to the high income countries must realistically come from the developing countries themselves, though hopefully not in the form of emigration restrictions that can readily violate the basic human right of exit (and may well prove ineffective as indicated by earlier attempts to restrict study abroad among Indian medical students).

Encouraging return of the highly skilled is an option. A number of countries (and some international agencies) have introduced programs to encourage return of overseas professionals. Yet such strategies can be very costly, in terms of sufficiently attractive salaries, fixed costs of establishing research centers, resentment of these privileges by those who stayed at home and hence increased incentives to depart.

Moreover, the skills and experiences acquired abroad often prove of limited value in the lower technology settings of the developing countries.

A last option is to reconsider the financing of higher education in the lower income countries. The social costs of tertiary education are extraordinarily high, especially relative to incomes in the poorer countries and the social rates of return on this higher education are lower than on additional funding to more basic education. Moreover, the major beneficiaries of college education are frequently the sons and daughters of the wealthy elite. The outcome of these heavily subsidized educations, at least in some contexts, is a brain overflow and emigration after graduation.

#### E. REMITTANCES

Among those developing and transition economies where labor market slack is a chronic problem, exporting labor in return for remittances poses an attractive component of a development strategy. The global system of remittances comprises both formal and informal transfers. Systematic data exist only on the formal flows; far less is known about the flows of remittances through informal channels

Several countries from our case study areas, including India, the Philippines, Turkey, Russia and Morocco are amongst the highest recipients of formal remittances, given their net migration rates, while Thailand, Bangladesh, Sri Lanka and Tunisia are also within the top twenty countries. On the other hand, Pakistan, Indonesia, Bulgaria and Romania record only small remittances despite high net out migration levels.

Some of these differences represent the relatively greater importance of informal remittances in specific countries, such as Pakistan, or the inadequacy of recording mechanisms, as in Indonesia. Yet differences in the composition of migration and the policy stimuli to remittances matter too.

Temporary migration to the Gulf has generated massive remittances over an extended period. The expansion of temporary labor migration within East Asia has also spawned large, though predominantly unrecorded remittances. For Turkey and the Maghreb countries, a mix of recorded and unofficial remittances provide a critical resource, and some of the countries of Eastern Europe have become utterly dependent for day to day living on remittances from undocumented migrants. Very few refugees in camps command the resources to remit at all, yet global evidence suggests no lower rates of remittance to countries generating large numbers of recognized refugees. The wider diaspora appears to be an important part of this story, with resettled refugees and asylum seekers in the higher income countries remitting home, possibly though the near diaspora in camps in third countries.

Recognition of the importance of remittances as a source of external finance has evolved rapidly among the developing countries of the Western Hemisphere where, by 2000, gross reported remittances exceeded 40 percent of the current account balance and a quarter of the inflow of direct investments. Of all countries in the world, the US is the largest single source of reported remittances, but relative to the stock of migrants the EU sends more and the GCC states far more. Moreover, Mexico's reported remittance inflows amount to almost a third of the US reported outflows and most of the evidence points to a relatively low rate of remittance compared to the very high earnings of the highly skilled from the rest of the developing world residing in North America. The upshot of these regimes is that, on average, the lower income developing countries receive a higher portion of their incomes from remittances than do the middle income countries, although remittances received per capita are lower among the poorer countries.

Within countries, the evidence on whether the impact effect of remittances tends to equalize the income distribution is mixed, though accounting for multiplier effects of remittance spending, both within

and across villages, seems to tip the balance toward a more equalizing effect. Similarly, although remittances seem to be a significant source of investments in some countries this is not the case in others. One suspects that much of this difference in inducement to invest reflects the overall attractiveness of investing in any given economy, but this remains to be tested. Whether remittances accelerate economic growth, through investments or otherwise, remains a matter of dispute and the evidence is again mixed. However, remittances clearly do raise income levels for many, and not necessarily only the recipients of remittances once multiplier effects of spending and the associated stimulus to labor markets are accounted for. In consequence, there is widespread recognition of the role of remittances in alleviating poverty.

Policy efforts to stimulate remittances are common though not always effective. Little evidence emerges to support the notion that higher interest rates, offered to those who remit, encourage larger flows. There is some evidence to suggest that depreciation of the market exchange rate can encourage greater recorded transfers, though this is hardly grounds for an exchange rate policy. Narrowing the premium on the black market for foreign exchange also appears to enhance reported remittances, though whether total remittances are enhanced is far more dubious. The developing countries are coming under increasing pressure to shrink and to regulate the informal transfer system, though such efforts may prove a mixed blessing for the developing countries and their poorer populations.

Global remittances, both formal and perhaps informal, have grown rapidly in recent years and remittances have proved a stable source of finance, certainly in relation to private capital flows but also in relation to official development assistance. Despite attempts to localize jobs and to expel irregular migrants in the GCC states, and despite two Gulf wars, remittances from the Middle East have continued to expand. In Southeast Asia, there is some evidence to indicate that informal remittances may actually have increased during the East Asia crisis. Yet, in other contexts concerns for the continuation of current remittances are real. To the extent that skill bias in the immigration policies of the industrialized countries continues, remittances could be harmed, perhaps particularly so if the industrialized countries compete with each other by offering more permanent settlement and family accompaniment to the highly skilled. Meanwhile, the inability of irregular migrants to move back and forth, in Europe and elsewhere, is forcing greater permanence and ultimately may result in declining remittances.

## F. DIASPORA

Transnational networks play a two-way role in international migration. On the one hand, family, friends or other contacts overseas ease the process of relocating, serving to sustain and amplify specific migration streams once initiated. On the other hand, as transnational networks become established they may also play a role in shaping developments in the home country. The evidence does indeed suggest that countries can benefit from their diasporas in various ways. However, the routes through which the major benefits are channeled, and even whether any obvious benefits are actually observed, varies very much from context to context. The Indian software industry benefitted from a well placed diaspora in the US reducing reputation barriers to trade. China has benefitted from ethnic Chinese entrepreneurs overseas who invested on a large scale in the home regions within China, creating large numbers of jobs and expanding export performance. Taiwan has benefitted from migration and reverse migration to Silicon Valley, leading to knowledge networks that have advanced the high-tech industries in Taiwan.

To a large extent, it seems the differences in these mechanisms reflect differences in the home country economies far more than they reflect differences in migration regimes. The expansion of India's software industry grew largely out of domestic initiatives and was founded on an abundance of highly trained and under-employed engineers, in a context where trade in general had been overtly discouraged and hence reputation barriers to trade were endemic. Non-Resident Indians have not invested in India on the same scale as have the overseas Chinese in China, because India has not welcomed foreign investment in general and China offers more rewarding financial prospects. Both India and China have probably

enjoyed only small technology gains from their diasporas, in part because of the lack of pre-existing technological capital and in part because of their technology gap in relation to the OECD regions. It is the higher income countries, such as Taiwan, Korea, Ireland and Israel, that have been able to take most advantage of technology transfers from their diasporas, again reflecting the state of the home country economy rather than the skill base or location of the diaspora. Meanwhile, most of the low income countries are left out of this virtuous cycle; although the relative rate of brain drain (at least to the US) tends to be higher among the poorer countries, few of these countries are well positioned to experience any of the beneficial forces of brain gain. The Philippines has one of the highest rates of emigration and of brain drain in the world; the resultant diaspora did contribute to the overthrow of the Marcos regime but there has been no subsequent improvement in economic performance and no signs of any brain gain effects.

The extent to which migrants enhance trade flows, foreign investments by others or themselves, and transfers of technology, may be susceptible to policy interventions. Yet the efficacy of such interventions remains poorly understood. A number of countries do offer incentives to overseas nationals to invest in the home country. China offers substantial tax breaks and infrastructure support to foreign investors in general and investment has been massive, yet the link between these incentives and realized investments remains unclear. Non-Resident Indians are permitted to invest, subject to approval, in a wider range of real estate options than are other foreign investors, allowed greater equity participation in civil airlines, and to acquire a greater range of immovable properties. However, major irritants to Non-Resident Indian Investors are reported to remain. In the Philippines, efforts to involve the diaspora in investments go unmonitored and are apparently ineffective.

Fostering contacts with the overseas diaspora, and especially the intelligentsia, may facilitate the emergence of more active knowledge networking. Actively encouraging and supporting the formation of transnational associations involving researchers at home and abroad may complement such efforts. Yet how effective government efforts prove in this vein remains uncertain. First, some of the more active formal networks appear to have emerged from private initiatives and not from government sponsored efforts. Second, it is far from clear how effective these networks ultimately prove as vehicles for realized improvements in productivity at home.

There are indications that migration of highly skilled people may prove important in overcoming prevailing barriers to trade in a world where reliable information is scarce. Yet, to the extent that positive feedback effects through trade, investment and technology transfer are observed, it tends to be through networking with the highly skilled, not through the unskilled. Yet the highly skilled migrate in large numbers only to North America. Nonetheless, for some countries the diaspora indeed plays a major role. For some of the poorest countries this appears to be far less true. Indeed, it is in some of the poorer countries that parts of their diaspora are more actively involved in promoting or supporting instability and violence at home.

## G. RETURN MIGRATION

Although reliable historical perspectives are not available, it seems that circular migration has increased globally. Not only have various forms of guest worker programs expanded, but rotation of highly skilled persons is occurring more frequently too, both on short term bases and after a period of settlement.

The vast majority of guest workers return home, though the duration of stay can be substantial in the interim. The lengths of stay depend in part upon the fixed costs of reentry and the odds of being able to return abroad again. Intensive repeat migration is prevalent in the border areas of Mexico and among seasonal workers in the EU; Albanians who return voluntarily have been away only a year on average; but



stays in the Gulf average some four to five years; and tightening of controls on irregular migration in Malaysia is reported to have led to more permanent settlement from Indonesia.

Returning guest workers typically have high saving rates while away, enabling early retirement or extended job search on return. The early experiences of returning guest workers from the Gulf and from Germany consequently indicated high non-employment rates, though some of these summary measures may have reflected relatively short intervals since returning and the dynamics of the reentry process. A number of countries have, nonetheless, created various facilities intended to aid reintegration into home country employment; there are some indications that these packages have proved utterly ineffective, though little or no formal evaluation of these mechanisms has taken place.

The notion that migrants gain skills and experience, which can enhance their earnings on return, receives mixed reviews. The experiences of the very large numbers of overseas Filipinos appear unlikely to prove helpful on return. In Vietnam, rigid pay structures thwart any advantages for the burgeoning trickle of returnees. On the other hand, estimates indicate that Albanians who have been abroad earn more than those who never went, despite the fact the stayers would apparently have earned even more abroad than those who actually left. Lack of entrepreneurial experience and access to credit are commonly cited as constraints faced by returnees attempting to make a transition into non-farm self-employment, though evidence on the failure rate of these enterprises is far from complete.

Among migrants admitted legally on a longer term basis to the OECD countries, fairly high departure rates are reasonably well documented. However, departures are far more prevalent among migrants from the other OECD countries; return to the lower income countries, having gained entry as an immigrant in a high income country, is rarer. Moreover there are some indications that on average those who return have been among the less successful overseas. A number of programs have been established with the intent of encouraging return of the highly skilled, including students abroad. Again, however, no serious evaluation of the efficacy of these efforts appears to have been undertaken despite their high costs in terms of resources, resentment created, and inducement to go overseas to take advantage of the incentives.

The return of migrants is certainly perceived positively by most sending and host countries, though too rapid return also has disadvantages to both. For the migrant supplying nations, shorter sojourns abroad probably limit some of the social costs of absent parents and spouses, though high turnover raises the incidence of the many fixed costs associated with going. The intent to return sustains connections, expanding remittance transfers and possibly other forms of gain transmitted from a more involved diaspora; too rapid return limits the resources accumulated by the migrant and hence diminishes these transfers. In the host countries, rapid turnover imposes higher costs on employers (except in seasonal or short term work), and prevents social assimilation. On the other hand, very short term residents are often net fiscal contributors to their hosts' coffers, which is of growing interest given the aging and associated social security problems faced in many of the industrialized nations. In addition, more rapid turnover may enhance the ability to adjust the stock of foreign workers in the event of a downturn, though the evidence on this is mixed. For example, during the East Asia crisis efforts to reduce the presence of foreign workers seems to have focused on expulsion of irregular employees rather than return of contract workers; recruitment within the region from Indonesia, the Philippines and Thailand hardly paused (though recruitment from Bangladesh did). In contrast, the Persian Gulf states have proved capable of fairly rapid expulsion of large numbers of workers in the face of crises, such as the Gulf conflict of 1991 when the involuntary return of large numbers of workers imposed severe adjustment problems on some of the migrant source areas.

Net migration to Germany followed the German business cycle both during the early guest worker program and thereafter until 1990, enabling Germany to shift some of the consequences of these cycles offshore. Yet, despite high turnover throughout, the early guest worker system in Europe clearly resulted in more permanent settlement than most European countries anticipated and wanted. Subsequent efforts to

reduce the stocks of foreign nationals, by offering financial incentives to return, proved ineffective: the incentives were simply too small. The more recent revival of labor contracting and use of seasonal labor in Europe appears to be resulting in less permanent domicile. In any case, irregular migrants can become fairly permanent too, as among some of the urban-based Mexicans in the US, and indeed such permanence tends to be reenforced by an inability to come back yet again. Whether temporary and irregular migrants are substitutes or complements appears mixed. Critics of the newly proposed guest worker program in the US claim that the earlier *bracero* program induced subsequent undocumented movement, though some expansion in irregular migration would surely have occurred anyway. Certainly some of the European countries today are either assuming that expanded legal entry will reduce the number of asylum seekers and irregular movements, or exploring bilateral deals to regularize recruiting in return for efforts to reduce irregular migrations.

The OECD countries show little inclination to permit permanent entry of unskilled foreign workers. The future implications of migration from the developing countries for economic development in those countries of origin, and specifically for their poor, will consequently hinge critically upon the continued evolution of temporary worker programs. In a few contexts, conscious decisions have been taken to reduce long term reliance on imported labor, though such decisions were not always realized. Attempts to localize jobs in the Gulf in the mid-1990s did not come to fruition; termination of the *bracero* program did not mean an end to demands for Mexican workers in the US; cessation of guest worker recruiting did not witness an end to use of unskilled foreign labor in Europe. On the other hand, when some of the South African mining houses elected around 1971 to curtail more than a century of foreign mine labor recruiting, to upgrade technology and localize jobs, more than half a million miners went from being 62 percent foreign to 62 percent domestic within six years, though at a cost of tripling in real wages. Agricultural subsidies currently play a key role in enhancing demands for temporary guest workers in many of the industrialized nations; protectionism to avert outsourcing could come to play a similar role. Meanwhile, technology in many spheres is becoming increasingly skill intensive permitting diminished reliance on less skilled workers, though in such areas as care for the elderly the potentials for both substitution and outsourcing may well prove limited.

## H. POVERTY, INEQUALITY AND THE SOCIAL IMPACTS OF MIGRATION

### 1. *Poverty and Inequality*

In considering the consequences of alternative migration regimes for development, it is important to recognize that improvements in average incomes within the countries of origin by no means guarantee betterment for all. In the midst of overall economic development, pockets of poverty may well be left behind; indeed poverty may even be deepened for some. Obviously, the incidence of absolute poverty can only become worse in the face of growth in average incomes if the share of income going to the poor declines. For the most part, the evidence suggests that economic growth dominates, resulting in few cases of rising poverty incidence despite overall growth. Nonetheless the issues remain as to the effects of migration upon inequality, whether some groups are left behind in any gains from migration, and indeed whether some are made absolutely worse off.

Whether inequality increases or diminishes with migration and remittances appears to vary across our case study countries, though there are few analyses of both the impact and indirect effects of migration upon inequality, the latter accounting for spending out of remittances or for labor market adjustments. In most contexts, the poorest do not migrate abroad. Yet many of the migrants are nonetheless drawn from households below the poverty line. On balance, there appears to be some agreement that migration has resulted in poverty alleviation in the major source areas in South Asia, in the Philippines, Thailand, Morocco and Albania. Studies in Albania point, however, to the difficulties in disentangling the extent to

which families are better off because of migration or whether members migrate more commonly from better off families.

The migration-remittance nexus may be particularly effective in addressing issues of transient poverty. First, migration may prove a viable option in the face of sudden crisis or economic downturn. Massive refugee flows have resulted from the onset of violence and associated poverty in the last two decades, though not all of these incidents have proved to be transient. Migrations, both internal and international, also resulted from the onset of the East Asia financial crisis. Moreover, there is evidence that remittances move counter-cyclically, thus offering relief during recessions, perhaps motivated by altruism during times of crisis but also stimulated by exchange rate depreciation. On the other hand, to the extent that remittances are indeed motivated by altruism, and hence concerns for loss of income at home, a tradeoff may emerge with other private or public efforts at poverty alleviation. As public relief kicks in, remittances become less necessary and consequently diminish. Estimates of the extent of trade-off involved vary considerably from context to context, though there is a consensus that the trade-off is considerably less than a hundred percent, so remittances are indeed poverty alleviating even in contexts with complementary public relief efforts.

This is not to deny that pockets of poverty can prove quite resilient to substantial emigration streams. Given the key role of networks in amplifying migration, some communities, villages or specific families may well remain bystanders amidst an exodus. Cumulative inertia sets in. Villages with little or no initial migration can become increasingly isolated from any direct benefits of international migration and possibly of internal migration too. For these communities, any poverty alleviation from migration must rely upon trickle down effects, which remain poorly documented. That some communities may be bypassed is not a criticism of prevailing migration regimes, only a note that whereas migration and remittance generally contribute to poverty alleviation they are very unlikely to eradicate poverty. Migration alone will not suffice.

The departure of migrants may not only leave behind pockets of poverty but can, in principle, deepen absolute poverty. This is certainly possible in contexts where migrants possess skills that prove hard to replace and where the absence of those skills diminishes the productivity of workers remaining at home. At least within our case study areas there appears little sign of this, though the issue has certainly arisen over the last few years in South Africa. However, an additional possible context in which absolute poverty may be deepened by migration remains to be noted. In particular, migration can also exacerbate poverty within families. The incidence of such impoverishment is particularly difficult to measure. It is clearly not sufficient to note whether families of absent migrants are poor. Ideally one needs to know the well being, prior to migration, of those left behind. Given the difficulties in measuring individuals' consumption within the family, there is a dearth of systematic testing of this potentially important issue. Nonetheless a clear potential for impoverishment exists: absence may permit or induce a family head to renege on a prior commitment to support a spouse or children at home, and the departure of children may impoverish elderly parents, where the absent children curtail their prior responsibility of support.

## *2. Social Impacts*

The process of international migration has widespread social ramifications within the countries of origin, beyond any effects on economic performance, and not all of these ramifications are necessarily positive; again some may be hurt in the midst of aggregate economic progress. A full treatment of the impact of international migration upon family structures and norms, and upon society and polity more generally, is well beyond the scope of this study, though some of the more important implications are noted.

*Health:* A number of health related issues arise from international migration. These range from concerns for the mental health of migrants, to the lack of healthcare workers as a result of their emigration, and the potential for the spread of diseases through migration. The last of these has become particularly acute with the spread of HIV-AIDS which has been clearly shown to have followed international truck routes in Africa and concern continues over the links between international mobility and transmission of HIV-AIDS. To the extent that migrants are aware of potential personal health problems that they and their families may face, these concerns tend to be weighed in the decision whether to risk the migration undertaking. HIV-AIDS is different in this respect: the costs can spread far beyond the migrants' families, raising major social concerns requiring societal and indeed multinational solutions.

*Family cohesion:* Many international migrants are married and have children. In some of our case study areas fathers and mothers are the majority of migrants. Family accompaniment is relatively rare, except among more highly skilled migrants. In some instances, the resultant separation can be for extended periods. The average tour to the Gulf is probably four to five years and the costs of visits home are high. Irregular migrants everywhere are effectively restricted from visiting home by the costs, risks and dangers of reentry. Where migration opens new economic opportunities for women, increased financial independence may also permit them to escape a failed marriage. Moreover, international migration can offer the opportunity to exit a marriage in societies that deny divorce. Thus, international migration may be associated with marital dissolution for several reasons, not merely because of the effects of extended conjugal separation.

*Child rearing and education:* On the one hand, remittances from the absent migrant may help to finance continued schooling. On the other hand, the lack of parental supervision and influence may affect performance at school; any extended family members may not fill the role of the absent parent adequately. Examining the effects of parental absence upon the education and other outcomes of child-rearing presents clear difficulties: perhaps the absent parents would have been more irresponsible in raising their children anyway, or perhaps they are absent for unobserved reasons and circumstances that also result in low attainment of the children. The evidence from the case study areas is mixed. Where extended families play an important role, the absence of parents appears to be less critical to children's education (Philippines), though ability to rely upon the extended family may itself become a casualty of migration (Pakistan).

*Empowerment of women:* One of the more important elements of change in global migration has been the growing mobility of women, both in the context of family migration and alone. The effects that this has had on the empowerment or dis-empowerment of women remains poorly understood. Both the increasing migration of women and the migration of men may play a part in women's empowerment. The absence of men abroad can leave job openings that present new, empowering opportunities for women, or simply create a power vacuum that might, in principle, be occupied by the women who remain at home. Yet the partial evidence suggests such shifts in power may be rare. Moreover, irregular migration by women leaves them particularly vulnerable.

*Changing attitudes:* For women migrants, a sojourn overseas means exposure to new cultures and life-styles which may result in new freedoms being asserted. Yet among male migrants the evidence is very mixed with respect to evolving attitudes. Many observers attribute the rise in fundamentalism at least partially to expanded migration. In turn, reactions to rising fundamentalism may ultimately reshape international migration.

## I. WINNERS AND LOSERS IN INTERNATIONAL MIGRATION

To understand the political economy of international migration regimes it is essential to weigh who is likely to gain and who loses in the process. Most of this study has been concerned with the issues of economic development within the countries of migrants' origins, focusing upon those left behind. What are the economic impacts on the migrants themselves and upon the destination countries?

### 1. *Gains to the migrants*

Migrants or their families clearly believe they will gain from migration, (with the clear exception of trafficking and contemporary slavery), and for many this embodies a gain in average incomes. Simulations suggest these income gains can be extremely large. Access to these lucrative posts is rationed and, as always, rationing leads to facilitating payments. In particular, three classes of costs may be distinguished: the costs of obtaining legal entry, the costs of irregular entry, and the costs of remitting to home.

Given the attempts to limit entry, the lack of inter-state arrangements for the recruitment of temporary workers, and the general difficulties in obtaining information about openings overseas, labor migration has become increasingly commercialized in the hands of private recruiters. Frequently these arrangements involve more than one agency; private recruitment companies in the sending countries link up with job brokers in the destination countries. Together, these private services have been quite instrumental in the overall expansion of temporary labor migration flows. Fees are charged to the employer, the recruited worker, or both. However, in the face of an excess supply of migrants, wishing to move, it seems likely that most of the incidence of these fees falls on the migrants (either directly or in the form of lower wages) no matter who actually pays the fees. A number of countries, notably in Europe and the UAE, have prohibited agencies from charging fees to workers but this proves almost impossible to enforce: the demands for the services of private recruiters are simply too great. A review of the evidence reveals that the poorer the country, the higher the recruitment cost reflecting the gap in pay available and the length of the queue of potential workers waiting for the chance to migrate. That these high fees are not competed away by other recruiting agencies seems to reflect a distinct lack of competition in the recruiting sector, with barriers to entry enforced by the importance of reputation among job brokers in the labor-receiving countries.

An alternative is to by-pass the legal channels of migration and attempt undocumented entry. However, this route is far from free either. Beyond the personal risks of arrest, injury or even fatality, involved in border crossings, and indeed partly because of these risks, irregular migration has also become highly commercialized. Again, a review of the evidence indicates that the fees paid for irregular entry to North America tend to be greater than fees for entry to Europe and both decline significantly with higher income levels in the country of origin. In other words, this again suggests a scenario in which smugglers are able to charge higher fees where the gap in potential earnings is greater.

No matter whether a recruiter or smuggler is paid, the fixed costs of initial entry are very high, amounting to several months or even more than a year of potential earnings at destination. To the extent that these are payments to nationals of the country of origin they represent within-country transfers, albeit probably very regressive ones, though no doubt a significant portion of the payments also winds up going to foreigners. The fixed cost nature of these fees also discourages rapid return; given that the cost is incurred the migrant must typically remain sufficiently long to repay the debt, and back and forth movement is effectively ruled out when each cost of entry is exorbitant.

The high fees required to send remittances impose another form of substantial taxation upon migrants' gains. The costly transfer fees reflect high fixed costs per transfer and small amounts per transfer, as well as lack of competition in the formal remitting business especially in the lower income

countries where bank competition remains weak. In consequence, remitting migrants clearly prefer the cheaper, informal banking system though the future prospects for this informal sector are unclear under increasing scrutiny from international regulators.

The combined fees extracted from migrants by various agents clearly can be very substantial. These fees also vary a great deal though there are indications that each component tends to impose a higher cost on migrants from lower income countries, even in absolute terms. For migrants from lower income countries, the overall effect is a very significant drain upon their net gains. For instance, if an unskilled worker pays 80 percent of his first year income to recruiting agents (as suggested by some of our evidence), goes to the Gulf for four years, remits half of his earnings and pays 15 percent commission on his remittances, this would amount to an average tax of 27.5 percent. This is a significant imposition, though probably far above the median rate. Despite the exorbitant fees that prevail it remains clear that most migrants indeed gain and gain a good deal.

## *2. Winners and Losers: Destination Country Perspectives*

At least to some extent, attitudes to the arrival of fresh migrants are shaped by the perceived consequences for incomes of the prior residents. Two components attract most attention. The first is the impact that migrants may have on wages or employment levels of prior residents, and hence also on profits accruing to business owners. The second group of concerns revolve around the fiscal implications of immigration.

An extensive literature examines the impact of immigration upon wages in the US. A much smaller literature looks at the European case and at such contexts as Australia. A review of this indicates a rather remarkable uniformity in finding only quite small effects on labor market outcomes for the prior populations of the destination countries.

The potential contribution of immigrants to the fiscal balance of their host country has attracted increasing attention in recent years, in view of population ageing in the OECD countries and the consequent pending social security crises. Whether and how much migrants contribute net to the fiscal coffers of their hosts depend very much upon the composition of migration. There is widespread agreement that highly educated migrants generally contribute more to the fiscal balance, even taking into account the dynamic effects of their dependents. A few studies indicate that highly targeted immigration, focusing on the highly skilled of prime working age, could completely eliminate the projected social security crisis though other observers disagree with this position, (not to mention whether such targeting is truly feasible).

Thus, although attitudes of natives to the arrival of fresh migrants may be partially shaped by consequences for their incomes, the empirical evidence suggests this is more a matter of perception than fact. Although economic theory for the most part predicts net economic gains to prior residents, though with much larger redistribution effects among these residents, the wage effects on which these predictions are founded have proved difficult to isolate: the effects of immigration on wages and employment of prior residents appear to be small. The considerable recent attention to the potential for immigration to resolve the pending social security crisis indicates relatively small, but generally positive, fiscal impacts of immigration.

To some extent the contrast between political perception and the economic evidence may reflect differences in time horizons. The investigation of fiscal effects has become very far sighted, looking at projections over more than a century. Voters opinions may be shaped by far more myopic considerations. Lobbying by business very much reflects the short term concerns of entrepreneurs to access cheap, qualified labor for their particular sector; unions care about the position of their own members rather than about 'labor' in more nebulous terms.

Nonetheless, we cannot escape the fact that the evidence generally indicates small wage and employment effects and small, possibly mixed, fiscal effects even in the shorter term. Either our evidence is wrong or political opposition to immigration is not ultimately founded on economic grounds, but out of concerns to preserve some sense of national, ethnic or racial identity.

## J. POLICY IMPLICATIONS

Although there is considerable room, and perhaps need, for bilateral and multilateral accords in the migration nexus, it is the policies adopted by the individual sending and receiving nations that carry most force in shaping both migration outcomes and their development consequences.

### 1. *Policies in the Countries of Origin*

Most international migrants would prefer to stay at home if only jobs were available and personal safety secured. In this sense, mass out migration is, to a substantial extent, a reflection of the failure of migrants' home countries to create jobs and to prevent violence. The lack of peace may well stem from the instability or aggression of neighboring countries rather than from home itself. On the other hand, pursuing a development strategy that creates jobs and raises the demands on domestic labor is often far more firmly within the terrain of the home country's policy makers.

For a number of the major migrant source countries within our four case study areas, lack of wage and employment growth remain, or indeed have become, a problem. Other economies have begun to grow more rapidly and a number of these have made the transition to become major migrant destinations themselves. For those countries that have proved unable to generate jobs and wage growth at home, the migration option offers a critical safety valve. First, the departure of significant numbers of unskilled workers alleviates pressures on the home country labor markets. Second, the remittances sent home alleviate poverty.

Many governments are quite preoccupied with maximizing remittance earnings, actively seeking or negotiating to facilitate migration and designing schemes to encourage remittances from the resultant diaspora. The efficacy of policy efforts to induce additional remittances from a diaspora remains poorly documented and understood. Whether remittances accelerate or retard domestic production remains a matter of some dispute. In a number of contexts, there are emerging indications that remittances enhance domestic investment levels. Elsewhere, spending from remittances acts as a catalyst for economic expansion. Off-setting factors include reduced labor supply in families supported by remittances, though in labor surplus economies this should hardly be a concern. As with any financial inflow, remittances may or may not be deployed to generate further expansion, yet in the interim they certainly permit raised living standards. Some remittance recipients elect to enjoy their transfers in terms of additional consumption, some invest in their children's education, homes and other assets, while others use the remittances to reduce their participation in the labor force. A number of critics complain that too little investment results and that policies should be designed to correct this. Yet the grounds for intervention in these private decisions are not well founded. A government may appropriately decide to stimulate overall investment levels but why should investment by remittance recipients be specifically targeted? To a large extent the same may be said of decisions by returning migrants to retire (perhaps temporarily) on their remittance income. On-going efforts by home governments to address this latter 'problem' remain without serious evaluation and anyway are probably misguided. A free choice to remain out of the labor force should surely not warrant correcting.

Attempts to promote migrant labor and hence ensuing remittances face a serious policy dilemma, given that most governments with contract labor systems have expressed a concern to protect the rights, safety and terms of work of their overseas workers. Where attempts to improve conditions of work raise

labor costs, or even lead to confrontation, they are also likely to restrict the demand for workers. Similarly, attempts to regulate private recruitment agencies must be weighed against the tendency to drive recruiters abroad, to divert more labor into irregular, unmonitored channels, possibly with even worse standards than if no regulation occurred, and to limit competition in the legal recruitment market at home.

The brain drain continues to attract attention in the international arena though less so in domestic policy discussions. The brain drain seems high on the list of migration policy concerns in only a few countries today. Yet this surely does not stem from any common belief in processes of brain gain. Rather, migration offers an important safety valve not only for unskilled, underemployed workers but, in many contexts, for skilled workers too. It is entirely feasible that private and public spending on the education of departing migrants represent a worthwhile investment: an investment in the export of educated migrants in return for their remittances.

Yet this cycle of migration and remittance as a safety valve, whether for unemployed college graduates or underemployed, less skilled workers, breeds dependence. The pressure to design and commit to a development strategy that creates employment, the incentive to evaluate the public structure of college financing, even the necessity to deal with containing violence, are postponed by the migration option. Moreover, the lack of jobs at home may be partially caused by an over-valued exchange rate; the lack of jobs spawns emigration and the resultant remittances help prop up the exchange rate. Remittances have clearly provided vital poverty relief in the short run in a wide range of settings, yet dependence on continued migration and remittances may well postpone both the need and means to generate jobs at home.

## *2. Policies in the Countries of Destination*

The major policies determining the important features of today's global migrations from low to high income countries lie largely in the hands of the host countries. The concern to contain the extent and composition of migrant arrival can only partially be realized through imposition of border controls and sanctions against apprehended irregular migrants and their employers. Even the most draconian attempts to erect barriers to entry are never fully effective. The industrialized countries thus have a self-interest in the economic development of migrant source countries, if only because these developments affect migration pressures. Yet the reverse, the impact of migration upon economic development at origin, rarely shapes or even informs migration policy design.

There is a common presumption that admission of highly educated migrants adds more to incomes of natives than admission of low skill migrants, even beyond any effects on fiscal contributions. This is the mirror image of a brain drain effect. However, as with the brain drain, the evidence is controversial.

In the balance, many of the industrialized nations are actively and increasingly seeking to attract highly skilled, permanent settlers and less skilled workers on a temporary basis. The attempts to attract highly skilled migrants to the OECD countries show little concern for the potential costs to the nations of origin and various proposals for schemes to compensate the lower income countries have been stymied. Yet blanket criticism of the higher income countries is not warranted in this regard either. Preventing highly skilled persons from taking advantage of migration, simply because of their country of origin, is discriminatory. The choices that the OECD nations make with respect to visas and admission to state universities for foreign students also have important development implications for the countries of origin, though rather mixed implications. On the one hand, it is clear that study abroad is a key factor in promoting and permitting the brain drain. On the other hand, denying a high quality education to students from the lower income countries may also retard development potential.

Both in the context of high skilled migrants and of the diaspora and their remittances, return migration assumes a central importance in the development implications of sojourns overseas. Without an



intent to return home, links with the diaspora evaporate over time: remittances and the stimuli to trade, capital flows and technology transfer die. Students and other highly skilled people who settle permanently abroad, and are able to bring their family or form a family abroad, contribute little to their home countries. The migrants themselves probably benefit more from permanent settlement, but those left at home do not.

Industrial country policies are certainly in need of greater cohesion. Aid, trade, capital flows and migration are intimately linked. At present, policies designed to affect one component often conflict with policies that are aimed elsewhere within this nexus. Protectionist policies that harm job creation in the developing world, and simultaneously stimulate industries that employ (irregular) migrants in the industrialized countries, are at odds with concerns to control migration of less skilled workers. The same may be said of the recent trend to limit ODA. If concerns over migration pressures serve as a catalyst to expand aid and to open trade generally this may not be a bad thing. On the other hand, the effect could instead be greater preferential treatment in aid and trade, diverting such efforts away from poor areas that generate less migrants perhaps simply because of their geography. Attempts to cajole governments in the lower income countries to control out migration, using threats of discontinued aid or inducements of expanded trade opportunities are very unlikely to succeed: emigration controls are probably no more effective than immigration controls and would violate a basic human right. Cohesion is important: targeting blunt instruments clumsily is not. This is a fine line to tread.

### *3. Closing Remarks*

The right to emigrate is widely recognized; the right to immigrate is not and the high income countries appear as elite clubs with restricted entry. Yet everywhere admission controls fail, resulting in irregular entry, albeit at high cost. The term 'unwanted' migration has passed into common parlance. Yet international migration can be, and for the most part is, a positive force for both receiving and sending countries.

The element of return in migration is important to the economic effects on those who remain at home. The intent to return sustains commitment to those left behind, which is critical to the process of remitting; the sharing of the migrants' gains. Everywhere the high income countries emphasize their preference for temporary migration. In this concern for return migration there is, then, a concurrence of interests between the poor and rich economies, between the sending and receiving nations, though the motives differ. For the lower income countries the dominant concern is the continued contact and support received from migrants who intend to return home. For the migrant receiving nations, the preference for temporary admission is driven largely by a reluctance to integrate, despite the lessons of history on the tremendous gains that have resulted from the mingling and melding of cultures.

## **MORE THAN REMITTANCES: OTHER ASPECTS OF THE RELATIONSHIP BETWEEN MIGRATION AND DEVELOPMENT**

*Ronald Skeldon\**

### **A. BACKGROUND**

That there is a relationship between population migration and development is axiomatic. Just what that relationship might be and how migration affects development, and development migration, is not, however, at all clear. Neither must it be assumed that migration and development are independent variables. This writer has maintained that migration is an integral part of development and the one cannot be truly separated from the other (Skeldon, 1997). Migration, or the more inclusive "mobility", can be conceptualized as the dynamic, spatial dimension of any society or economy. The mobility patterns of a country with a high Gross National Product (GDP) per capita, an economy dominated by service industries and the population distribution concentrated in urban areas, are clearly different from those of a country where the gross national product (GDP) per capita is low, the economy is based on agriculture and the population is dispersed throughout the rural sector. Equally, the mobility patterns of wealthier groups within any country are very different from those of poorer groups. Nevertheless, levels of development are not neatly correlated with particular volumes or types of migration. For example, within the developed world itself, the mobility rates of populations vary greatly. Mobility rates in the settler societies of Australia, Canada, New Zealand and the United States, where between 17 and 20 per cent of the population change their usual place of residence every year, are consistently higher than in most European countries and Japan, where generally less than 10 per cent of the population change residence every year (Long, 1991; Newton and Bell, 1996). The nature of the housing market in the respective countries is seen as one factor that can help to explain the differences; this raises the issue of appropriate policy intervention to influence the volume and direction of population movement.

Forms of population migration are often seen to increase with rising levels of GDP, or development (Zelinsky, 1971). Yet, in so much policy intervention, migration, both internal and international, is seen as an aberration and if levels of development in the rural sector or in the developing world could only be improved, then people would not have to migrate either to cities or to more developed countries. Research has not supported this idea but suggested that as any country develops, initially at least, rising levels of out-migration can be expected (Nyberg-Sørensen and others, 2002). Similarly, development is almost always associated with increased urbanization, much of which can be attributed to rural-to-urban migration. Concentration of population whether nationally, regionally or globally appears to be an integral part of development under the current dominant model of free markets and liberal democratic political systems.

While certain paths of development can generate migration, migration itself can be the facilitator of profound changes in economy and society that can be considered to be "development". Migration allows the transfer of goods and ideas from destinations back to origins, and perhaps the clearest link between migration and development is the sending of money back to the home area in the form of remittances. Estimates placed the volume of remittances from global international migration in 2001 at some US\$72.3 billion per annum through formal channels (Ratha, 2003). This sum can easily be increased substantially through the addition of the vast but unknown volume sent through informal channels. Even the volume through formal channels exceeds the volume of monies in direct foreign

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assistance from the developed to the developing world and is demonstrably a major force for change at national and local levels in countries of origin of migration. It is of such importance in the migration-development nexus that a separate paper is being prepared on this topic. The present paper will focus on other aspects of the complex relationship between migration and development and it will do so through the identification of a series of "dimensions" that allow different perspectives on the complex relationship. These dimensions include economic, demographic, environmental, political and gender perspectives on migration and development. Although the paper examines these dimensions as discrete entities, in reality they are but different filters through which we can examine the same phenomenon from distinct points of view.

## B. THE ECONOMIC DIMENSION

### *1. Migration and trade*

#### *a. General patterns of migration and trade*

Excluding remittances, the critical economic factor that bears upon migration is, perhaps, trade. The free movement of goods and services across borders is central to the idea of globalization and increasing trade impacts on the other factor of production, labour. The distribution of labour then changes to reflect the demands of the activities created through the new patterns of trade. It is hypothesized that there can be two principal outcomes. First, increasing trade creates rising prosperity that can reduce the need to migrate: trade thus substitutes for migration. Second, increasing trade strengthens links between places and this is reflected in greater human interaction between those places and thus more migration: migration and trade are complementary. Available evidence from trade liberalization policies in Asia and Latin America suggests that the relationship between migration and trade is more towards complementarity than substitution (Richards, 1994). This conclusion is in line with those who argue that development is likely to induce rather than reduce migration.

Nevertheless, this general statement needs to be tempered lest any simple correlation between increasing trade and increasing migration is drawn. The relative importance of manufacturing trade is given in table 1 where France, Germany, Japan, United Kingdom and United States represent the top five countries in terms of both imports and exports. Among these developed countries, Japan clearly stands out as not having seen immigration, as measured by the stock of foreign-born, evolve in tandem with its trading success. Canada, sixth in the manufacturing trade league, as well as Australia and New Zealand, which do not even appear among the top 15 countries, have much higher per capita immigration than the other trading nations: over a fifth of the two Australasian nations' populations are foreign-born. The picture for the trade in services is similar with the same five countries leading the table of both exports and imports (table 2).

China opened up to the outside world through decisively transforming its foreign trade policy after the general reforms of 1978 (Lardy, 1992). As the data in tables 1 and 2 show, by 2000 China had become a major importer as well as exporter of both goods and services. Immigration was almost negligible relative to the size of the country, although there were estimated to be some 250,000 foreign experts working in China (Ma, 2004). The same source estimated that, by 2002, some 520,000 Chinese workers were engaged in labour contracts abroad. In addition, China had emerged as the principal source of immigrants to Canada with over 40,000 in 2001, or some 16 per cent of the total immigrant intake to Canada, up from just 2 per cent in 1980 (Skeldon, 2004). The numbers of immigrants from China to the United States increased from 14,421 in 1977 to 56,426 in 2001; to Australia, the numbers of settlers from China increased from a few hundred to over 6,700 over the same period; and China has emerged as a major source of students to all the major industrialized countries over the last decade. In the case of China, rising migration and increased trade reflect the same policy changes that linked China to the global

economy and have seen China attain annual gross domestic product per capita growth during the period 1990-2001 of 8.8 per cent (United Nations, 2003, p. 280).

In manufacturing trade, the Republic of Korea and Taiwan Province of China had emerged as significant nations by the year 2000 and the former was also represented among the leading states that trade in services. Until the 1980s, these economies had been characterized as net exporters of labour and population, primarily to the oil producing countries of West Asia, in the case of the Republic of Korea and the United States, in the case of Taiwan Province of China, but also elsewhere. With rising costs of labour, labour-intensive industries such as textiles were moved off-shore as industries came to focus more on technology and capital-intensive activities as well as services. Both economies shifted from net emigration to net immigration in what have been called "turning points in migration" (Abella, 1994). Thus, increasing trade can indeed substitute for out-migration but lead to rising pressures for in-migration, with a likely increase in the total volumes of population movement. This theme will be pursued further below under the demographic dimension.

#### *b. Distortions in the trading system*

One clear difficulty in any search for a relationship between trade and migration is that models are based on the assumption that areas will capitalize on their comparative advantage in the supply of tradeable commodities. Each area should thus produce locally what it can either grow or manufacture most cheaply and trade these items for goods that can be generated more cheaply elsewhere. Thus, trade theory is based upon complementarities. However, despite stated commitments to the principles of free trade, in reality, it is rare that countries respond to strictly economic criteria. Tariff barriers erected by rich countries to protect primarily their agricultural sector, but also manufacturing, produce distortions that are likely to be prejudicial to the alleviation of poverty in developing countries and yet further complicate the complex relationship between migration and trade. For example, it is possible that North American and European farmers are exporting agricultural products at more than one third of their costs of production, thanks to subsidies given to the farmers (Oxfam, 2002). One of the most blatant examples of distortion is the subsidy given to producers of sugar in Europe where costs of production of sugar are more than six times that in Brazil. Brazil is estimated to lose around US\$500 million a year in market share, with even less efficient producers like Mozambique losing around US\$38 million in 2004 (*The Economist*, 17 April 2004). Subsidies given to European and American cotton growers undercut potentially more efficient producers in West Africa. The destruction of markets in the developing world may be a factor to force farmers off the land towards cities, with subsequent spillover into international migration. These linkages, and particularly those between internal and international population movements, are as yet poorly understood and remain a priority area for research into trade and international development policies, poverty reduction and population migration.

It is not just agricultural subsidies that distort the global trading system. The Multi-Fibre Agreement (MFA) has provided the basis for the regulation of the trade in clothes and textiles since 1974 and essentially provides protection for industry in developed countries through a series of import quotas. Agreements through the Uruguay round of trade talks to phase the system out by 2005, however, need not necessarily be to the benefit of all current producers in the developing world. Bangladesh, which is guaranteed market access to industrialized countries under the present MFA agreement, is likely to be one of the biggest losers. Currently, the garment industry in Bangladesh accounts for three-quarters of that country's total exports and employs over 1.5 million workers, the vast majority of whom are women migrants to Dhaka (Oxfam, 2002, p. 109). The phasing out of MFA will leave Bangladesh at a disadvantage compared with neighbouring India, and also China, putting the livelihoods of thousands of workers at risk. Many are currently supporting their families in the rural sector and, by 2005, if they lose their jobs, there will be tremendous pressure to seek alternative employment, legally or illegally, overseas. The legal migration overseas of uneducated Bangladeshi women is currently restricted and increased

trafficking of women is a possible future scenario unless changes are made nationally towards the migration of women, and internationally to the nature of the global trading system in textiles.

These distortions are likely to be amplified by the global patterns of foreign direct investment (FDI). Although two thirds of FDI in 2000 was concentrated within countries of the developed world, the distribution of the remaining third largely determined where export-oriented industrialization was established in the developing world. China has emerged as the leading recipient of FDI that is likely to accelerate internal migration to the coastal regions and larger cities. An associated effect, however, has been a reduction in FDI in other countries as foreign investors redirect funds to areas where higher return is expected. FDI in countries such as Indonesia, the Philippines, Thailand and Viet Nam has seen a marked decline following the crisis of 1997 but declines have continued into the twenty-first century in at least some of these countries (Organisation for Economic Co-operation and Development, forthcoming). What impact the decline in FDI will have on migration is as yet difficult to conclude but it is likely to be a factor in encouraging more people to leave for other countries or, more importantly, for their governments to accelerate existing policies to export labour overseas.

Although subsidies and quotas unquestionably prejudice farmers in developing countries, they are but part of a broader picture. The lack of infrastructure also plays an important role. In particular, future improvements to port facilities and customs regulations are seen as one way to stimulate significantly growth in intra-Asian trade (Wilson, Mann and Otsuki, 2003). Similarly, improvements to roads and airports will allow a more level playing field in global trade policy to operate effectively and to the greater benefit of people in poor countries.

### *c. Trade and migrant protection*

The conditions of the workers in the manufacturing enterprises established under the export-oriented pattern of industrialization in developing countries raises yet another aspect of the trade and migration equation. In the drive for development, many countries have sidelined the issue of labour conditions and migrant rights and the multinational or transnational corporation (TNC), seen as a key player in this pattern of industrialization, has attracted much criticism (for example, Klein, 2000). While the drive for profit as the rationale of the TNC may have led many to ignore environmental and labour conditions, equally the TNCs are the most open to international scrutiny. TNCs are likely to pay higher wages than local companies (Legrain, 2002, p. 137). The worst abuses are likely to be perpetrated within the mass of subcontractors that are more difficult to monitor. The industries are established in developing countries specifically to take advantage of abundant supplies of cheap labour and, if pressure is brought to bear on the company, most can relatively easily move on to alternative sources of supply in other countries. Such industries are known as "footloose". For example, industries set up along the Thai side of the Thailand-Myanmar border take advantage of irregular workers from the other side of the border. Following the financial crisis in 1997, proposals to replace the irregular foreign workers with more expensive, if newly unemployed, Thai workers were swiftly met by threats from operators to relocate the factories to other countries. The government was thus left with the dilemma of losing a source of production, employment and revenue, and the labour force with losing its only source of remuneration. Any drive for regularization can result in making a difficult situation even worse.

Still further complications can be introduced through using the standards of developed countries to judge practices in other cultures at other levels of development. There can be no excuse for turning a blind eye to existing forms of exploitation, and migrant workers, often young women, bear the brunt of harsh and difficult conditions. Irrespective of whether the TNC or a national company is responsible, developed and developing countries, international organizations and non-governmental organizations need to work towards the introduction of best practices in labour relations within the companies that are set up to participate in the growing global trade in goods and services. Ultimately, however, in globalizing economies based upon the principles of free markets and liberalized trade, improvements to labour

standards must be implemented from within. As the philanthropist entrepreneurs in late eighteenth- and nineteenth-century Britain discovered, a well-fed, well-housed and protected labour force is in their own best interests, leading to improved health and educational status and higher productivity.

## *2. International agreements*

### *a. GATS mode 4*

The search for international agreements on trade regulations commenced in 1947 with the establishment of the General Agreement on Tariffs and Trade (GATT). However, the critical proposals that might affect population movement were only introduced during the Uruguay round of trade talks (1986-1994) that laid down the principles for the World Trade Organization (WTO) that came into effect from 1995 and replaced GATT. The principles with direct relevance to migration were introduced under the General Agreement on Trade in Services (GATS) and referred to the curiously termed movement of "natural persons" and is known in shorthand as GATS mode 4. Essentially, these principles recognized the importance of the movement of labour as an integral part of the international trade in services. The "movement of natural persons" referred to the rights of individual workers to stay temporarily in a country for the purpose of providing a service in any of the 161 services identified in GATS mode 4. Almost immediately, however, such a recognition introduced tensions with existing national immigration legislations. Although the GATS proposals specifically did not apply to people seeking permanent employment, or to those seeking citizenship or permanent residence, only the most naive could believe that "natural persons" might behave in ways different from "migrants" and temporary workers might not seek extensions of stay, permanent residence and even citizenship.

The critical benefit to be brought by the GATS proposals is to increase flexibility into globalizing labour markets that will allow a matching of skills at various and stipulated levels with available jobs across international boundaries. Existing immigration legislation is generally not responsive enough to allow the quick importation of the workers required in specific activities. However, workers coming into a country are inmigrants, if not immigrants, and the critical issue is how to ensure that they will not become immigrants without going through existing immigration procedures. Substantial financial penalties can be imposed on employers if workers stay beyond the limit of the agreement, and close monitoring is required. Bilateral programmes such as the Canada and the Caribbean and Mexican Seasonal Agricultural Worker Programme are cited to show that temporary worker schemes can function successfully (Organisation for Economic Co-operation and Development, 2003a). Bilateral programmes, however, cannot be included under GATS as they do not offer access to particular markets to all WTO members on a non-discriminatory basis and deprive the host market of the flexibility to choose workers from among all members. However, such universalistic strategies of labour recruitment run counter to the observed tendencies of particular migrant groups to control access to specific labour markets and the whole significance of social networks in population migration (Skeldon, 1990). Further reconciliation between theory, empirical evidence and policy is still required before realistic international agreements can be reached.

Given the difficulties inherent in reconciling national immigration policy with flexible labour recruitment policy, it seems likely that, over the short term, any agreements under GATS mode 4 will be limited to a very restricted number of categories and a tiny fraction of those who move internationally. Intra-corporate transferees, managers, investors and entrepreneurs, trainees and a few types of highly skilled service providers appear to fit into categories that countries could agree to move forward towards the liberalization of global labour markets. In the interim, rather than creating global labour markets, attempts to reach agreement at the regional level may prove a more viable strategy.

## *b. Regional integration*

There are many types of regional trade arrangements. The most advanced form is the economic union in which there is a harmonization of all economic policy within the countries of the union, including the free movement of labour and the removal of all internal barriers to trade. The European Union (EU) is the most complete example in the world today, but there are many others that are moving at variable speeds towards such a union, including the North American Free Trade Agreement (NAFTA); the common market linking the southern Latin American nations (MERCOSUR); the Association of Southeast Asian Nations (ASEAN); and the Asia-Pacific Economic Cooperation forum (APEC).

Only among the countries of the EU, agreements to allow the free movement of people have been reached. It is estimated that before enlargement, some 5.5 million people, or about 1.5 per cent of the population, are citizens of the EU countries and living in another country within the EU. The figures suggest that free markets and policies to allow the free movement of people need not result in massive interchanges of populations. Globally, the United Nations (2002) has estimated that 175 million, or about 3 per cent of the world's population, live outside their country of birth. While free movement of people is allowed between Canada and the United States, no such free movement exists in the southern part of NAFTA between Mexico and the United States. In Southeast Asia, there are no agreements to harmonize migration policies, with the exception of the introduction of the APEC Business Travel Card that facilitates the entry of businessmen into countries that are signatories to the scheme (Hugo, 2004). Increasingly, the United States, as well as Asian countries, are pursuing labour agreements on a bilateral rather than multilateral basis (Martin, 2004; Organisation for Economic Co-operation and Development, forthcoming) and, with the notable exception of the EU, regional trade agreements have as yet made little progress towards the free movement of persons. Even for the EU countries, moves towards the harmonization of asylum policies or policies towards the entry of foreigners from outside the EU have some way to go. What is clear, however, is that international agreements affecting migration at global, regional and national levels are likely to be more favourable towards skilled than unskilled migrants. The future development of present developed countries is seen to be predicated upon the supply of workers, in particular, skilled categories and in the fields of information technology and health. The United States, for example, specifically introduced the H-1B visa category to allow the rapid entry of professionals to meet perceived critical shortages in key sectors. Of the 201,079 people entering under the H-1B programme to 2001, 110,713 were in computer-related occupations and 95,920 of these were from Asia (Kramer, 2003). While the benefits to destination countries might appear obvious, the impact of the skilled migration on countries of origin is not so obvious but has clear developmental implications.

### *3. Migration of the skilled*

The total number of skilled migrants in the global migration system is unknown but it is a minority of those who move. In terms of development, however, these migrants have an importance far greater than their numbers might imply. Just who the skilled are is also a matter for debate. They include those with advanced degrees, students in tertiary education, businessmen and professional managers (Auriol and Sexton, 2002), but also usually encompass those with very practical skills such as nurses. An intuitive interpretation might suggest that their migration is a loss for countries of origin and a gain for countries of destination. More objective assessment, however, indicates that the real situation is more complex. The loss of skills needs to be balanced against gains in the form of remittances (covered in a companion paper) and against the impact that the loss has on home labour markets. The skilled may not always be able to utilize fully their expertise in destination areas, which immediately links the migration of the skilled with issues of accreditation, home area training and education policy.

### *a. Impacts on countries of origin*

Governments in developing countries can view the migration of the highly skilled from two very different points of view: first, that the out-migration of the skilled is detrimental to the development of the country and every effort should be made to retain the skilled at home so that they may contribute to future development; second, that there is a global market for particular skills and it is to a country's advantage to channel manpower that cannot profitably be used at home into that market so that the country can tap into outside sources of revenue. The Philippines is perhaps the "classic" example of the second strategy, exporting over 800,000 workers every year since 1998 (Go, 2004), but other Asian countries such as China, Bangladesh, India and Viet Nam are following suit. A critical issue is to establish facilities in-country whereby workers can be trained to the standards required in overseas markets.

It is the first point of view, however, that has perhaps attracted more attention from development specialists: that the loss of the skilled is detrimental to the developmental prospects of the country concerned. Nevertheless, it is difficult to attribute specific development paths to anything as specific as the emigration of manpower. It is possible that the factors that encouraged the skilled to move away were also those inhibiting development in the first place, although this was certainly not universally the case. For example, large numbers of students left mainly for North America from about the time when a rapid economic growth began in the Eastern Asian economies and it would be difficult to imagine those economies having grown any faster if the students had remained at home. However, what applied in Eastern Asia need not be relevant to other situations. It has been estimated that Ghana lost some 60 per cent of the output of the main medical college over a 10-year period (Dovlo and Nyongator, 1999) and, between 1993 and 2002, some 3,157 health workers left Ghana that was equivalent to over 31 per cent of the health personnel trained in the country over that period (ISSER, 2003). Just what the impact of this exodus has been on Ghana's development prospects is, however, not yet clear.

If one assumes feedback between the exodus of the skilled and the behaviour of those entering the labour market, the migration can be viewed as essentially positive for development. Entrants to training programmes may deliberately opt for training in an occupation that will give them a higher probability of migrating. Not all, however, will be able to migrate owing to the limited number of positions overseas and the selection process of potential destinations, leaving the origin country with a larger pool of those specific skills than it had originally. Certainly, at the height of the emigration from Hong Kong in the lead-up to 1997, when up to 60,000 people were leaving every year, the majority of whom were highly educated or skilled, the pool of skilled personnel in Hong Kong continued to increase. Such an outcome may not apply in smaller and less dynamic economies and, particularly, in those where the educated and skilled may be in a position to move overseas illegally into occupations for which few skills are required.

### *b. Impacts on countries of destination*

Skilled migrants clearly have a developmental impact on countries of destination: they provide many of the skills required to keep industries and services competitive. However, a discussion still exists as to how real skill shortages actually are in developed countries and whether private companies are importing labour to keep salaries low (Cornelius and Espenshade, 2001). Public services do experience real skill shortages and it would be difficult to envisage the viability of the public health services in the United Kingdom, for example, without the presence of foreign doctors and nurses. Since the early 1990s, at least one third of new registrations of doctors have been from overseas sources and, by 2001-2002, overseas sources had replaced the United Kingdom as the principal provider of new nurses to the register (Buchan and Dovlo, 2003). It is important to keep in mind, however, that the movement of the highly skilled is not simply in one direction as a permanent migration. Much circulation exists, with British-trained personnel going overseas and many of the Australasian or South African personnel returning home after spending time and gaining experience in the United Kingdom. "Brain circulation" rather than "brain drain" is



perhaps a more appropriate term in many parts of the world, although return appears less likely to those countries characterized by low economic growth and political instability. There, skill losses may be very real and, for obvious reasons, difficult to prevent.

One element of the migration of the skilled to the developed world is "skill wastage" where those with particular expertise enter occupations with much lower skill requirements. In part, the difficulty of obtaining professional accreditation may be responsible, and host countries may need to introduce bridging courses to allow migrants both to improve their skills and as a means to have existing skills recognized. In part, too, better-educated migrants often opt for any channel that will secure a position overseas, with one of the clearest examples of "deskilling" being female domestic workers. For example, around 1990, some 30 per cent of Filipina and Thai domestic workers in Hong Kong, for example, had some form of tertiary education, 24 per cent even having a degree (AMWC, 1991).

The migration of the skilled is clearly not just from developing to developed countries but includes substantial exchanges of personnel among developed countries and significant movements from developed to developing countries, usually on short-term assignment. These movements not only encompass the transfers through company networks integral to the expansion of commercial and trading activity but also the assignment of diplomats and the personnel of international organizations and non-governmental organizations that are such a part of the whole process of development itself. The networks established through these migrations, and the flows of funds, goods and ideas within them, give substance to the whole notion of diaspora, a theme that will be considered in greater detail towards the end of this paper.

### C. THE DEMOGRAPHIC DIMENSION

There is perhaps only one universal generalization that can be made about migration: the majority of those who move are young adults. Thus, the number of migrants in any society is a function of the number of young adults in that society. This is not to argue that migration is demographically determined but to make the obvious point that any assessment of migration needs to take into consideration the supply of those most likely to move in any society. This supply is essentially a function of differences in fertility and mortality that themselves have complex relationships with development. These are often simplified into the descriptive model of the demographic transition. As societies develop, they tend to move from a situation where fertility and mortality are relatively high to one in which they are relatively low. That generalization, however, obscures much variation and deviation. Fertility may rise at the onset of processes of development; the period through which fertility and mortality decline to specific levels varies significantly from society to society; the decline in the two variables is not a neat parallel progression but demonstrates a complex variety of paths. Although no highly developed society has high levels of either fertility or mortality, the converse is not necessarily the case: some societies at relatively low levels of economic development have attained low levels of both mortality and fertility. Just as it is more exact to speak of "demographic transitions" rather than a single demographic "transition", there is no easy relationship between changes in developmental variables and changes in the demographic variables. There is no "magic" level of per capita income at which mortality and fertility must necessarily fall. Other dimensions of development, and particularly the political systems that facilitate the delivery of services such as health and education, are also important in any account of declines in fertility and mortality.

#### *1. Changing age structures*

More direct relations between development and migration have been outlined in previous paragraphs but clearly development also indirectly influences migration through its impact on the basic supply variables of fertility and mortality: and that mainly through the changing age structure of global, national

and regional populations. The sustained decline in fertility in the developed world has brought about the ageing of the populations or the proportional increase of older at the expense of youthful cohorts. Youth dependency is being replaced by increasing aged dependency and, as the growth of the labour force slows, pressures to import labour increase. Various scenarios regarding the number of migrants required to replace cohorts "lost" to the fertility decline have been elaborated by the United Nations (2001). Given the universality of sustained fertility decline in the developed world and the relatively small proportion of total populations that migrate, there is no question of migration halting or reversing the process of ageing in any society: the vast numbers of migrants required would be unsustainable socially but more importantly, politically. What migrants can do is to fill critical shortages in the labour market such as those discussed in the health sector above, but also at the unskilled end of the skill spectrum. As societies develop and the levels of education and expectations rise, local workers tend to shun certain types of jobs that are generally, although not exactly, categorized as "3-D", those that are "dangerous, demanding and dirty" but are, in reality, poorly paid, routine and temporary. Office cleaning or the picking of vegetables or flowers fall into this category and, but for migrants, would not be done in developed economies. Even in quite tightly regulated labour markets such as the United Kingdom, many of the migrants filling these positions are likely to be in the labour force, and even the country, illegally.

## *2. Migration humps*

Thus, developmental conditions lead to changing fertility levels that bring about declining rates of population growth and shifts in age structure that stimulate demands for certain kinds of migrants to bolster the labour force. This transition may be associated with a shift in migration from net emigration towards net immigration: net emigration when youthful cohorts are large and net immigration when these cohorts contract. This "turning point" was referred to above in section 1a of the economic dimension, in the discussion of changing patterns of industrialization. When population growth is high, labour-intensive industrialization is the norm; after the transition to lower population growth and, eventually, to a slowing in labour force growth, a shift to more capital-intensive industrialization and the export overseas of labour-intensive enterprises are observed. Pressures for immigration of both skilled and unskilled workers build up to sustain the new high-tech industries being established. Thus, development, in its broadest sense, engenders demographic change that, in turn, induces further development. Thus, pronounced out-migration from any area should only persist for as long as there are large numbers of young adults available to emigrate. The transition to lower fertility should ultimately lead to a slowing in emigration not least because the prior migration has contributed to the reduction of the reproductive cohorts in an area, reinforcing the decline in population growth. Thus, emigration becomes a "hump" in the process of development.

Although the system as described sounds plausible, in reality there are few ready economic markers to indicate when the transition might occur. Low fertility and mortality are found in areas such as the southern Indian state of Kerala, where the level of economic development is far lower than might be expected, given the demographic indicators. Social, cultural and political factors are also important in accounting for the rapid fall in fertility. Migration from that state, primarily to the oil-rich countries of West Asia, has also been extremely important to the extent that it has reduced both natural increase and the level of unemployment. Also, the remittances of over US\$3 billion annually have helped to reduce the incidence of poverty in the state by over 3 percentage points (Kannan and Hari, 2002). The remittances have generated sufficient local activities in Kerala to draw migrants from neighbouring states. While hardly a "turning point" in migration as exhibited by the dynamic economies of Eastern Asia, examples of localized emigration stimulating development and giving rise to increasing in-migration from yet poorer areas can also be seen in Mirpur in Pakistan (Ballard, 2003) and Sylhet in Bangladesh (Gardner, 1995). Clearly, not all areas of out-migration can eventually give rise to in-migration and the most marginal areas will experience continued out-migration and ultimate depopulation. Even at the state level, continued out-migration can occur in the face of declining numbers in the cohorts most likely to migrate as witnessed in the cases of some republics of the former Soviet Union, for example. Whether such

emigration will persist once recent sharp changes to the political and economic systems have stabilized remains to be seen. The identification of which areas are likely to make whole or partial "migration transitions" consequent upon their potential for local development still remains largely unresearched. However, prior out-migration and the resultant return flows of money, ideas and the return of some of the migrants themselves seems to be a key to the process at both national and local levels.

#### D. THE ENVIRONMENTAL DIMENSION

Geographical differences in the patterns of migration and development in the global system have just been discussed. Location, resource endowment and physical attributes of relief, climate and vegetation all play a role, all too often ignored, in how development proceeds. This is not to say that development is geographically determined but that the physical environment provides the attributes of the all-important space in which development occurs. Resources are not spread evenly throughout the world; neither are the kinds of favoured environments that have given rise to dense populations and the origins of civilizations. The relative importance of cultural and environmental factors in development lies far beyond the confines of this brief paper. Rather, there are specific developmental impacts on the environment that are likely to give rise to future population migrations.

##### *1. Global climate change*

Whether there is presently global climate change and whether human intervention is contributing to any such change remain controversial and contested topics. What appears certain is that human activity as a result of development is increasing the levels of greenhouse gases such as CO<sub>2</sub> in the atmosphere, primarily through the increased burning of hydrocarbons. These greenhouse gases trap heat and lead to global warming. Increases in average temperatures of 1.4 to 5.8<sup>0</sup>C are forecast through the twenty-first century by the Intergovernmental Panel on Climate Change (IPCC). However, the extent to which human interference is contributing to what may be long-term secular changes in temperature is less certain. The consequences of such long-term shifts are also contested, although evidence of melting glaciers, thinning ice caps and reduced snowfall seems to be well established in both Northern and Southern Hemispheres. Despite the uncertainties in the data, as far as the theme of this paper is concerned, the rise in sea level as a result of global climate change that itself is the consequence of increasing development appears to be the critical issue.

The projections of future rises in sea level are laden with uncertainty. Projections by IPCC place likely increases in the range of 0.11 to 0.77 metres by 2090 (IPCC, 2001). Projecting the likely areas and populations that will be affected by such a rise is even more problematic. Assuming a worst case scenario of a rise of 1 metre this century, and present populations, it has been estimated that some 6 million people in Egypt, 13 million in Bangladesh and 72 million in China will be directly displaced (Gomez and others, 1998). Tens of thousands of hectares of agricultural land will also be inundated, bringing pressure on food production systems and the trade in grain. Global warming will not simply result in rising sea levels but will bring changes to regional and local climates. Some areas are likely to become hotter and drier and others colder and wetter, each with likely implications for population movements. How many people will be affected and where they may move are simply unknown.

Ultimately, perhaps, precise numbers do not matter at this stage. What is important is that a greater awareness emerges of the importance of the environmental dimension in the debate on the interrelationships between migration and development. At present, the environment is often missing altogether from such debate or, at best, relegated to a passive backdrop for the economy. Assuming some rise in sea level, hundreds of thousands, if not millions, of people will be affected and more research and greater cooperation between those working on environmental issues and those working on demographic modelling are urgently required.

## *2. Other development-induced migrations*

From the long-term and largely unknown consequences of development and environmental change we move to consider much more direct impacts of development on the environment that lead to population displacement. These development-induced migrations largely encompass those people displaced by the expansion of urban areas and the construction of roads and dams. Over the last decade of the twentieth century, it was estimated that between 90 and 100 million people were involuntarily displaced by infrastructural projects (Cernea and McDowell, 2000). The majority of these involved significant change, both direct and indirect, to the environment. Perhaps the most significant of these projects involves the construction of dams and the creation of reservoirs. In China, it has been estimated that schemes for every 100 GWh of electricity generated from large and medium hydroelectric schemes requires the flooding of 50 hectares of farmland and the resettlement of 560 people (Smil, 1992). The massive Three Gorges project alone will displace more than a million people.

Downstream of the dams, the reduction in river flow may cause hardship and the reduction of agriculture in traditional farming areas as, for example, along the Mekong River in Laos and Thailand following the construction of several dams upstream in China. Urban expansion, too, sees the displacement of farmers and their replacement by city dwellers. Official estimates in China give the amount of agricultural land lost to "rural and urban modernization" as 520,000 hectares per annum, with the real amount being three times as much (Smil, 1993). Development-induced migration may bring progress for some but it generally brings impoverishment to those displaced (Cernea, 2000). Given that development planners and political leaders know exactly who will be displaced and when, it appears unconscionable that better provision is not made for those displaced.

### F. THE POLITICAL DIMENSION

The examination of those displaced by the process of development itself leads into a broader discussion of those who move as a result of politics. Although the refugee, or that person forced outside his or her state of citizenship through a "well-founded fear of persecution", is generally considered in a distinct category from the "voluntary migrant", there is often not such a clear and fast distinction between the two types as is generally assumed. Many so-called voluntary migrants would lose their jobs if they refused to follow a company directive to move to another branch, and many refugees may move to protect their livelihoods or economic interests. In practice, clear and hard distinctions are often impossible. More important from the point of view of this paper is that the displaced are created by, and have consequences for, development. In the case of refugees, as well as the internally displaced, it is the development of the political system that is of primary concern although the development and evolution of political systems themselves are inextricably related to economic development.

#### *1. Evolving political systems and migration*

Following the seminal work of Zolberg (Zolberg, Suhrke and Aguayo, 1989), the creation of the refugee became associated with the emergence and diffusion of the idea of the nation state. The nation state is based upon the idea of a homogeneous community of interest that implies that those who do not fit the idea of who belong to that community are often expelled. The idea of the nation state evolved in the Europe of the late eighteenth century but has come to haunt the international community in the post-colonial period following the Second World War which saw the emergence of large numbers of "new" states from the previous colonies. These colonies may well have borne little relationship to pre-existing cultural and religious divisions and the new states were faced with the difficult task of creating national identities. Where a tradition of states was weak and the underlying ethnic matrix complex, as in several parts of sub-Saharan Africa or Central Asia following independence, the resultant population displacements were significant.

The linkages between the emergence and consolidation of the nation state and population migrations are well known. Less well known are ideas about the long-term evolution of the state and linkages to economic development and to migration. Perhaps the most comprehensive treatment of the development of the state remains (Finer, 1997). More recently, Bobbitt (2002) has attempted to link state development with technological development and particularly the technologies associated with warfare. The evolution of the state is seen to evolve from the princely-state through kingly-states, territorial-states, state-nations and nation-states to the market-state. Each new form of the state in this sequence is brought about by challenges to existing legitimacy as a result of the emergence of new forms of technology of control and is resolved in what Bobbitt terms "epochal wars".

In our present era, the nation state is not dead but is undergoing challenges to its legitimacy through attempting to reconcile liberal democratic ideas of equality and the multiculturalism occasioned by past and present migrations. The new forms of technology facilitating the challenges to legitimacy include the information technology that affects everything from flows of capital to the battlefield to the emergence of weapons of mass destruction. The decentralization of information and the new types of weapons undermine the institutions of the nation state. The emerging market state, according to Bobbitt, sees much more reliance on international capital markets and business networks to create stability in the global economy and depends increasingly on the privatization of security and welfare to bring greater benefits to all members of society irrespective of ethnicity, class and, ultimately, citizenship. The intricacy of the argument need not detain us here, but the critical issue is that forms of mobility can be expected to shift with the evolution of state structures that are themselves a product of changing market conditions.

Not only can the pattern of population movement from any area be affected by the structure of the state but the impact that the migrations have will vary depending upon political structures. Where state structures are poorly developed, the impact of out-migration in the form of a brain drain is likely to be much greater than where there has been a long tradition of state formation, for example. Where production and welfare are separated in space, the movements of population will adjust accordingly. In a market state, for example, people may be trained in one area, go on to work in another, receive medical care in a third and retire in yet another, all linked through some form of global security. The role of the state, and international agreements among states, will remain critical in setting standards and monitoring the implementation of these standards but the provision of services and security will increasingly become the responsibility of the market. Migration is related to the way in which the pattern of political systems develops and, just as attention is directed towards migration and the economy, some consideration needs to be given to the relationships between the structure of the state and population movements.

## *2. Political decisions and migration*

The above discussion of the macro-political environment shaping population movements should not imply that migration parallels political change in any simple unilinear way. Political actors are some of the key agents that can influence the volume and direction of population movements. Systems of governance, or the institutional framework for delivering stability and services to the populations of a defined state, change in response to the policies of these actors. Political actors are likely to be essential in attempts to control the levels of emissions that will determine rates of global warming that, in turn, will influence change in sea level and its impact on coastal populations. Most specifically, however, as systems of governance have evolved, the types of migration policies implemented by governments have changed. The triumph of liberal democratic systems of government over fascism in 1945 led to the ascendancy of non-discriminatory ideas of government that eventually saw the sweeping away of race-based immigration policies in the main settler societies in North America and Australasia, for example. Although there is some evidence for a convergence of migration policies among the countries of the developed world (Cornelius, Martin and Hollifield, 1994), not all follow the same path in confronting the globalizing economy and changing national demographics.

The policies of Canada, Japan and the United Kingdom can be used to illustrate quite different aspects of the responses. Canada, like Australia, New Zealand and the United States, is a creation of migration and has persisted with policies that will favour a regular intake of the kinds of migrants best suited to the needs of the state. The emphasis is on the "best and the brightest" or those who can contribute most to both nation building and future economic development. The emphasis in immigrant selection is on transferable skills. In 2002, over half of the annual intake, or 53.2 per cent, was made up of skilled workers and business immigrants and their families (Canada, 2003). The United Kingdom has a long tradition of immigration but, in the perceived threat of mass migration from its former colonies in the post-Second World War period, has attempted to close the door on much of the new immigration. Under increasing pressure to fill gaps in the labour force at various skill levels, the United Kingdom Government introduced the Highly Skilled Migrant Programme in 2001. That government is also reviewing and has more than doubled the number of migrants admitted under the Seasonal Agricultural Workers Scheme since 2001, and it introduced a new low-skill work permit scheme in 2003 (Organisation for Economic Co-operation and Development, 2003b). The preoccupation of the United Kingdom is still towards asylum seekers and illegal migration and politically, is, unlike Canada, a more reluctant participant in immigration. Unlike North American and European countries, the post-Second World War expansion of Japan was achieved without immigration (Peach, 2003) and it remains a country attempting to preserve the illusion of homogeneity (Weiner, 1997). Pressures for immigration have been tempered by the downturn in the economy in the 1990s with irregular movements declining even if the numbers of trainees and students, as well as ethnic Japanese from Brazil, continued to grow. Just how all these various policies of developed countries will adjust to the continuing ageing of their populations and to their transition to market states within a globalizing economy remains perhaps the least appreciated and studied aspect in the complex nexus of migration and development.

## G. THE GENDER DIMENSION

Gender is clearly a cross-cutting issue that is central to all of the earlier discussions, and development impacts on men and women in different ways. As development proceeds, women have often emerged as taking on additional tasks in the labour force while maintaining their traditional roles as "feeder and breeder". The demand for cheap labour as labour-intensive industries have been exported out of core developed economies has particularly been met by women in certain sectors of the industry. The status of women is an important factor in any explanation of reasons for fertility decline but also, where labour force growth has declined, women are absorbed into the labour forces to help to reduce skill shortages. The movement of women into the labour force in some newly developed countries has in turn stimulated a demand for household workers to fill the domestic vacuum that is met mainly through the migration of women from poorer economies. Gender is also apparent in the political dimension where policies can be biased against the movement of women virtually forcing them into irregular migration. Whether women are empowered or adversely affected through their migration remains a matter of debate but the incorporation of women into lowly paid work, and particularly domestic service, and into trafficking networks has drawn attention to a darker side of development and migration.

### *1. Migration, development and the migrant as victim*

The migration flows to the cities of South-eastern Asia or to the special economic zones of China tend to be dominated by young women, the majority of whom are entering light industries such as textiles or toy making. The conditions are often hard: long hours, poor pay, unhealthy work environments and insecurity (United Nations, Economic and Social Commission for Asia and the Pacific, 1993). Conditions in multinational corporations may be marginally better than in national companies, as discussed earlier in this paper, but exploitation is a recurrent theme. Conditions in the other activity with which migrant women are so often associated, domestic work, also suggest that abuse and insecurity are common (Constable, 1997; Gamburd, 2000). Development leading to the exploitation of female migrants is thus a recurrent theme and although male migrants, too, are exploited, the case of women is compounded by

their general subjugation to men in many cultures in the developing world. Women are particularly vulnerable and their portrayal as victims of development in many contexts, "disposable people" (Bales, 1999), seems to capture the context into which they have been placed through their migration.

The industry in which the greatest exploitation of women is seen to occur is the global sex industry. Women are trafficked to cities and across borders to developed countries to be held as virtual slaves in brothels until they contract HIV/AIDS when, if lucky, they are sent home to die (Skrobanek, Boonpakdi and Janthakeero, 1997; Brown, 2000). Numbers are difficult to obtain and are often exaggerated in order to pursue particular agendas, although see the balanced critique in Lim (1998). Undoubtedly, the numbers involved are large and the exploitation of migrant women pervasive. The very insecurity, poor conditions and low remuneration in the other industries may virtually force women to opt for the sex trade. Income from prostitution in Bangkok, for example, was about 25 times the median earnings that women might expect in other occupations (Phongpaichit, 1982). The forced trafficking of women, as well as children, is certainly one of the most negative aspects of the whole relationship between migration and development and there is universal government agreement that steps must be taken to reduce, if not eliminate, it. Clearly, however, the ability of governments to achieve such an objective depends upon the efficacy of the institutions of the state and is thus closely related to the political dimension discussed above.

## *2. Migration, development and the empowered migrant*

The gender dimension of development should not universally be associated with exploitation and the creation of the migrant as victim. Difficult though the position of women may be in occupations in destination areas, these need to be compared with those in areas of origin. Women, through their migration, escape paternalistic domestic structures and improve their status. Increasingly, women are migrating independently of fathers, brothers and husbands and, as an examination of the movement of Mexicans to the United States demonstrated, are likely to benefit more than men from their migration (Hondagneu-Sotelo, 1994). Even in an occupation as potentially abusive as the sex industry, women can also be empowered through an escape from domestic violence and by the financial independence that the greater earning power can bring (Kempadoo and Doezema, 1998).

Migrants, both men and women, can improve their status through their migration. The negative aspects of migration are too often given prominence over the positive. Rather than reflecting poverty and impoverishing the migrant, migration provides a means to access resources outside the local. Migration can play an important role in poverty alleviation (Skeldon, 2002). There can be no denying the very real exploitation that exists but, equally, it must be accepted that migration is one of the key ways through which people, men and women, can improve themselves. It is incumbent upon governments to implement policies that seek to minimize the risks while maximizing the benefits that migration can bring. Policies that seek to control and restrict population movement are not likely to lead to improved development. Migration is likely to lead to some kind of empowerment of the majority of those who move.

## H. TOWARDS A MULTI-DIMENSIONAL VIEW

The examination of the relationships between migration and development through the various dimensions identified might have given an artificial sense of separation: the economic from the political or the environmental from the demographic. One way to attempt to bring them together is through the idea of the spatial structure of the migration fields of any country or area that introduces the idea of the diaspora into the nexus of migration and development.

### *1. Diaspora as a global phenomenon*

The diaspora is made up of migrants from a particular area living scattered outside their place of birth but remaining in contact with it through transnational linkages. As Cohen (1997) has demonstrated, there are several different types of diasporas, trading, labour, cultural as well as victim diasporas, to the extent that the word "diaspora" has virtually come to mean "international migration" in the current discourse on migration. The value of the concept is that it has drawn attention to the continued contact between origins and destinations and particularly to the circulation of migrants backwards and forwards that is the basis for transnational communities. In a post-Cold War world, and increasing population migration within a globalizing economy (Castles and Miller, 2003), diasporas provide a foundation for social identity among "deterritorialized" peoples.

The danger with the idea of diasporas is that it is essentialized into a coherent, homogeneous entity rather than the constantly changing and fractured phenomenon that it appears to be (Skeldon, 2001). The migrants may have been dissidents in their homeland or come from different areas or classes: diasporas can be highly heterogeneous. Some of the migrants and more of their children are likely to come to identify primarily with destination societies even without losing their roots. Assimilation does occur and policies of integration are important factors in deciding whether and how fast any such trend will take place. Nevertheless, any trend towards the market state, as described above, is likely to see the strengthening of "deterritorialization" and the emergence of increasing numbers of "global citizens".

Much of the work on diasporas has focused upon those created through the migration from developing to developed countries. Yet, much less recognized, is the significance of migration from the developed countries themselves: the United States and Australia are significant countries of emigration, not just immigration. There are American and Australian diasporas with perhaps at least 7.5 million Americans (American Citizens Abroad, 2004) and some 1 million Australians overseas (Hugo, Rudd and Harris, 2003). Some of these migrants are the highly skilled moving to developing countries to fill specific needs in development projects. Others are returned migrants going back to their countries of origin with newly acquired citizenship and with savings to invest. Still others are retirees who are moving to areas that offer a benign climate and low cost of living for those on reduced and fixed incomes. The majority, however, are young professionals moving to other developed countries in a system of "brain circulation", gaining training and experience that will benefit not only themselves but also their countries of temporary and longer-term residence.

### *2. Diaspora as an instrument of development*

The diaspora is often seen as a resource that countries of origin can tap into for their development needs. In the diaspora, reside some of the best educated, entrepreneurial and wealthy of a country's citizens. If they can be encouraged to return, or at least invest in their home country, considerable developmental impact might be expected. Overseas migrants have also been seen as a potential source of tax revenue for the home country, originally seen as a way to reimburse the costs of training in the home country but also to compensate for the loss of future revenue that the emigration brings (Bhagwati, 1976). However, there is a clear moral issue to what extent a state "owns" the proceeds of any individual's productive life (Simon, 1989, pp. 272-273). Issues surrounding the collection of such a tax in the jurisdiction of another state and whether there would be double taxation have generally made such proposals impractical.

Certain migrant groups have indeed played critical roles in the development of their home areas, of which the non-resident Indians, the overseas Chinese and the Viet Kieu are notable examples. Just taking the latter, it is estimated that some US\$1 billion was sent back to Viet Nam in 1999 through official



channels, which represented almost 4 per cent of the country's total economic output in that year (Woods, 2002, p. 181). The impact of remittances in general is elaborated in the companion paper. Suffice it to say here that investment from entrepreneurs such as the non-resident Indians or the Overseas Chinese is often not classified with remittances but with FDI, further complicating the whole picture of capital flows from migrant groups. It is not just capital flows, however, that are important within the diaspora but also ideas. Educated citizens often return from overseas to take up positions of authority in industry but perhaps most significantly in bureaucracy and in politics. The parliaments of the Newly Industrialized Economies (NIEs) of Eastern Asia are dominated by returned migrants whose exposure to new ideas and ways of doing things is fundamental to the transformation of domestic political systems (see, for example, Lin, 1994).

The significance of the diaspora as a facilitator of development must not be exaggerated. Although most of the capital flows to China come from Hong Kong and Taiwan Province of China, little actually flows through traditional informal Chinese business and migrant networks. Most can be understood through rational capitalist investment strategies in which migrant networks may or may not be important (Li, 2000). Also, given the heterogeneous nature of the diaspora, the return of skilled migrants may not be universally welcomed. They may be viewed as having fled from a difficult regime or hard economic conditions to live an easy life as a well-paid professional in a developed country. They are not necessarily going to be welcomed back with open arms to positions of responsibility by those who survived through difficult times. The political affiliations of migrants relative to home governments will be important to such perceptions. There are also very practical details about how skilled returnees should be remunerated, at local or expatriate rates, and how and where they can hold their savings.

## I. CONCLUSION

The mandate of this paper was to look beyond remittances at the relationship between migration and development. The flows of capital that are sent back home by migrants are, arguably, the most important aspect of migration and development. These flows act to transform regions of origin and help to alleviate poverty even if they can also lead to rising inequalities and increasing dependence. However, there is much more to the migration and development equation than just remittances and this paper has tried to draw attention to many of these issues. Some are well researched and incorporated into policy such as issues surrounding trade and migration or the brain drain. Others remain largely unknown such as long-term climate change and its likely impact on migration. Yet others are more speculative such as the changing structure of the state and population movements. Underlying all these dimensions is one that is so often unappreciated: the demographic dimension or the changing patterns of fertility and mortality that produce changes in age structure that are likely to affect both the numbers who move and the demand for labour. The critical relationships between economic, social and political factors and fertility and mortality also need to be incorporated into the discussion of the migration and development nexus. Changing gender relations, too, are part of this complex relationship.

The complexity of the relationship is the one overriding theme. In terms of policy, there will be no single, one-size-fits-all solution. The impact of the so-called brain drain appears to be different in Eastern Asia compared with sub-Saharan Africa, for example. At best, regional policy applications may be attainable but often country or even local-level policy solutions will be required. Ultimately, however, migration and development are not separate or independent phenomena. Migration is, in effect, the spatial expression of a population undergoing change or development. Nevertheless, the very fact that people move and become exposed to new environments and new ideas will engender development. The one cannot be separated from the other. What policymakers can hope to do is to identify what the likely implications of certain dimensions of development for migration are likely to be, and vice versa, and to plan accordingly. Migration still remains the most intractable of the demographic variables but at least, at the beginning of the twenty-first century, it has entered fully into the policy arena.

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Table 1. Manufacturing Trade and the Relative Importance of Immigration, 2000

	<i>Exports</i>		<i>Imports</i>		<i>Migrant stock as a percentage of national population</i>
	<i>Percentage of world total</i>	<i>Rank</i>	<i>Percentage of world total</i>	<i>Rank</i>	
United States	12.3	1	18.9	1	12.4
Germany	8.7	2	7.5	2	9.0
Japan	7.7	3	5.7	3	1.3
France	4.7	4	4.6	5	10.6
United Kingdom	4.5	5	5.1	4	6.8
Canada	4.3	6	3.7	6	18.9
China	3.9	7	3.4	8	0.0
Italy	3.7	8	3.5	7	2.8
Netherlands	3.3	9	3.0	10	9.9
China, Hong Kong SAR	3.2	10	3.4	9	39.4
Belgium	2.9	11	2.7	12	8.6
Republic of Korea	2.7	12	2.4	13	1.3
Mexico	2.6	13	2.7	11	0.5
Taiwan Province of China	2.3	14	2.1	15	--
Singapore	2.2	15	--	--	33.6

Sources: P. Dicken, *Global Shift: Reshaping the Global Economic Map in the 21<sup>st</sup> Century*, London, Sage Publications, 2003, Fourth Edition, p. 40; United Nations, *International Migration 2002*, New York, Population Division, Department of Economic and Social.

Table 2. Relative Importance of Trade In Services, 2000

	<i>Exports</i>		<i>Imports</i>	
	<i>Percentage</i>	<i>Rank</i>	<i>Percentage</i>	<i>Rank</i>
United States	12.3	1	13.8	1
United Kingdom	7.0	2	5.7	4
France	5.7	3	4.3	5
Germany	5.6	4	9.2	2
Japan	4.8	5	8.1	3
Italy	4.0	6	3.9	6
Spain	3.7	7	2.1	12
Netherlands	3.6	8	3.6	7
China, Hong Kong SAR	2.9	9	1.8	15
Belgium and Luxembourg	2.9	10	2.7	9
Canada	2.6	11	2.9	8
China	2.1	12	2.5	10
Austria	2.1	13	2.0	13
Republic of Korea	2.0	14	2.3	11
Singapore	1.9	15	--	--

Source: P. Dicken, *Global Shift: Reshaping the Global Economic Map in the 21<sup>st</sup> Century*, London, Sage Publications, 2003, Fourth Edition, p. 44.