

**FOURTH COORDINATION MEETING
ON INTERNATIONAL MIGRATION**

New York, 26-27 October 2005



United Nations

Department of Economic and Social Affairs
Population Division

FOURTH COORDINATION MEETING ON INTERNATIONAL MIGRATION

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United Nations
New York, 2006

DESA

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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 Fourth Coordination Meeting on International Migration at United Nations Headquarters in New York from 26 to 27 October 2005.

The main objectives of the Meeting were: (a) to discuss the implications of the report of the Global Commission on International Migration and its recommendations for the work on international migration of the United Nations system and for the High-level Dialogue on International Migration and Development that the General Assembly would conduct during its sixty-first session in 2006; and (b) to share information on recent activities of participating institutions that would be relevant for the High-level Dialogue or that should be considered in the substantive preparations for the Dialogue. 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 the Regional Commissions of the United Nations system as well as those of other international organizations and national institutions working on international migration and development. 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 discussion on three topics: the migration of the highly-skilled, remittances, and the contribution of transnational communities to development.

This volume contains the proceedings of the Fourth 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.

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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:

ADB	Asian Development Bank
AEG	Advisory Expert Group on National Statistics
AIDS	Acquired immunodeficiency syndrome
AU	African Union
BOP	Balance of Payments
BOPCOM	Committee on Balance of Payments Statistics
CARICOM	Caribbean Community
CELADE	Latin American and Caribbean Demographic Centre
CIC	Citizenship and Immigration Canada
CIDA	Canadian International Development Agency
CMS	Center for Migration Studies
CRS	Country Reporting System
DAR	Development Assistance for Refugees
DESA	Department of Economic and Social Affairs, United Nations
ECLAC	Economic Commission for Latin America and the Caribbean, United Nations
ECOWAS	Economic Community of West African States
ESCWA	Economic and Social Commission for Western Asia
EC	European Commission
EU	European Union
FDI	Foreign Direct Investment
GAO	United States Government Accountability Office
GATS	General Agreement on Trade in Services
GCIM	Global Commission on International Migration
GDP	Gross Domestic Product
GMG	Geneva Migration Group
HIV	Human immunodeficiency virus
HLD	High-level Dialogue
IAMM	International Agenda for Migration Management
IDB	Inter-American Development Bank
ICMC	International Catholic Migration Commission
ICMPD	International Center for Migration Policy Development
ICPD	International Conference on Population and Development
ICTs	Information and communication technologies
IDM	International Dialogue on Migration, IOM
IDPs	Internally displaced persons
IFAD	International Fund for Agricultural Development, United Nations
IGOs	Intergovernmental Organizations
ILC	International Labour Conference
ILO	International Labour Office
IMF	International Monetary Fund
IMP	International Migration Policy Programme
IOM	International Organization for Migration
IPEC	International Programme on the Elimination of Child Labour
ISESCO	Islamic Educational, Scientific and Cultural Organization
IUSSP	International Union for the Scientific Study of Population
LAS	League of Arab States
LDCs	Least Developed Countries
MIDA	Migration for Development in Africa

MIDSA	Migration Dialogue for Southern Africa
MIF	Multilateral Investment Fund
MDGs	Millennium Development Goals
MPI	Migration Policy Institute
NEPAD	New Partnership for Africa's Development
NGOs	Non-Governmental Organizations
OCPs	Overseas Chinese professionals
ODA	Official Development Assistance
ODIHR	Office for Democratic Institutions and Human Rights
OECD	Organization for Economic Co-operation and Development
OHCHR	Office of the High Commissioner for Human Rights
RCPs	Regional Consultative Processes on migration
SNA	System of National Accounts
TSG	Technical Subgroup on the Movement of Persons—Mode 4
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Group
UNODC	United Nations Office on Drugs and Crime
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNITAR	United Nations Institute for Training and Research
USCB	United States Census Bureau
USSR	Union of Soviet Socialist Republics
WCC	World Council of Churches
WHO	World Health Organization
WTO	World Trade Organization



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

FOURTH COORDINATION MEETING ON INTERNATIONAL MIGRATION

EXECUTIVE SUMMARY

The Population Division organized the Fourth Coordination Meeting on International Migration from 26 to 27 October 2005 at the United Nations Headquarters in New York. The main objectives of the Meeting were: (a) to discuss the implications of the report of the Global Commission on International Migration and its recommendations for the work on international migration of the United Nations system and for the High-level Dialogue on International Migration and Development that the General Assembly would conduct during its sixty-first session in 2006; and (b) to share information on recent activities of participating institutions that would be relevant for the High-level Dialogue or that should be considered in the substantive preparations for the dialogue. It was attended by representatives of the offices of the United Nations Secretariat, including the Regional Commissions, agencies, funds, programmes of the United Nations system as well as those of other intergovernmental organizations and non-governmental institutions active in research and other activities in the field of international migration and development. Also present were invited experts and representatives of Member States of the United Nations.

The Report of the Secretary General on International Migration and Development that outlined the proposed organizational aspects of the High-level Dialogue on International Migration and Development was introduced. The Report suggested that the dialogue over the two-day period consist of two plenary meetings, informal interactive meetings including two panel discussions focusing on ways of enhancing the response of the United Nations system to the challenges posed by international migration, and five round tables to permit a focused discussion of the following issues: (a) the effects of international migration on economic and social development; (b) the migration of skilled persons; (c) actions to improve the impact of remittances; (d) international cooperation to prevent and combat the trafficking in persons, and (e) institutional mechanisms to enhance international cooperation for the benefit of countries and migrants alike.

The representative from the Global Commission on International Migration introduced a report prepared by the Commission entitled *Migration in an interconnected world: New directions for action*. This report built upon the debates on international migration that had taken place since the 1994 International Conference on Population and Development and it both reiterated ideas that had been proposed before and proposed new avenues for action. One of the Commission's conclusions was that the international community had failed to realize fully the development potential of international migration and had not taken sufficient advantage of the opportunities that migration generated. Greater coherence, cooperation and capacity were required for the more effective governance of international migration at the national, regional and global levels. The Commission had given careful consideration to the international human rights framework and its relation to international migration.

There was broad consensus among participants that the principles and recommendations contained in the Global Commission's report merited careful consideration and would be a useful input for the Dialogue. At the same time, the participants identified issues that the report had not covered sufficiently well. Among them were the linkages between international migration and health; the relation between migration and the Millennium Development Goals (MDGs); the concerns of particular types of migrants, such as the indigenous people, women and children; and the migration of students. The lack of recommendations on the need to improve the knowledge base on international migration was also underscored.

The topics that the High-level Dialogue on International Migration and Development could address were also discussed. Three topics were considered: the migration of the highly-skilled, remittances, and the contribution of transnational communities to development. There were presentations made by the OECD, the Asian Development Bank (ADB) and the United Nations Statistics Division. Participants noted that census data were a very important source of comparable information on international migration that was usually not sufficiently exploited. They commended the efforts made by the OECD to make better use of the data and pointed out that the analytical work the OECD had carried out on highly-educated migrants was of major policy relevance.

The studies conducted by the ADB on migration and flows of remittances and on knowledge transfer through the activities of transnational communities identified a number of areas where more effort was required. These included improving the collection and analysis of data on the economic aspects of activities involving transnational communities; strengthening and harmonizing regulatory environments for financial intermediation, and reducing transaction costs in the transfer of remittances.

Regarding the developments in defining and measuring remittances that were taking place in international fora, participants underscored the importance of getting more accurate measures of actual remittance flows. International cooperation was clearly needed in this domain, since the data for countries receiving remittances could be used to check the validity of the data for countries originating the remittance flows and vice versa. It was thought important to sensitize policy-makers about the need to use the same definitions in collecting data on remittances.

During the Meeting, representatives of participating organizations also shared information on their recent activities in the areas of international migration and development. In conclusion, participants underscored that the High-level Dialogue and the process leading to it would provide a unique opportunity to build government commitment to increase the benefits of migration.

PART ONE.

REPORT OF THE MEETING AND INFORMATION PAPERS

REPORT OF THE MEETING

The Fourth United Nations Coordination Meeting on International Migration took place at the United Nations Headquarters in New York from 26 to 27 October 2005. 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 objectives of the Coordination Meeting were: (a) to discuss the implications of the report of the Global Commission on International Migration and its recommendations for the work on international migration of the United Nations system and for the High-level Dialogue on International Migration and Development that the General Assembly would conduct during its sixty-first session in 2006; and (b) to share information on recent activities of participating institutions that would be relevant for the High-level Dialogue or that should be considered in the substantive preparations for the Dialogue.

Eighty-five participants representing offices of the United Nations Secretariat, including the Regional Commissions, agencies, funds and programmes of the United Nations system, other intergovernmental organizations and non-governmental institutions active in research and other activities 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

Ms. Hania Zlotnik, Director of the Population Division of DESA, welcomed participants and opened the meeting. She noted that the participants had a full agenda before them. She also encouraged participants to attend the Second Committee of the General Assembly deliberations on the Report of the Secretary-General on International Migration and Development during the afternoon of 27 October.

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

Ms. Zlotnik proceeded to introduce the Report of the Secretary General on International Migration and Development (A/60/205) that was to be presented to the Second Committee of the General Assembly on 27 October 2005. The Report outlined the proposed organizational aspects of the High-level Dialogue on International Migration and Development, including the proposal to hold the Dialogue over a two-day period. Ms. Zlotnik underscored the importance of the Fourth Coordination Meeting given that it was likely to be the last held before the High-level Dialogue. She also referred to the importance of the report of the Global Commission on International Migration, which had been issued on 5 October, and would be a useful input for the Dialogue.

Ms. Zlotnik recalled that the purpose of the High-level Dialogue on International Migration and Development was to discuss the multidimensional aspects of international migration in order to identify appropriate ways and means to maximize its development benefits and minimize its negative impacts. The Report of the Secretary-General suggested that the

dialogue consist of two plenary meetings, the first on the first morning and the second on the last afternoon of the two-day period proposed. In addition, during the first afternoon, there would be an informal interactive meeting devoted to a policy dialogue. As part of the informal interactive meeting, two panel discussions focusing on ways of enhancing the response of the United Nations system to the challenges posed by international migration would be organized. Panellists would include the heads of relevant entities of the United Nations system. On the second day of the Dialogue, five round tables would be held concurrently to permit a focused discussion of the following issues: (a) the effects of international migration on economic and social development; (b) the migration of skilled persons; (c) actions to improve the impact of remittances; (d) international cooperation to prevent and combat the trafficking in persons, and (e) institutional mechanisms to enhance international cooperation for the benefit of countries and migrants alike. Member States would be encouraged to participate in the dialogue at the ministerial level. Ms. Zlotnik concluded by noting that the current session of the General Assembly would decide on the timing and organizational aspects of the High-level Dialogue by the end of 2006.

III. THE REPORT OF THE GLOBAL COMMISSION ON INTERNATIONAL MIGRATION AND ITS IMPLCATIONS FOR THE HIGH-LEVEL DIALOGUE OF THE GENERAL ASSEMBLY

The recently issued *Report of the Global Commission on International Migration*, a time bound and independent group launched by concerned Governments to address international migration, was the major topic of discussion for the Fourth Coordination Meeting. Ms Zlotnik said that the report was an important input in the process of preparation for the High-level Dialogue. The report had been presented to the Secretary-General early in October and had been launched at the Headquarters of the United Nations in New York on 5 October 2005. The principles and recommendations contained in the Global Commission's report would clearly contribute to the discussions and preparations leading to the High-level Dialogue of the General Assembly.

The report was introduced by Mr. Rolf Jenny, Executive Director of the Secretariat of the Global Commission on International Migration, who noted that the issuance of the report marked the beginning of a process. The report built upon the debates on international migration that had taken place since the 1994 International Conference on Population and Development and it both reiterated ideas that had been proposed before and proposed new avenues for action. About half of the report's recommendations echoed those that had been accepted previously by the international community but that were far from being implemented. One of the remaining challenges was to engage Governments and other key stakeholders in pursuing the implementation of measures that were widely considered acceptable.

The mandate of the Global Commission had been to place international migration on the political agenda at all levels. Specifically, the Commission had been requested to promote a comprehensive debate on international migration among States and other actors, to analyse gaps in current approaches to international migration, to examine the linkages between international migration and other global issues; and to develop recommendations for action by the Secretary-General, Governments and other stakeholders.

Mr. Jenny stressed that part of the Commission's mandate was also to provide a normative framework for the formulation of a coherent, comprehensive and global response to international migration issues. The Commission had emphasized that migrants were agents of economic development who wanted to create a better life for themselves and their families, often through their own entrepreneurship. The Global Commission had underscored the human

dimension of international migration and considered that migration policies could not be assessed in isolation but needed to be examined in relation to policies on development, trade, good governance and human security. Furthermore, shared objectives and a common vision were necessary bases for effective migration policies. The Commission had proposed a comprehensive, coherent and global normative framework encompassing six principles and 33 recommendations for action.

The Commission had benefited from consultations with experts, civil society and the private sector, but its report was a policy document rather than an “expert” document. The inclusion of the private sector in the consultations undertaken was an important addition because its role in international migration had been largely neglected in previous discussions of the issue.

One of the Commission’s conclusions was that the international community had failed to realize fully the development potential of international migration and had not taken sufficient advantage of the opportunities that migration generated. Greater coherence, cooperation and capacity were required for the more effective governance of international migration at the national, regional and global levels.

The Commission had given careful consideration to the international human rights framework and its relation to international migration. It had concluded that the existing framework was sufficient and no additional instruments were needed. If any gaps existed, they related to the few ratifications that key instruments on international migration had received and to the weak implementation of those that Governments had ratified. For instance, government officials were often unaware that their respective Governments had ratified particular treaties.

Mr. Jenny pointed out that the Commission’s recommendations were not directed to every State or stakeholder. International migration was mainly a domestic issue and it would not be productive to try and attain global uniformity in the approach to it. Migration varied by region and even within regions, making a top-down approach to migration management of little practical use. Instead, according to Mr. Jenny, the Commission had proposed a general framework within which each Member State could determine which recommendations were best suited to its particular needs. With this proviso, the framework was intended to guide and inspire States and the international community in formulating effective migration policies at all levels.

The recommendation relating to temporary migration was getting most attention. The Commission had identified temporary worker migration as one of the modes of migration that had the greatest potential to satisfy the interests of both, Governments and migrants.

In the discussion, the Commission was commended for producing a well-rounded and comprehensive report in a short time. Participants recognized that the report provided a good basis for further discussion and would appeal to authorities. It’s early release was thought to help build momentum toward the High-level Dialogue. There had been many expectations raised about the work of the Global Commission and its report, though solid, seemed cautious and could not provide the “solution” to all concerns related to international migration.

Participants considered that the principles and recommendations contained in the Global Commission’s report merited careful consideration. Some thought that they could have been more useful had they been ranked according to priority. It was noted that progress made in implementing the recommendations would be difficult to assess because the report provided no measurable goals or a timetable to achieve particular outcomes. Some participants cautioned that

the recommendations included terminology that was not well defined and that could be interpreted differently by different actors. Thus, the meaning of social cohesion and social integration could vary between societies.

It was suggested that the Global Commission's recommendations could be compared with those already made by the international community in other contexts. Such a comparison would indicate where the Commission had broken new ground and could also reveal which recommendations, already validated by the international community, were still far from being universally followed. It was noted that a comparison of the Global Commission's recommendations with those of the ICPD Programme of Action indicated that about half of the Commission's recommendations echoed those of the Programme of Action. That is, as Mr. Jenny had explained, the Commission had revalidated the relevance of many proposed actions that had already wide support among Governments. The challenge, therefore, was to promote implementation.

Participants noted that the Commission's recommendations were not clear about which actors were being addressed. If the intention was to get Governments and other stakeholders to collaborate in implementing some recommendations, it would have been helpful to make that explicit. Furthermore, lack of clarity in this regard did not contribute towards building a unity of purpose or establishing who had the authority or the responsibility to make things happen. Universal principles might turn out to have little value if there was no clear sense of who was to adhere to them.

Although the value of the bottom-up approach in managing migration was recognized, the importance of a top-down approach was also underscored. Thus, the latter was key to the progress being made in the context of the European Union. Furthermore, it was thought that a top-down approach could be effective provided there was a willingness among Governments to have an honest and open dialogue about the issues.

Some participants underscored the importance of urging Governments to create a more inclusive environment by improving integration efforts so as to ensure that migrants and refugees felt safe and were treated fairly. It was felt that the report did not give sufficient attention to the need to educate and sensitize people on the positive aspects of international migration and the imperative of combating xenophobia. It was also felt that the report had not gone far enough in making suggestions about how to address irregular migration. A participant noted that in contexts where irregular migration accounted for between half and two-thirds of all migration, its destructiveness for the credible management of migration could not be underestimated. The report had not put enough emphasis on this problem. Nor had it addressed the real dilemmas that Governments faced in managing migration, including the problem of having a demand for migrant workers but being ambivalent about letting them stay over the long-term or that of continuing to admit migrants when unemployment remained high.

Participants identified issues that the report had not covered sufficiently well. Mention was made of the linkages between international migration and health; the relation between migration and the Millennium Development Goals (MDGs); the concerns of particular types of migrants, such as the indigenous, women and children; and the migration of students. Some participants also felt that the report had not focused sufficiently on the interrelations between international migration and development.

Participants believed it was important to underscore the role of migrants as agents of development. Refugees, if given the opportunity by adequate integration measures, could

contribute to the societies of destination and were often key actors in post-conflict reconstruction when they opted for repatriation. It was also important to recognize the contribution that migrants made to the economic well-being of the families they left behind.

Several participants remarked that the Global Commission's report did not have regional specificity. Nor did it mention the important role of regional bodies, such as the regional commissions of the United Nations and other regional organizations, in addressing international migration. Other participants noted that the report rightly commended the consultative regional processes that were instrumental in promoting intergovernmental dialogue at the regional level. However, it was noted that there were as yet few concrete achievements from those processes.

Participants pointed to the lack of recommendations on the need to improve the knowledge base on international migration. They noted that policy recommendations were being made on the basis of weak evidence. It was urgent to take concrete steps to improve data on international migration, promote analyses, and carry out sound evaluations of policy outcomes. To do so, capacity had to be built. A number of participants called for more support for the collection and dissemination of migration statistics, especially data on return and circular migration, skilled migration, household migration, and indigenous people who migrate. Special emphasis was put on the improvement of data on remittances and their impact.

It was nevertheless recognized that policy action could not wait until perfect evidence was collected and analysed. In this regard, it was thought useful to strengthen the capacity of the United Nations system to support a comprehensive improvement of the knowledge base on international migration and ensure the dissemination and discussion of research findings. It was noted that the United Nations system lacked an entity mandated to carry out such an improvement in a holistic manner. The different responsibilities on international migration of the entities in the United Nations system did not lend themselves easily to that task. It was felt that there was too much experimentation and not enough solid analytical work being carried out by the United Nations system and that this analytical gap could not be filled merely by coordination. The United Nations had to earn a leading role in addressing migration issues by improving its analytical and problem solving capacity.

Concerning recommendation number 33, calling for the creation of an Interagency Global Migration Facility, participants felt that the Facility had not been sufficiently well delineated by the Global Commission's report and many questions were left unanswered regarding its functioning and aims. Some participants noted that coordination of activities among relevant entities of the United Nations system and the International Organization for Migration had been improving through the work of the Geneva Migration Group and they felt that there was no need for a new coordination mechanism. Other participants felt that a Facility without a head who had sufficient authority over other entities would not be able to deliver true coordination or coherence. Nevertheless, some suggested that one organization could be selected to head the Facility and that the Facility should include regional organizations.

Participants noted that, since each entity of the United Nations system had its own governing body, overlaps in mandates and diverging objectives would not be eliminated by coordination at the administrative level alone. Coordination was needed at the level of governance. The involvement of Governments was necessary to start a process that might lead to greater coherence at both the national and international levels. Some participants thought that an intergovernmental forum in the United Nations could be at the core of such a process and might be one of the options presented to the High-level Dialogue in September.

Participants were interested in learning more about the follow-up activities to the Global Commission's report as well as about its implications for the High-level Dialogue. According to Mr. Jenny, no decision had yet been taken on the future of the Commission whose mandate was to end on 31 December 2005. Regarding the High-level Dialogue, he noted that as the Commission's work was not directly linked to it, the Dialogue should not be considered as the endgame for the Commission's report. The Commission nevertheless wanted its report considered by Governments at the High-level Dialogue as well as in other relevant contexts. He foresaw that the next few months would be devoted to a sustained discussion and dissemination of the Commission's report in different fora.

Mr. Jenny then addressed some of the comments made and questions posed during the discussion. He noted that the Commission's report analysed the changing dynamics of international migration in the context of globalization. The premise was that successful globalization should have a positive impact on the global labour market, allowing resource-poor and resource-rich countries to find a better balance between labour supply and demand over time. The report tried to suggest ways in which countries of origin and countries of destination could improve the management of their human capital.

Mr. Jenny acknowledged that the Commission's report did not focus enough on regional specificities but suggested that the general principles and recommendations it contained provided guidance that applied, as appropriate, to regional issues. Concerning the migration of skilled personnel, the Commission considered that measures to stop the highly-skilled from migrating would be counterproductive. Mr. Jenny added that, in the longer term, it was important to create a global pool of skilled workers in both the current countries of origin and the countries of destination.

Regarding migration and development, the Commission had concluded that migrants could be agents of development in both countries of origin and receiving countries. Migration could contribute to economic growth over time. More importantly, circular migration provided a means for transmitting expertise and technology to the countries of origin. To realize the benefits of migration, migrants had to respect the rights of others and fulfil their obligations in the host country.

About recommendation number 33, regarding the establishment of a Global Migration Facility, Mr. Jenny said that it was directed to the Secretary-General and to the United Nations system. It was meant to respond to three priorities: (a) the need to achieve policy consistency in addressing international migration issues that were cross-cutting while recognizing that no single organization could cover all the issues; (b) the need to pool expertise on migration within the system, and (c) the need to maximize collective output through better coordination of activities. Mr. Jenny acknowledged that this recommendation would be followed only if the entities in the United Nations system saw an advantage in cooperation and coordination. The Global Commission would not be part of efforts to follow-up on this recommendation. The United Nations system had to consider its merits and proceed accordingly.

Mr. Jenny thanked the Population Division for inviting him, as representative of the Global Commission's work, to present the report to a gathering of working level officials from all entities in the United Nations system working on international migration issues.

IV. MIGRATION OF THE HIGHLY-SKILLED, REMITTANCES, TRANSNATIONAL COMMUNITIES AND DEVELOPMENT

The second session of the Meeting was devoted to a discussion of topics that the High-level Dialogue on International Migration and Development could address. Three topics were considered: the migration of the highly-skilled, remittances and the contribution of transnational communities to development.

A. HIGHLY-SKILLED MIGRATION

Mr. Georges Lemaître, Principal Administrator of the Non-Member Economies and International Migration Division, Directorate for Employment, Labour and Social Affairs of the Organisation for Economic Co-operation and Development (OECD), introduced the discussion on the migration of highly-skilled persons by presenting the main findings of a study on the number of highly-educated foreign-born persons enumerated by the 2000 round of censuses of OECD countries. By working closely with national statistical offices, the OECD had been able to obtain comparable data for most OECD countries. The data obtained covered 29 OECD countries and included information on persons born in 227 countries. The full data set was accessible on the OECD website. Mr. Lemaître pointed out that ensuring comparability not only in the coding of country of birth but also regarding educational attainment was not straightforward, particularly because of the changes of country configurations over the past 50 years and because of differences in the education systems of countries of destination and countries of origin.

The data showed that, on average, educational levels were similar among migrants originating in OECD Member States and those born in non-OECD Member States. However, the levels of emigration of highly-educated persons varied greatly among countries of origin. For the largest developing countries, the emigration of highly-educated persons represented a small percentage of the total number of highly-educated born in the country and, consequently, did not appear to be a major loss of human capital. But small countries, especially island States and countries that had low numbers of highly-educated persons to start with were particularly vulnerable to the loss of high proportions of the highly skilled, that is, they were particularly likely to experience a “brain drain”. For instance, more than 50 per cent of the highly-educated persons born in countries such as Guinea-Bissau, Guyana, Jamaica, Haiti, Mauritius, and Trinidad and Tobago were living in OECD countries around 2000. Although some OECD countries were also net “losers” of highly-educated migrants, in the majority of OECD countries the number of migrants with tertiary education living in them exceeded the number of highly-educated natives living abroad. The data available, however, did not cover non-OECD countries of destination and therefore could not account for highly-educated migrants originating in OECD Member States but living in countries that were not Member States of the OECD.

Mr. Lemaître indicated that the OECD was expanding the project to compile and analyse more information on the foreign-born living in OECD Member States by compiling data classified by occupation and sector of employment, age and year of arrival, and field of study. It was expected that this work would provide useful insights to policy-makers on the number and characteristics of both low-skilled and highly-skilled migrants and their insertion in the labour market. Among other things, the data being compiled would answer the following questions: which sectors and occupations attracted recent migrants? Which were characterized by an “old” labour force? And which were being abandoned by the native-born population?

Participants noted that census data were a very important source of comparable information on international migration that was usually not sufficiently exploited. They

commended the efforts made by the OECD to make better use of the data. The analytical work the OECD had carried out on highly-educated migrants was of major policy relevance.

One participant added that work done in the United States on the basis of census data indicated that it was important to carry out analyses not only at the national level but also at the level of smaller geographical units within a country. In the United States, the conclusions from national-level analyses differed from those reached when information at the county level was considered. In particular, local level analysis showed that migrants were still concentrated in certain parts of the country although their presence had been expanding in many American states. But, more importantly, in counties with low proportions of foreign-born persons, natives occupied the types of jobs that were considered the normal employment for foreign-born persons in other areas. This result suggested that native workers were not necessarily averse to taking such jobs, as many studies claimed.

In reply to a question on shifts in national boundaries, Mr. Lemaître indicated that the OECD relied on data classified by country of birth as produced by Member States of the OECD. Ultimately, it was the persons answering census questionnaires who decided how to reclassify themselves when boundary changes had occurred since the question posed was generally “In which country were you born?” The respondent was not prompted, therefore, to provide information on a smaller geographical unit. When responses mentioned countries that no longer existed, such as the USSR, national statistical offices normally used statistical methods to reallocate respondents to currently existing countries.

Participants inquired about the relationship between the data compiled by OECD and those used earlier by other authors to study highly-skilled migration. Mr. Lemaître remarked that the OECD study had taken into account the data collected by the World Bank on the same topic but referring to the 1990s. He added that, while the World Bank had presented estimated proportions of highly-skilled natives living abroad (the so called “expatriation rates”) for a larger number of countries of origin, many of those estimates were based solely on assumptions rather than on actual data.

B. REMITTANCES AND TRANSNATIONAL COMMUNITIES

Mr. Amir Tejpar, Research Analyst at the Asian Development Bank (ADB), introduced the topic of remittances by presenting the main conclusions of a recent study conducted by the ADB on migration and flows of remittances among selected countries in South-eastern Asia. The study indicated that there was great variability among countries in terms of the characteristics of remittance senders, the amounts remitted, migrants’ access to financial intermediation, and the recipients’ access to financial institutions. The regulatory frameworks regarding financial intermediation of the different countries differed in major ways and transaction costs varied markedly across countries.

Another study conducted by the ADB on knowledge transfer through the activities of transnational communities suggested that some countries had been able to counteract the negative effects of the emigration of highly-skilled personnel with both the flow of remittances and the transfer of knowledge. In some countries, migration had prompted families to invest more in education. A number of countries had adopted explicit policies and programmes to create, maintain and expand ties with their migrant communities abroad and were having some degree of success in fostering exchanges and networking with the highly-skilled.

These studies also identified a number of areas where more effort was required. These included improving the collection and analysis of data on the economic aspects of activities involving transnational communities; strengthening and harmonizing regulatory environments for financial intermediation, and reducing transaction costs in the transfer of remittances. Mr. Tejpar also underscored the need to improve access to information on financial intermediation among migrants and the recipients of remittances, and to examine the cultural and social characteristics that contributed to the successful participation of transnational communities in the development process of the communities of origin.

C. MEASURING REMITTANCE FLOWS

Ms. Alessandra Alfieri, Statistician in the Economic Statistics Branch of the Statistics Division of the Department of Economic and Social Affairs (DESA), outlined some of the conceptual developments in defining and measuring remittances that were taking place in international fora in connection with the revision of the System of National Accounts (SNA) and the Balance of Payments (BOP). She described the main outcomes of the activities of the Technical Subgroup on the Movement of Natural Persons - Mode 4 of the General Agreement on Trade in Services (GATS), chaired by the Statistics Division of DESA; as well as the on-going discussions on remittances in other groups, including the IMF Committee on Balance of Payments Statistics (BOPCOM); the Advisory Expert Group on National Accounts (AEG), and the International Working Group on Improving Data on Remittances.

Ms. Alfieri noted that, while progress had been made in identifying common concepts and definitions related to remittances, data quality remained poor. Deficiencies in the data were partly due to the fact that remittances generally constituted a small component of the Balance of Payments of the countries where the transfers originated. Furthermore, consensus on how to measure remittances had yet to emerge. The so-called “Luxembourg Group”, a city group, which was to be established shortly and would develop guidelines for National Statistical Offices on the collection of data on remittances. City-groups bring together experts primarily from national statistical agencies of countries interested in a particular subject to develop recommendations or guidelines under the auspices of the United Nations Statistical Commission.

Other future activities included the completion of the framework for measuring Mode 4, that is, the mode of trade in services involving the international movement of natural persons under the General Agreement on Trade in Services (GATS). The guidelines emerging from this activity would be included in the Manual on Statistics of International Trade in Services, which will be revised by 2009 as a result of the update of the 1993 SNA and the revision of the Balance of Payments Manual – Fifth Edition.

Ms. Alfieri discussed the changes of definitions that were being considered and how they would affect the measurement of remittances. She noted that, currently, the Balance of Payments included three items representing transfers related to migration, namely, workers’ remittances, compensation of employees and migrants’ transfers. The SNA and the BOP made a distinction between residents and non-residents, residents being persons who have their center of economic interest in a country for more than a year. Workers’ remittances represented unrequited transfers from residents in a country to residents in another country, that is, transfers without a quid pro quo that result from investment income and sent to family members. Compensation of employees included the full nominal salaries of non-residents in a country. That is, if a country admitted migrant workers for less than a year, their full nominal salaries would be reported under compensation of employees. However, that amount would overestimate the amount that could potentially be repatriated to the country of origin of the migrants, since it did not deduct any taxes

paid in the country of destination, transportation costs, and living expenses while abroad. Lastly, the category of migrants' transfers was an item under the capital account and represented the reassignment of the assets owned by a migrant. That is, when a person migrated, his or her assets became a liability in the BOP of the country of origin and an addition in the BOP of the country of destination irrespective of whether the assets were actually transferred from one country to another. For instance, if migrants owned stock or land in the country of origin which they did not sell at the time of migration, the worth of those assets would appear as a transfer at the time of their migration in the BOP of the country of destination and as a liability in the BOP of the country of origin.

Ms. Alfieri noted that, in view of the above, the practice of researchers to consider "remittances" as the sum of the entries under workers' remittances, compensation of employees and migrants' transfers in the BOP could lead to misleading estimates of the actual financial flows between countries related to migration.

Ms. Alfieri reported that the 2008 revision of the BOP would likely adopt a new approach to the definition and measurement of unrequited transfers. The focus would be on two types of unrequited transfers: personal remittances and transfers by non-profit institutions helping households. Personal remittances would include all types of unrequited transfers between resident households in an economy and non-resident households (the vast majority of which were abroad). There would be no constraint regarding the source of the funds being transferred, their purpose, or the relationship between sender and recipient. The second category of unrequited transfers would allow for the reporting of transfers by charitable institutions, pension funds, religious institutions and other such institutions directly to non-resident households.

In the discussion, participants underscored the importance of getting more accurate measures of actual remittance flows. Some noted that although the G7 meeting at Sea Island in 2004 had called for an improvement in the accounting of remittance transfers, there was insufficient funding to make improvements at the national level. International cooperation was clearly needed in this domain, since the data for countries receiving remittances could be used to check the validity of the data for countries originating the remittance flows and vice versa.

Regarding the measurement of remittances, Ms. Alfieri noted that countries use different approaches to measuring remittances. Some countries use banking records to estimate remittances, others use indirect methods based on socio-economic information of migrants and coefficients measuring the propensity to remit. Participants argued that some of the alleged stability of remittance flows could be due to estimation methods rather to the lack of fluctuations in actual remittance flows. In view of this, it was thought important to sensitize policy-makers about the need of using the same definitions in collecting data on remittances.

D. MIGRATION AND DEVELOPMENT

Mr. Naresh Singh, Director General of the Governance and Social Development Directorate, Social Policy Branch, Canadian International Development Agency (CIDA) called for greater emphasis on development and a more holistic approach to it in the preparations for the High-level Dialogue. He also warned against adopting language that might misrepresent remittances as a form of official development assistance (ODA). He exhorted participants to devise better ways of linking key development objectives of the international community—such as the Millennium Development Goals—to salient aspects of international migration. He noted that there was a need for more attention to the nexus between international migration and development in the context of Africa, since sub-Saharan Africa, in particular, was the region of

highest priority for development agencies and programmes at both the bilateral and multilateral levels.

Mr. Singh suggested that the preparatory activities for the High-level Dialogue could usefully focus on a limited number of priority areas. He underscored the need for a multilateral forum to address aspects that had been neglected so far, such as the relationship between migration and poverty reduction, the need to regulate the global labour market, the relation of migration with health needs in Africa, and ways and means to assist in making remittances complement the impact of ODA or foreign direct investment (FDI). He did not see, however, the value added of a multilateral forum in promoting the contributions of transnational communities to development since civil society was more likely to be influential in this field.

Mr. Singh noted that UNDP was not participating in the Coordination Meeting. He stressed the need to involve the development community in the discussion of how international migration could be a force for development. Participants agreed that the involvement of the development community was urgent especially because, for a long time, the relation between international migration and development had mostly been approached from the angle of using development to reduce if not stop migration. The potential for international migration to influence development in a positive way was only beginning to take hold and unless the development community became aware of this new paradigm, the opportunities that international migration opened would not be recognized or used.

Mr. Jean-Pierre Bou, an official at the Directorate General for Justice, Freedom and Security of the European Commission, spoke also about the linkages between international migration and development. He confirmed the importance of focusing on Africa and reiterated that, in order to be effective, the High-level Dialogue should focus on a selected number of key themes. In relation to the discussion on remittances, Mr. Bou indicated that the European Union was working towards a harmonized framework on financial intermediation and on programmes developed in partnership with countries of origin to improve the access of migrants and their families to financial services. He underscored that increasing competition among financial institutions in this area would contribute to improve the services offered to migrants and their families.

Participants emphasized the importance of remittances as a tool for promoting development as well as the need for policy mechanisms that would facilitate the contributions that transnational communities could make to their communities of origin.

On linking international migration to development cooperation, participants warned that focusing on development as a means of alleviating migration pressures would likely be disappointing. Earlier discussions on this topic had not been productive, partly because development experts had viewed migration as yet another problem to be “solved”. A different approach was needed to persuade development agencies that international migration was a normal part of the development process and, with the right policies, could be an important contributor to it. To achieve acceptance of this view, a language common to the development and migration communities had to be developed. Given the challenges involved, a multidisciplinary approach was necessary. Participants agreed that if the High-level Dialogue was to add value to the ongoing debate, it had to focus on a limited number of key issues, since countries were already interacting at the bilateral and regional levels and reaping benefits from some of those interactions.

Ms. Zlotnik closed the session by thanking those who had made presentations and urging participants to identify activities and studies that should be brought to the attention of the Population Division so that they could be reflected in the preparations for the High-level Dialogue.

V. RELEVANT ACTIVITIES OF THE UNITED NATIONS SYSTEM AND OTHER INSTITUTIONS FOR THE PREPARATION OF THE HIGH-LEVEL DIALOGUE 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, with particular emphasis on those relevant for the preparation of the High-level Dialogue on International Migration and Development. Ms. Zlotnik requested participants to make sure that the Population Division received copies of any of the publications they thought relevant for inclusion in the report to the High-level Dialogue.

The Statistics Division of the Department of Economic and Social Affairs of the United Nations Secretariat reported that it continued to work in the development of statistical standards and methods for the collection and dissemination of international migration statistics. The Statistics Division had prepared a questionnaire consistent with the United Nations recommendations on international migration statistics which had been sent to the 52 countries in Europe and would be sent also to countries in other regions. The Statistics Division had been compiling tabulations on the migrant stock enumerated by the 2000 round of censuses. The questionnaire compiled both data on the foreign-born or those on the foreign population enumerated in each country. If countries gathered information on both, both were being compiled by the Statistics Division. Out of the 196 countries which had conducted censuses during the 2000 round, 133 had provided the required tabulations to the Statistics Division and these data were being made available on-line. In preparation for the High-level Dialogue, the Statistics Division was preparing a report on improving the statistics on international migration and it was offering technical cooperation to countries preparing for the Dialogue. The Statistics Division would organize a seminar in Cairo, Egypt in November 2005, on building capacity to improve the collection of migration statistics other than through censuses. The goal was to ensure that countries had the capacity to collect accurate and internationally comparable data on international migration.

The representative of the Economic Commission for Latin America and the Caribbean (ECLAC) reported that its Population Division (CELADE) was preparing a study reviewing the linkages between international migration and development that would serve as the basis for the next session of the Ad Hoc Committee on Population and Development, which would take place in Uruguay in March 2006. The study would propose a set of recommendations as input for the development of a regional agenda on international migration, an agenda that would take into account the specific features of migration in the region. CELADE considered that the High-level Dialogue would need to give due regard to the regional specificities of international migration, especially to issues such as the participation of women in international migration, the prevalence of smuggling of migrants and trafficking in persons, and human rights issues. The representative of ECLAC noted that a fifth of the States parties to the 1990 International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families were in Latin America and the Caribbean.

The representative of the Economic and Social Commission for Asia and the Pacific (ESCAP) informed participants about the thematic inter-agency working group on international migration established in 2004. This group was composed of ten entities, including both those in the United Nations system and other intergovernmental organizations operating in the ESCAP region. It was chaired jointly by ESCAP and IOM. The group shared information on international migration policies in the region and was working to develop a knowledge-based approach to policy formulation. ESCAP had organized a Regional Seminar on the Social Implications of International Migration held in Bangkok, Thailand from 24 to 26 August 2005. The Seminar was attended by representatives of 30 Member States in the region and provided a venue for active dialogue between representatives of countries of origin and those of destination. The recommendations emanating from the Seminar recognized the positive contributions that migration could make to development and to the achievement of the MDGs. They included a recommendation to incorporate international migration in the Poverty Reduction Strategy Papers (PRSPs) of countries in the region. In addition, ESCAP was convening in November 2005 a seminar for the presentation of the Global Commission's report. ESCAP would also prepare a paper on the regional aspects of international migration in preparation for the High-level Dialogue.

The representative of the Economic and Social Commission for Western Asia (ESCWA) reported that international migration was one of the major challenges facing the majority of Arab countries, especially in view of the increasingly restrictive policies of receiving countries towards migrants of Arab origin. The high number of young people in Arab countries was associated with mounting unemployment, which in turn increased the pressures for emigration. Therefore, ESCWA was becoming more active in addressing international migration issues. The Statistics Division of ESCWA would hold a meeting on the collection of international migration statistics in November 2005. In addition, ESCWA, in collaboration with the Population Division of DESA, was organizing an Expert Group Meeting on International Migration and Development scheduled to take place in Beirut, Lebanon, in mid-May 2006. The output of the meeting would be ESCWA's contribution to the preparatory process for the High-level Dialogue.

The representative of the Office of the High Commissioner for Human Rights (OHCHR) informed the participants that OHCHR provided support to two special rapporteurs: the Special Rapporteur on Human Rights of Victims of Trafficking, Especially Women and Children, and the Special Rapporteur on Human Rights of Migrant Workers. The Office implements programmes related to OHCHR's mandate to combat trafficking in persons. To contribute to the High-level Dialogue, the newly-established United Nations Committee on Migrant Workers would hold a Meeting on Protecting the Rights of Migrant Workers on 15 December 2005. The Meeting would discuss two main topics: (a) the protection of migrant workers as a means of fostering capacity to obtain better conditions of work, and (b) intergovernmental cooperation as a tool to enhance development. The interrelationship between human rights, trafficking and development issues would be considered. The High Commissioner for Human Rights, Mrs. Arbour, was a member of the Geneva Migration Group and was supportive of enhancing inter-agency collaboration.

The International Labour Organization (ILO) pursues international migration activities in four key areas: (a) the rights of migrants as workers; (b) employment; (c) social protection, and (d) participation in social dialogue. ILO's mandate on labour migration had been reinforced by the adoption of the Resolution and Conclusions on a Fair Deal for Migrant Workers adopted at the 92nd session of the International Labour Conference held in 2004 that called for the implementation of a Plan of Action for Migrant Workers in partnership with other relevant

international organizations. To advance the implementation of the Plan of Action, the Office had prepared a draft Non-binding Multilateral Framework on Labour Migration and a compilation of best practices in managing labour migration annexed to it. The draft Framework would be discussed at a tri-partite meeting of experts to be held in early November 2005, and it would then be submitted for adoption by the governing body of the ILO at its next session in March 2006. Through its Bureau of Statistics, the ILO promoted the improvement of data on labour migration, particularly by the inclusion of a special module on labour migration in labour force surveys.

The representative of the Office of the United Nations High Commissioner for Refugees (UNHCR) noted that the work of UNHCR had started to incorporate consideration of international migration when migrants in need of protection began to be treated as irregular migrants rather than as refugees. Increasingly, UNHCR was developing activities that had relevance for development, including programmes to improve the conditions for reception of refugees, information campaigns against xenophobia, and poverty reduction strategies targeting refugees. UNHCR had prepared guidelines for inclusion of refugee populations in development programmes and their explicit consideration in PRSPs. To pursue these objectives, UNHCR was in the process of establishing a Policy Development Unit. Regarding the High-level Dialogue, UNHCR was especially interested in a possible round table on international cooperation to prevent and combat trafficking in human beings or another one on the need to strengthen adherence to key international instruments relative to migration. The representative of UNCHR noted that the High Commissioner had been instrumental in setting up the Geneva Migration Group. UNHCR thought that the United Nations could play a valuable role in addressing international migration by ensuring more effective coordination within the United Nations system and with other relevant international actors.

The representative of the International Organization for Migration (IOM), considering the complexity and multi-dimensional nature of international migration, proposed that the High-level Dialogue focus, in particular, on two subjects: (a) the recognition that migration was closely linked to policies in the economic, social, labour, trade, health, cultural and security domains; and (b) the value of consultative mechanisms, especially those at the regional level, which could promote dialogue, understanding and multilateral cooperation. IOM was increasingly exploring the intersections between international migration and related policy domains as enumerated in (a). Furthermore, IOM was focusing on creating effective partnerships in the field of migration and promoting capacity building. Regarding the High-level Dialogue, IOM was carrying out a number of activities related to the themes of the round tables as proposed in the Report of the Secretary General A/60/205. In particular, IOM was conducting a number of joint projects, such as a project on the mobility of health workers carried out with ILO and a project on migration and trade carried out jointly with OECD and the World Bank. In Asia, the IOM had supported the holding of the Asian Labour Ministerial Consultations held in Bali in September 2005 which, for the first time, had brought together representatives of both countries of origin and Member States of the Gulf Cooperation Council. IOM was active in combating trafficking in persons, having collaborated in 125 anti-trafficking initiatives at the regional and sub-regional levels. It also maintained a database of victims of trafficking. IOM would continue to develop opportunities for coordination and cooperation with other members of the international community

The representative of the United Nations Educational, Scientific and Cultural Organization (UNESCO) said that UNESCO had two main priorities in the field of international migration. First, UNESCO promoted the human rights of migrants and in particular the ratification of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, through research and analysis of obstacles to its implementation and through advocacy. Second, UNESCO was developing scenarios for the

future of international migration that could serve as a basis for policy formulation (a report on these scenarios was in preparation). UNESCO was also preparing a report on integration and multicultural policies, including multi-lingualism and religious rights. The Institute of Statistics of UNESCO was collaborating with Eurostat and OECD in obtaining detailed information on highly-skilled migrants via a special survey of foreign-born persons obtaining Ph.D. degrees abroad. UNESCO would contribute to the preparation of the High-level Dialogue by preparing a study on the protection of migrants' rights and the promotion of cultural diversity. It would continue to carry out policy-relevant research on the mobility of the highly-skilled and the transmission of technology and knowledge by transnational communities.

The representative of the United Nations Population Fund (UNFPA) said that the work of the Fund on international migration was guided by Chapter X of the International Conference on Population and Development. To explore the role of international migration in development and considering that the Millennium Development Goals (MDGs) did not include migration, UNFPA organized an Expert Group Meeting on International Migration and the MDGs held in Marrakech, Morocco, in May 2005. Furthermore, the report on the *State of the World Population in 2006*, prepared by UNFPA would focus on women and migration. UNFPA was prepared to contribute to inter-agency collaboration through its network of regional technical teams and national country offices that could support policy dialogue, capacity building, data collection and dissemination, and inter-governmental consultations. An area of particular interest for UNFPA was that related to the reproductive health of migrants, particularly female migrants that found themselves in vulnerable situations, including refugees and victims of trafficking.

The United Nations Institute for Training and Research (UNITAR), in collaboration with UNFPA, launched in October 2005 a series of workshops on key migration issues for delegates working at the Permanent Missions to the United Nations. The workshops had been useful in developing a better understanding among delegates about key issues, including remittances, post-conflict development, contract labour, the promotion of cultural diversity and social cohesion, and trafficking in persons. UNITAR planned to hold more workshops focusing on the specific topics selected for the High-level Dialogue. Before focusing on workshops at the United Nations, UNITAR had been implementing the International Migration Programme (IMP) which operated between 1998 and 2004. This inter-agency programme, supported by IOM, ILO, UNFPA and UNITAR, promoted discussion on migration policy issues among Governments in certain regions. The reports from those activities noted the value of regional consultative processes in promoting improved governance of international migration.

The representative of the United Nations Children's Fund (UNICEF) reported that UNICEF was engaged in improving information about migrating children, fostering policy implementation concerning the protection and repatriation of child victims of trafficking, addressing inter-country adoption as a trafficking issue, and focusing on remittances and their impact on children in countries of origin. UNICEF was involved in exploring the link between poverty, lack of opportunities and the possibility of migration as perceived by adolescents in developing countries.

The representative of the European Commission (EC) reported on activities in the European Union (EU) regarding economic migration. The Commission published in January 2005 a Green Paper on economic migration. It would release at the end of 2005 an Action Plan on economic migration providing concrete proposals on policy development. With respect to international migration and development, the European Union had been strengthening ties with countries of origin, supporting the positive contributions of expatriate communities and finding mechanisms to facilitate short-term migration back to the countries of origin. Regarding skilled

migration, the Commission would release a report on human resources in developing countries, particularly related to the crises of health care in poor countries.

The representative of the Organization for Economic Cooperation and Development (OECD) said that a major goal of OECD activities was to improve the knowledge base regarding international migration. He reported that detailed information on the systems of permits used to manage labour migration was being gathered. One country had 200 different modalities for the admission of migrants. Information was also being compiled on the quotas or limits countries used in admitting migrants. The representative of OECD noted also that there was growing interest among Governments in the use of temporary migration programmes to satisfy labour demands. It was important, therefore, to focus research on options for the management of those programmes and ways of making them meet their objectives. With regard to the High-level Dialogue, the representative stressed that it would be important for Governments to consider the trade-offs involved in migration. For instance, concern about rising irregular migration could be addressed by increasing legal admissions of temporary migrant workers but measures to maintain the temporary status of migrants might run counter the guarantee of rights equal to those of citizens in terms of employment. If intergovernmental dialogue was to be productive, Governments would have to confront these types of tradeoffs and decide on which were acceptable in a spirit of mutual respect and collaboration.

The representative of the International Centre for Migration Policy Development (ICMPD) reported that ICMPD continued to support Governments in developing migration policy. The Centre was supporting the Budapest and Mediterranean regional processes on international migration. It promoted institution building and improvement of capacity to manage migration. Of particular interest was the review of visa policies, policies to combat trafficking in persons, and the establishment of appropriate governmental bodies to address migration. In the framework of the EU's new Neighbourhood Policy, the Centre was engaged in assisting countries of origin and transit to build reliable migration management structures that could partner with EU institutions to prevent irregular migration and protect victims of trafficking. Although migration could be beneficial for development in the long-run, there were important migration issues that were too pressing to set aside at present. Current migration pressures posed an immediate challenge that had to be addressed.

The representative of the League of Arab States indicated that a high-level meeting of ministers responsible for international migration would be held in June 2006. The meeting would contribute to prepare the position of Arab States for the High-level Dialogue in September 2006. In collaboration with ICMPD, the League of Arab States was carrying out a survey on irregular migration in the region.

The representative of Metropolis reported on the Metropolis Conference held in Toronto, Canada, in October 2005. One of the plenary sessions of the Conference had focused on the report of the Global Commission on International Migration and had provided useful feedback on the strengths and weaknesses of the report. The next Metropolis Conference would be held in Lisbon in 2006 and would consider key issues relevant for the High-level Dialogue, including skilled migration, integration, the impact of migration on countries of origin, the selectivity of migration, and the relationship between migration and security. The 2007 Metropolis Conference would be held in Melbourne, Australia in the autumn of that year.

The representative of the Migration Policy Institute (MPI) focused on the major gap existing between current knowledge of international migration processes and policy development. She highlighted two aspects that needed to be explored: (a) the role of transnational communities

in entrepreneurship and disaster relief, and (b) how research and data analysis could provide guidance in policy formulation.

The representative of the International Union for the Scientific Study of Population (IUSSP) spoke about the International Population Conference that IUSSP had organized in Tours, France, in July 2005. The Conference had included several sessions on international migration issues. Although IUSSP did not have as yet a scientific panel on international migration, its Conference had provided a forum for the exchange of views and information among researchers working in the field of international migration.

The representative of the Centre for Migration Studies (CMS) focused on paragraph 10 of the Report of the Secretary-General on International Migration and Development (A/60/205) regarding the participation of civil society and other stakeholders in the High-level Dialogue in September 2006. He noted that it was important to provide a forum for civil society to have an input in the High-level Dialogue.

The representative of Citizenship and Immigration Canada (CIC) noted that Canada was chairing during 2005 two regional processes: the Inter-governmental Consultations in Geneva and the Regional Migration Conference (Puebla process) in the Americas. The Puebla process had been focusing mainly on issues related to security but would be looking at integration in future meetings. Concerning the participation of civil society, the representative pointed out that during the meeting of the Puebla process held in Vancouver in 2005, civil society held a parallel meeting which, however, did not seem to advance consideration of the issues. In this regard, he cautioned against expecting immediate results from consultations. He noted that advancing dialogue was not easy because common understanding needed to be forged. CIC was studying how to operationalize the link between international migration and development and was supporting work on the impact of remittances and the role of transnational communities.

The representative of the Canadian International Development Agency (CIDA) suggested that a wider approach was needed in exploring the interrelations between international migration and development. He noted that CIDA had launched a project with Harvard University to explore how transnational communities could contribute to development through the exchange of expertise and knowledge, or through temporary or circular migration. The study would also consider the views and policies of countries of origin in this regard.

The representative of the United States suggested that the High-level Dialogue should focus on concrete ways to promote better coordination and cooperation, particularly among the regional consultative processes, since this coordination was already happening among countries at the regional level. Migration policies were the responsibility of each Government, and inter-governmental coordination depended on the willingness of Governments to engage in it.

Mr. José Antonio Ocampo, Under-Secretary-General for Economic and Social Affairs, made a closing statement at the meeting. He noted that it was important to understand the regional and sub-regional dimensions of international migration. The formulation of migration policy was the sovereign right of States. Consequently, for the foreseeable future, labour migration would be regulated. There were some issues on which there was already considerable agreement among Governments. For instance, the objective of reducing transfer costs for remittances was widely accepted. In addition, countries of origin could do much to promote the positive impact of international migration on development and poverty reduction. While respecting the fact that remittances were private funds, Governments could facilitate their productive use by facilitating access to financial institutions by migrants and their families.

Governments were also aware of the potential of engaging expatriate communities in supporting development in the communities of origin or in transmitting knowledge and expertise. Measures were being taken to maintain ties with expatriate communities, including allowing dual citizenship and extending voting rights to migrants abroad. Governments could also encourage the return of migrants by facilitating the transfer of savings and the portability of pensions. Mr. Ocampo concluded by noting that there was no lack of ideas about what could be done to increase the benefits of migration. The challenge was to implement them. The High-level Dialogue and the process leading to it would provide a unique opportunity to build government commitment in this regard.

INFORMATION PAPERS

AGENDA AND ORGANIZATION OF WORK

Wednesday, 26 October 2005

- I. Opening of the Meeting
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- V. General discussion of activities relevant for the preparation of the High-level Dialogue on International Migration and Development
- VI. Conclusion of the Meeting

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International migration, human rights and development in Latin America and the Caribbean
*Economic Commission for Latin America and the Caribbean and
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Demographic transition and its implications on employment and international migration
Economic and Social Commission for Western Asia, United Nations

Protection of migrant children
United Nations Children's Fund

International migration and development: Key aspects for the High-level
Dialogue 2006
United Nations Educational, Scientific and Cultural Organization

Activities on international migration
United Nations Institute for Training and Research

UNFPA's policy and programme of work on international migration
United Nations Population Fund

OHCHR's activities on protecting the human rights of migrants
Office of the High Commissioner for Human Rights

Activities of the ILO in the area of labour migration
International Labour Office

Activities of the UNHCR in the area of international migration
and development
Office of the United Nations High Commissioner for Refugees

Migration and remittances
The World Bank

Brain drain versus brain gain: The study of remittances in South-eastern
Asia and promoting knowledge exchange through diasporas
Asian Development Bank

Highly-skilled migration
International Centre for Migration Policy Development

Recent IOM activities relevant to the upcoming High-level Dialogue on
International Migration and Development
International Organization for Migration

International migration in the Arab region: Activities and suggestions for the High-level Dialogue

League of Arab States

IUSSP activities in the field of international migration

International Union for the Scientific Study of Population

Summary of the report of the Global Commission on International Migration

Global Commission on International Migration

The Multilateral Investment Fund of the Inter-American Development Bank and remittances

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Internal and international migration in economic development

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PART TWO
CONTRIBUTED PAPERS

REMITTANCES AND MOVEMENT OF PERSONS: TOWARDS A COMMON FRAMEWORK

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This paper presents the current thinking on defining remittances and on the framework for measuring the economic impacts of movement of persons and, in particular of Mode 4. Most of the work presented in this paper has been undertaken within the Technical Subgroup on the Movement of Persons – Mode 4 (TSG),¹ which was established by the Statistical Commission at its thirty-fifth session in 2004. The TSG consists of national accountants, balance of payments and international trade specialists, migration and labour statisticians, and other relevant experts from international organizations, national statistical offices or central banks. The United Nations Statistics Division (UNSD) holds the Chair and the Secretariat of the TSG.

The TSG reports to the Advisory Expert Group on National Accounts (AEG), the IMF Committee on Balance of Payments Statistics (BOPCOM) and the Inter-agency Task Force on Statistics of International Trade in Services. Its work is undertaken within the context of the accounting principles of the *1993 System of National Accounts* (1993 SNA) and its update, the *Balance of Payments Manual Fifth Edition* (BPM5) and its revision, the *Manual of Statistics on International Trade in Services* (MSITS) and its revision as well as international statistical recommendations on labour and migration statistics.

A. DEFINITIONS OF REMITTANCES

Remittances are an important source of income for households, in particular in developing countries. The flow of remittances is the least influenced by economic downturn and remains a stable source of income. Remittances have been identified as the third pillar of development as their volume is second to foreign direct investment and higher than overseas development assistance. Analytical studies have shown that remittances contribute to poverty reduction in home countries. These are some of the reasons why remittances have been receiving increasingly the attention of politicians and analysts. The G7 recently called for improved information of remittances, which still remain weak as compared to other balance of payments components.

“Remittances” has now become a commonly used term, which is, however, rarely defined. Analytical studies define remittances as the sum of selected balance of payments flows. In some studies, the sum of workers remittances and compensation of employees (Anne Harrison 2003 and DFID 2003), in others, the sum of the above balance of payments component plus migrants’ transfer are used as proxy for remittances.

The TSG discussed extensively a conceptual definition of remittances. The recommendations of the TSG bring the balance of payments (BOP) transactions in line with the 1993 SNA concepts and definitions. They have further been discussed by IMF Committee on Balance of Payments Statistics (BOPCOM) and the Advisory Expert Group on National Accounts (AEG). The following recommendations for inclusion in the Balance of Payments Manual which is currently under revision reflect the on-going discussion. Final decisions from BOPCOM on the definition of personal and total remittances are still pending.

The definitions of remittances include personal transfers, personal remittances and total remittances. The rationale behind the proposed definitions of remittances is to keep these items as much as possible in line with the standard Balance of Payments components, keeping also in mind the feasibility of data collection. Annex I to this paper presents a table, which combines components of the tables presented in the Annotated Outline of the Balance of Payments to highlight the BOP components related to remittances. It also presents the different aggregates discussed above and how they are calculated from the BOP components.

Definition of personal transfers

The TSG considered the definition of workers' remittances too narrow and not precise enough. It recommended changing the existing definition of workers remittances in BPM5 to bring it in line with the 1993 SNA definition of current transfers between households. Personal transfers would then be part of the BOP standard presentation and be defined as follows:

Personal transfers consist of all current transfers in cash or in kind made, or received, by resident households to or from other non-resident households.

Personal transfers, thus, include all current transfers from resident to non-resident households, independently of (a) the sources of income of the sender (be it wages and salaries, social benefits or any other type of transfers, including transfers from a person receiving no income and running down his/her assets); (b) relationship between the households (be it between related or unrelated persons); (c) purpose for which the transfer is made (be it inheritance, alimony, lottery, etc.).

It was further agreed that the BPM5 component "workers' remittances" will be renamed as "remittances of resident employees". This component will be retained in the BPM6 in order to maintain the continuity of the time series. It will be recorded as an "of which" item of "personal transfers" and will be considered a "supplementary item" that is an item that should be considered by countries in circumstances that the information would in their particular cases be of interest to analysts and policymakers.

Definition of personal remittances

The definition of personal remittances is still under discussion by BOPCOM. Personal remittances are constructed from the standard components of the Balance of Payments. Table A.1 in the annex, combines the components of the standard presentation of the BOP relevant to defining remittances. It is derived by selecting the components from the various chapters in the Annotated Outline of the Revision of the Balance of Payments Manual, Fifth Edition. The shaded components represent the components on which there is not a final decision from BOPCOM.

Personal remittances are calculated, taking the perspective of the receiving country, as follows:

Personal remittances = compensation of employees – social contributions + personal transfers + social benefits + capital transfers

Personal remittances, thus, include all current transfers, except for net non-life insurance premiums and non-life insurance claims², paid or received by resident households, capital transfers received by households³ and compensation of employees from persons working abroad

for short periods of time. Part of the gross compensation of employees (COE) receivable by households is sent back to the country where the short term employment took place. The part of COE which goes back to the country of employment includes social contributions, taxes on income and travel and passengers transportation related to short term employment. While social contribution is part of the BOP standard presentation, the other components—taxes on income and travel and passengers transportation related to short term employment—are not.

Personal remittances defined netting compensation of employees only of social contribution would thus be part of the BOP standard presentation. Personal remittances defined in the broad sense, that is by netting compensation of employees not only of social contribution but also of taxes on income and travel and passengers transportation related to short term employment would require additional calculations.

BOPCOM has not yet deliberated of whether the disaggregation needed to calculate the net compensation of employee in the broad sense should be considered as part of the standard presentation or should be considered as supplementary items that is items that should be considered by countries in circumstances that the information would be in their particular cases be of interest to analysts and policy makers. Our opinion is that the personal remittances obtained netting compensation of employees in the broad sense is a more policy relevant indicator and therefore BPM should recommend countries to compile taxes on income and travel and passengers transportation related to short term employment as part of the standard presentation.

Table I below provides an overview of the two different definitions of remittances discussed above.

TABLE 1. PERSONAL REMITTANCES –ALTERNATIVE DEFINITIONS

<i>Definition of remittances</i>	<i>Comments</i>
(Gross compensation of employees – social contributions) + personal transfers + social benefits + capital transfers to households	All components are part of the standard presentation of BOP. Personal remittances would be part of the BOP standard presentation
(Gross compensation of employees – social contributions – taxes on income – travel – passengers transportation) + personal transfers + social benefits	<i>Taxes on income and travel and passengers transportation</i> related to short term employment are supplementary items. Considering the item as part of the standard presentation will be an issue for discussion at the next BOPCOM.

Total remittances

Total remittances is defined as personal remittances and current transfers to non-profit institutions serving households (NPISHs) from any sector. It would thus be calculated as:

$$\text{Total remittances} = \text{personal remittances} + \text{current transfers to NPISHs}$$

We suggest that current transfers to NPISHs become part of the standard presentation. In this case, total remittances would either considered standard presentation or supplementary item, depending on the choice of the definition of personal remittances – narrow or broad netting of compensation of employees.

B. STATISTICAL FRAMEWORK FOR THE MOVEMENT OF PERSONS – MODE 4

The TSG has developed a statistical framework for measuring the impact of the movement of persons and in particular on Mode 4⁴. The framework proposed is firmly grounded in the 1993 System of National Accounts and its update and the Balance of Payments Manual and its revision. The TSG reached an agreement on the universe for the statistical framework. It decided that the universe⁵ for the framework should include all resident persons in a country augmented by non-resident persons working in the country for less than one year.

The TSG found it difficult to define the universe for non-permanent workers in a clear way. Although the 1993 SNA and BPM5 use the concept of migrant, a migrant is not clearly defined. Several proposals have been advanced trying to provide a criterion for defining when a migrant changes its status to a non-migrant as well as when a person should be considered “temporarily” or more “permanently” residing in the host country. These criteria include: (i) citizenship; (ii) foreign birth; and (iii) a time bound criterion (e.g. after, for example, 15 years of residence in the host country a person ceases to be a migrant; after 10 years he is no longer “temporary”).

All the above options were dismissed as it was not possible to agree on a single criterion. One of the above criteria or a combination of those could be relevant according to specific country situations.

The TSG further discussed at length the identification of GATS – Mode 4 workers within the Balance of Payments/SNA frameworks. It concluded that definition of Mode 4 workers is not clear-cut as it depends on the type of employment contracts held by the worker, the residence of the employer, whether the employer is the Government or a private corporation and the activity of employer (e.g. manufacturing or services). The length of time the worker is expected to stay in the host country is not usually included in GATS commitments. Moreover, GATS commitments are applied differently in different countries.

Because of the above considerations, the TSG did not consider feasible to measure the impact of non-permanent workers in the host and home economies in the standard SNA and BOP frameworks. Instead, it recommended dividing the universe of residents and non-residents working in the country for less than one year, into sub-universes covering the different categories of people of interest for measuring the impacts of Mode 4. These include foreign natural persons employed by a host country service supplier, foreign self employed natural persons (contractual service suppliers as independent service suppliers), foreign natural persons employed by a foreign service supplier such as employees of a contractual service supplier, intra-corporate transferees and business visitors as well as foreign natural persons employed by a host country service supplier.

C. FUTURE WORK

In order to complete its mandate, the TSG needs to agree on a set of variables to measure the impact of the movement of persons and Mode 4. An expert group meeting, in conjunction with the meeting of the Sub-group will be organized in New York by UNSD, tentatively in February 2006. After the meeting, it is expected that the Subgroup will reach an agreement on the framework to measure the impact of movement of persons and Mode 4 and will have completed its mandate.

Upon recommendation by several countries, a city group called Luxembourg Group moderated by Eurostat will be established. The Group will build on the conceptual work being done by the Subgroup on the Movement of Persons and develop practical guidelines on measuring remittances.

ANNEX I

**TABLE A1. STANDARD COMPONENTS OF PERSONAL AND
TOTAL REMITTANCES**

Based on the tables in the Annotated Outline (AO)

	<i>Credits</i>	<i>Debits</i>
Services (AO Table 9.1)		
Travel ⁽¹⁾		
Transportation ⁽²⁾		
Primary distribution of income (AO Table 10.1)		
Compensation of employees		
Secondary distribution of income (AO Table 11.1)		
Current taxes on income and wealth ⁽³⁾		
Social contributions		
General government		
Other		
Social benefits		
General government		
Other		
Net nonlife insurance premiums		
Nonlife insurance claims		
Current international cooperation		
Personal transfers ⁽⁴⁾		
Other current transfers		
General government		
Non-profit institutions serving households		
Other		
Capital transfers (AO Table 12.1)		
General government		
Household		
Non-profit institutions serving households		
Other		

Notes:

(1) of which: travel costs related to short term employment (e.g. seasonal and border workers and other non-resident workers)

(2) of which: transportation costs related to short term employment

(3) of which: taxes on income related to short term employment

(4) of which:

 Remittances of resident employees

 Other current transfers

Of which items above (1-4) should be considered as supplementary item.

Shaded items are still under discussion by BOPCOM and it is recommended that they be included in the standard presentation.

NOTES

¹ The TSG website contains the agenda, the minutes and all the documents discussed at the TSG meetings as well all the documents submitted to the Advisory Expert Group on National Accounts (AEG) and the IMF Committee on Balance of Payments Statistics (BOPCOM). It is hosted on the UNSD website and its address is: <http://unstats.un.org/unsd/tradeserv/default.htm>

² Net non-life insurance premiums and non-life insurance claims could conceptually be included in the definition of personal remittances. However, because it may be difficult to collect data separately for the transfers received by households, they have been left out of the definition.

³ Although capital transfers received by households are currently not part of the standard presentation, we are suggesting that they be included.

⁴ See the paper *Statistical Framework for the Measurement of Movement of Persons – A Proposal* prepared by UNSD and the paper *Background Note on GATS Mode 4 and its information needs* prepared by the World Trade Organisation (WTO) and Organisation for Economic Cooperation and Development (OECD). The papers are available on the TSG website <http://unstats.un.org/unsd/tradeserv/relDocs.asp>.

⁵ See Issue paper and Outcome paper #2 *Definition of the Universe for the Framework on the Movement of Persons*. The paper is available on the TSG website <http://unstats.un.org/unsd/tradeserv/relDocs.asp>.

INTERNATIONAL MIGRATION, HUMAN RIGHTS AND DEVELOPMENT IN LATIN AMERICA AND THE CARIBBEAN

*Economic Commission for Latin America and the Caribbean
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United Nations*

The Economic Commission for Latin America and the Caribbean (ECLAC), through its Population Division (CELADE), is preparing a review paper to be delivered at the meeting of the ECLAC sessional Ad Hoc Committee on Population and Development, which will take place in Uruguay in April 2006 during the thirty-first Session of the Commission. By mandate of the countries, the paper will deal with international migration, human rights and development in the region.

Conscious of the complexity and importance of the issue, ECLAC is seeking to provide substantive information and guidelines to the Governments of the region to enable them to cope with the most important challenges and opportunities of migration as a factor for development, from the perspective of the cross-cutting issue of the human rights of migrants and their families. Given the scope and trends of international migration and the growing risks faced by Latin American and Caribbean migrants, two very broad questions are of particular relevance: (a) What are the prerequisites for advancing towards protection of the human rights of Latin American and Caribbean migrants? and (b) What strategies can countries adopt in order to turn migration into a mechanism conducive to development?

A. STUDY AGENDA AND PROPOSALS

1. Current context

The first part of the study examines the context under which migratory movements occur, with reference to the forces of globalization, the emergence of transnationalism and the way in which these factors affect the countries of the region. Initiatives aimed at the governance of migration are also taken into consideration. Development asymmetries seem to have a strong impact on the economies of the region. This is compounded by a lack of job security and social tensions, which lead to the recognition of a pervasive sense of social vulnerability. Hence, the growing acceptance of emigration is as an alternative for overcoming difficult living conditions, job insecurity and lack of satisfaction with the pattern of development.

One fundamental aspect of the migration process is the relationship between immigrants and their home and host societies, which generates changes in the international order, the concept of citizenship and the sovereignty of States.

The conclusion of the chapter is that regional and multilateral cooperation is needed to provide better governance to migration processes.

2. Stylized facts

The following section contains a description of migration trends and patterns, highlighting some stylized facts in this area inter alia: international migration has been a constant feature of the history of Latin America and the Caribbean; however, whereas the countries in the region had been recipients of immigrants from overseas in the past, the vast majority have now become exporters of labour and social

capital, accounting for a total of nearly 25 million migrants, most of them present in the United States. Emigrants represent close to 4 per cent of the regional population (a very low estimate). Mexico is the country with the largest number of emigrants (10 million), followed by the countries of the Caribbean Community and Colombia, which have contributed more than 1 million emigrants each, while nine other countries of Latin America account for more than half a million migrants each. In relative terms, the impact on population in the countries of origin varies considerably: in the case of many Caribbean nations, more than 20 per cent of their nationals live abroad; in the case of some Latin American countries, namely, Cuba, Dominican Republic, El Salvador, Mexico and Uruguay, the percentages range between 8 and 15 per cent.

Towards 2004, the Latin American and Caribbean population in the United States stood at 18 million, more than half of the total immigrant stock in this country. Together with their descendents born in the United States, these immigrants, identified ethnically as “Latinos”, currently represent the largest minority in the country. Socially and economically, the Latino community is not a homogeneous group: its members are classified according to factors such as national and ethnic origin, territorial distribution, legal status in the host country, social integration, employment status and level of organization.

Other major destinations are Canada and especially Spain, which has recently experienced a large influx of South Americans, mainly women with relatively high qualifications.

3. Problems and opportunities

The problems and opportunities associated with international migration from Latin America and the Caribbean are considered from three points of view: family remittances, migration and gender, and skilled migration. Each of these is a source of concern and opportunities for development.

As an example of those problems and opportunities, one feature of international migration in Latin America and the Caribbean (which distinguishes it from other regions) is the growing participation of women and the fact that they feature prominently in various flows, especially the most recent. Such a trend points to qualitative changes in the role of women vis-à-vis men and it carries out other social consequences of international migration. This trend is neatly identified in various intraregional flows, in flows of South Americans to Canada and the United States and especially in the emigration to Europe.

The gender composition of migratory flows is closely linked to the degree of complementarity between the labour markets of countries, the demand for labour in service activities, the role of social networks and possibilities for family reunification. In fact, family reunification was traditionally the main category under which women entered the United States; in recent years, the incorporation of women has been more directly associated with the labour market.

4. Linkages between migration and human rights

The linkages between migration and human rights are a priority issue in the study, in keeping with the mandate handed down by ECLAC member countries. The region is one of the most active in protecting the human rights of migrants. Many countries have ratified the international instruments for protection, and issues related to the human rights of migrants have been included in numerous fora including the Organization of American States. These developments have come in response to the apparently high incidence of irregular migration, trafficking in persons and smuggling of migrants, which go hand in hand with other negative facets of migration.

The United Nations Special Rapporteurs on the Human Rights of Migrants have stated that discrimination is a common problem faced by Latin American and Caribbean migrants. In their reports,

the Rapporteurs refer to the association between migration of women and vulnerability, for several sources. Additionally to discrimination and xenophobia, these persons face the risk of violence, trafficking in persons, low qualification and wages below the minimum standard, forced labour and dangerous living conditions, lack of access to basic social services, among others, which exacerbate gender inequities. These situations are more complex in the case of undocumented persons or those who are working without legal status; among women, the most serious cases of violation of rights are those suffered by victims of sexual exploitation and prostitution, domestic workers or employees in the informal services sector.

The situation of the victims of trafficking is a priority issue on the regional migration agenda; however, this reality has often been absent from the statistics and distorted by the media.

For these reasons, the anti-migrant demonstrations which have been held in some developed countries are cause for concern. In addition, according to studies published by the Inter-American Commission on Human Rights, countries of Latin America and the Caribbean recognize that their emigrants suffer discrimination and exploitation; and that there is significant evidence of the vulnerability of migrants and the need for cooperation among States to face these problems.

The international community and, in particular, the Latin American and Caribbean countries face numerous uncertainties and challenges regarding the reality faced by migrants, particularly on the risk of vulnerability of their rights, of which there are numerous examples, in particular on the human rights of migrants the reports of the United Nations Special Rapporteur and of the Rapporteur of the Inter-American Human Rights System. Some of these uncertainties and challenges are being addressed at the multilateral level (witness the process of the Summit of the Americas) and at the national level through the ratification of international law instruments set up to protect the rights of migrants and to combat trafficking in persons. These elements are signs of advances towards the construction of a Latin American and Caribbean agenda on the rights of migrants, and help to counter the invisibility of the problem.

Civil society organizations can play an important role by reporting violations and monitoring the implementation of the rules that States have pledged to the international community. Indispensable complementary actions for the full enforcement of the instruments of protection are awareness building and the training of personnel to put them into practice.

5. Proposals for the migration agenda

The final chapter of the study is devoted to a set of proposals for a regional agenda on migration which takes into account the specific features of the region and considers the protection of the human rights of migrants as the major objective. The aim is to offer an agenda for migration governance which differentiates between countries of destination and promotes and strengthens multilateral cooperation as a legitimate way of ensuring that international migration contributes to the development of Latin American and Caribbean countries.

DEMOGRAPHIC TRANSITION AND ITS IMPLICATIONS ON EMPLOYMENT AND INTERNATIONAL MIGRATION

Economic and Social Commission for Western Asia

One of the major challenges Arab countries are faced with is international migration. This issue derives its significance from the fact that a large number of working-age people are leaving their country of origin for other countries that may offer more attractive employment opportunities and higher incomes, as well as better health and education services for themselves and their families. With the resulting demographic transition as it occurs, it is expected that the migration of the working-age population will increase, leading to an accelerated rate of international migration on the whole. It is also true, however, that as the demographic transition proceeds, a window of opportunity will begin to take shape, in which the dependency ratio will decline, making savings and investments more feasible.

In evaluating the future on the basis of the current erroneous economic policies in the Arab region, there is little likelihood of benefiting from the declining dependency and taking advantage of the consequent increase in resources for investment unless effective policies are undertaken to make employment rates grow faster than the working-age population. Whether Arab countries will be able to make the most of the emerging “demographic bonus” and achieve higher economic growth, thus containing international migration, will depend on how efficient their socio-economic policies are in converting the increased savings into productive investment geared to generating economic growth.

One of the predictable problems Arab governments will have to face in the near future will be the political and social pressures resulting from the growing demand by people to migrate. The policies and legislation of many countries no longer encourage migration, and the majority of receiving countries are currently seeking to limit the influx of migrants by imposing tighter control through rigid immigration policies. This paper, therefore, is formulated in accordance with the Secretary-General’s recommendation that international migration should be considered a priority area of concern for the international community; and, in line with the recommendations of international conferences (ICPD, 1994), the Economic and Social Commission for Western Asia (ESCWA) has given special importance to the issue of international migration in its work programme, in which the Commission calls for integrating population issues in the socio-economic planning process, thus advocating the strategy of “making the option to remain in one’s country a viable one for all people.”

A. INTERNATIONAL MIGRATION IN THE ARAB REGION: A HISTORICAL PERSPECTIVE

Migrants can be classified in two groups, according to migration types. First, voluntary migration, resulting from the deterioration of economic conditions in a wide range of Arab communities. This type of migration is based on a voluntary personal decision. Second, forced migration, resulting from disturbing political situations and severe local and regional conflicts. This type of migration, forced and compulsory, displaces people involuntarily. This paper will cover the causes, challenges, and opportunities within the context of voluntary migration.

It is interesting to note that population mobility within the Arab region is not a new phenomenon. At the onset of the last century, movement between regions was a very simple process and did not entail any political or legislative restrictions. Following the independence of countries, however, social and economic laws were enacted to organize the population movement between countries. During the last

quarter of the twentieth century, international migration within the Arab region occurred mostly in response to the economic development of the oil-rich Gulf countries, where rising oil prices considerably increased the growth rate of the gross domestic product (GDP), as well as the investment rates. To benefit from the economic wealth generated by the soaring oil prices, which ameliorated their economic and social infrastructure, the Gulf countries sought to attract workers from highly-populated countries and chose to assign high priority to the Arab labour force. This created a kind of balanced regional labour market during that period. Owing to the high oil prices, these countries managed to increase their capital accumulation and thus their economic growth, which opened up a large number of employment opportunities. During the 1980s, ambitious projects were launched to build basic infrastructure and develop modern services in the oil-exporting countries of Western Asia. However, the small size of their populations, the low female labour force participation rates, the low status of manual labour, and the reluctance of nationals to work in the private sector made it very difficult to alleviate the ensuing labour shortages without importing foreign workers.

The oil-producing countries of the Gulf region thus became the main destination for migrant workers from Arab countries. At the same time, the countries from which they originated adopted a one-sided strategy, in which they viewed their industrial sector as strategic in retaining their citizens at home, by attempting to create new job opportunities and increase productivity. Coinciding with this strategy, however, were the conflicting realities of high population growth, an unfavourable age structure of the population, and a high dependency ratio. These countries were unable to absorb the vast growth in the working-age population, however, the reason being that the accumulation of GDP in the industrial sector now depended on high technology, which required technical skills that their educational and training system had failed to provide. Yet, it should be mentioned that in the last decade of the past century, international migration was also linked to other significant factors, such as political instabilities and wars, which seriously hampered socio-economic development in the region and left many people either unemployed or displaced.

At the same time, another type of migration had emerged, in which a large flow of people migrated outside the Arab region. The unfavourable demographic trend in Western countries, where fertility rates were below replacement level, had made it difficult for them to meet their labour market requirements. In contrast, population and high fertility trends in the Arab countries were moving in an opposite direction that eventually created widespread unemployment. These conditions caused a good number of Arabs to emigrate from their country in search of jobs at higher wages and a better quality of life.

B. PHASES OF INTERNATIONAL MIGRATION

Three historical phases can be distinguished in the process of international migration in the region:

1. Phase One: balanced Arab labour market

During this phase, the process of international migration in the Arab region was interpreted in terms of labour market demand and supply. In general, that stage reflected the former role of the Arab labour market in achieving a balance between the flow of labour from countries that were highly populated but scarcely endowed to other countries that were highly endowed with oil and scarcely populated. Thus, economic prosperity as a pull factor in countries of destination has played a considerable role in decreasing unemployment in countries of origin. Gross national incomes from the export of oil had climbed from US\$ 2.6 billion in 1965 to US\$ 8 billion in 1972, and to US\$ 208 billion in 1980. Following this period, the Gulf countries adopted ambitious programmes and plans. However, because of population growth, the labour force participation rate and the skills level, they were unable to ameliorate the requirements for investments.

Meanwhile, the non-oil Arab countries were experiencing a high population growth. The surplus in their labour force made it possible to meet the labour shortages in Gulf countries. Consequently, the Gulf countries witnessed an intensive inflow of Arab labour that reached 3.1 million persons during the oil boom period from 1973 to 1982.

2. Phase Two: economic recession

Because of the decline in Arab oil revenues, which had fallen to US\$ 92 billion by 1985, the oil-producing countries were forced to reconsider their economic policies and investment plans, as well as their public expenditure programmes, which allowed for only a limited number of highly skilled Arabs to enter the labour market. The new era of restrictive measures reduced the number of projects and thus the number of employment opportunities. In many cases, the Gulf countries imposed taxes on labour migrants and also refrained from the services of a great number of the existing labour force.

3. Phase Three: return migration

The end of the last phase marked the beginning of a new phase known as “return migration”. Following the economic recession during the 1980s, the finalization of many infrastructure projects in a number of the Gulf countries constituted an added reason for migrants to return home. However, their return was gradual, which enabled the economies of their home countries to accommodate them. The outbreak of the Gulf war in August 1990, however, dealt a severe blow to the economies of labour-exporting countries. The immediate implications of the conflict prompted a large and sudden Arab exodus from the Gulf countries, namely from Kuwait and Saudi Arabia, to their countries of origin, and the subsequent economic slowdown experienced by those countries led to scaling back the number of Arab migrant workers. It is important to note that despite the remittances sent by the migrants to their country of origin, those remittances did not improve productivity nor did they create new job opportunities. The unemployment rate soared and the problem of absorbing the sudden flood of returnees in the economy of the sending countries was left unsolvable for a long time. The sudden, large number of returnees put tremendous pressure on productive capacity and raised many questions on the effectiveness of remittances.

C. INTERNATIONAL MIGRATION IN THE FRAMEWORK OF ICPD

According to the Programme of Action of the 1994 International Conference on Population and Development (ICPD), economic, political, and cultural interrelations play an important role in the flow of people between countries, whether they are developing or developed countries. International migration in its diverse types is linked to those interrelations and both affects and is affected by the development process. International economic imbalances, abject poverty, and environmental degradation, combined with the absence of peace and security, the violation of human rights, and the varying degrees of development of judicial and democratic institutions, are all factors affecting international migration. International migration can have a positive impact on both the countries of origin and the countries of destination, providing the former with remittances and the latter with needed human resources. International migration also has the potential of facilitating the transfer of skills and contributing to cultural enrichment. However, international migration entails the loss of human resources for many countries of origin and may give rise to political, economic, or social tensions in the countries of destination.

To be of use, international migration policies need to take into account the economic constraints of the receiving countries, as well as the impact of migration on the host society as well as on the countries

of origin. The long-term manageability of international migration hinges on making the option to remain in one's country a viable one for all people. Therefore, efforts to achieve sustainable economic and social development and ensure a better economic balance between developed and developing countries should be strengthened. It is also necessary to increase efforts to defuse international and internal conflicts before they escalate, to ensure that the rights of indigenous people and of persons belonging to ethnic, religious, or linguistic minorities are respected, and to respect the rule of law, promote good governance, strengthen democracy, and ensure human rights.

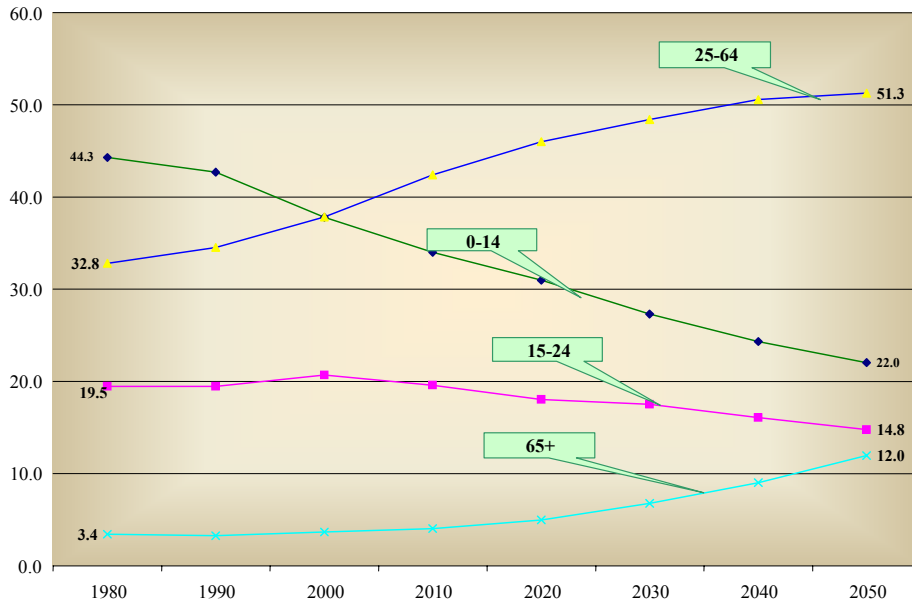
What is being emphasized in the ICPD Programme of Action is the task of eliminating the causes of international migration, namely those related to the problem of poverty, by achieving sustainable economic growth and equitably improving the quality of life for all people. In the Millennium Declaration, strategies aimed at realizing a sustainable economic growth that may alleviate poverty and foster equality between men and women are considered, along with empowering women and providing suitable and productive job opportunities for youth. In order to realize those goals, good governance should prevail in every country, enabling all citizens to benefit from accountability, transparency, and the rule of law. The Programme of Action also recommends taking essential measures to ensure human rights for all migrant workers and their families. Within the aforementioned framework, we shall define a fourth phase of international migration in the Arab region.

1. Profile of Phase Four: challenges and opportunities

The fourth phase of international migration should be considered within the context of challenges and opportunities. If the countries of the region hope to succeed in transforming the challenges into a success story, they have to: (1) accelerate the process of demographic transition and resolve regional and domestic conflicts; (2) initiate economic policies that will improve the capability of the economic sectors to absorb the oversupply of labour and productively employ those workers—a capability largely associated with the rate and type of capital accumulation and dependent on the availability of other related factors, such as managerial and administrative skills; (3) integrate population issues in the process of economic growth and development, which is an instrumental factor in achieving the demographic dividend; and (4) finding a niche for competing in the global markets.

The traditional demographic balance was based on a high fertility rate coupled with a high mortality rate. This pattern has changed in recent decades, with the rapid decline in infant mortality and the increase in life expectancy, causing an imbalance in the age structure of the population that considerably increased the number of people in the working age group (15–64). Even though the absolute number of children aged 0–14 in the Arab region increased from 75 million in 1980 to 109 million in 2000 and is projected to reach 124.4 million in 2010, the proportion of children aged 0–14 has actually declined, from 44.2 per cent in 1980 to 38 per cent in 2000 and is expected to reach 34.8 per cent in 2010. This young age structure, in which more than one third of the region's population is under the age of 15, gives population growth an unexpected momentum. In the Arab region, the 15–24 age group, which represents the transition period from childhood to adulthood in most societies, totalled 33 million in 1980, 58.3 million in 2000, and is projected to increase to 69.9 million and 78.3 million by 2010 and 2020, respectively. The most dramatic and rapid population increase in the coming decade is likely to occur in the working-age (25–64 years) group, which will add a total of 40.8 million people to the economically-active population by 2010. The region's working-age population in 1980 was 55.9 million, which increased by 52.8 million to reach a total of 108.7 million by the year 2000 and which is projected to grow to 149.6 million by 2010 and 194 million by 2020. Between 1980 and 2010, this age group is projected to increase from 32.9 per cent to 41.8 per cent of the total population of the region (figure 1).

Figure 1. Arab countries: population age structure is changing dramatically between 1980 and 2050



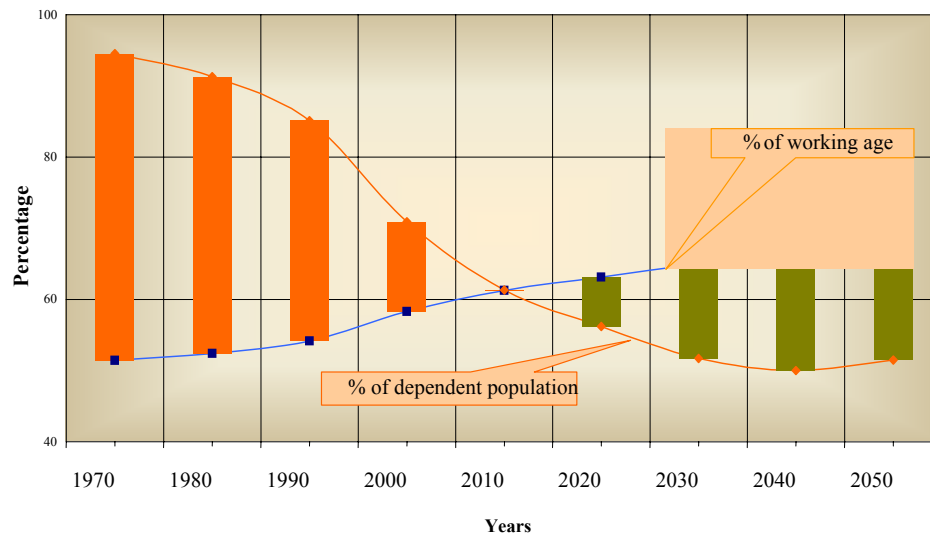
Historical evidence shows that the simultaneous process of fertility decline, along with the slow growth of the elderly population, offers countries—at different points in time and only for a limited time—a demographic window of opportunity through which increased personal savings and investment become possible.¹ This opportunity will allow the dependency ratio to decline, since the number of the dependent young population (aged 0–14) will be declining faster than the increase in old-age dependency. In other words, during a specific period of time, the overall dependency ratio—which expresses the proportion of people in need of support from each potential worker—will decline. This particular situation eases the pressure on countries to provide for the dependent young and elderly, thus enabling more investment in economic and social development.

To assess the potential of the demographic window of opportunity, or the “demographic bonus,” to occur in the Arab region, it is imperative that we examine the capacity of the economic sectors to create a sufficient number of jobs to absorb the increased size of the labour force. The projected increase in the working-age group is thus of particular importance for the region. This group is characterized by three features which are key for the future development of the Arab countries: (1) it is in the reproductive age, which sustains the population momentum, (2) it is economically active, which increases the number of newcomers into the labour market and creates a labour imbalance where supply is more than demand, and (3) early marriage and the generally high fertility rate will further contribute to population growth and also create greater demand for secondary and higher education.

Moreover, as globalization proceeds, the need for a dynamic and flexible labour market will also increase, and more investment in education will be needed to enable the labour force to acquire the required skills; more investment in health will be necessary to improve the quality of life; and more investment will have to be made in high technologies. All of this will place pressure on the country’s economic resources.

As noted above and in figure 1, population trends in the Arab region started to change in the last decades of the past century towards more advanced phases of the demographic transition, paving the way to changes in the age structure of people in the region. The increase in the number of working-age people may be a good opportunity to increase the savings and investments that result from the decrease in the dependency ratio. When the dependency ratio declines—as in the case of Arab countries, from 90.9 in 1980 to 71.5 in 2000 and to 61 per 100 people aged 15-65 by 2015—more resources will be freed for investment. However, it may not prove to be a good opportunity if those savings and investments are not able to accommodate the growing number of working-age people, thus urging them to migrate (figure 2).

Figure 2. Arab countries: declining dependency ratio intercepts the increased working-age



The present change in the age structure of the population in most of the Arab countries is only considered to be positive if integrated with appropriate policies that promote economic growth and social changes. The desired results may be difficult to achieve if the appropriate combination of socio-economic and demographic policies—including the need for creating productive job opportunities, providing appropriate wages, developing integrated programs on reproductive health, empowering women and ensuring political participation for the majority of population—are not given importance. What is more, this phenomenon may have negative impacts on development if decision makers fail to consider it at an early stage and if they don't provide good governance and a responsive political environment.

D. INTERNATIONAL MIGRATION AND DEVELOPMENT POLICIES

In most of the Arab countries, past policies have ignored the human dimensions of economic development. The strategic aim of increasing economic growth through industrialization and/or exports contributed to focusing on maximizing economic growth rather than on improving the standard of living for the people. In spite of their attempts to initiate structural reforms, many countries in the region are still on a slow growth path, effectively sidelined from globalization and the benefits of closer economic integration with the rest of the world. The countries of the region receive only one third the foreign direct investment (FDI) expected for developing countries of equivalent size, while portfolio investment is virtually non-existent, because equity markets are underdeveloped. Global financial integration lags behind that for other developing countries: less than half the Arab countries have meaningful access to financial markets. Trade performance is also below that of other regions, although oil exports continue to

be a substantial source of foreign exchange earnings, despite their overall decline since 1985. As a result, the region's share of the world export market fell by more than half between 1980 and 2000, whereas the share of other developing regions rose slightly during that same period. It should also be noted that the region's information and technology links are among the weakest in the world: the number of Internet users per capita, for example, is quite low compared with other regions.²

With the persisting slow economic growth of the past few decades, unemployment increased in almost all Arab countries. Consistent and comparable data on employment trends are hard to find as estimates of joblessness vary widely and come from a range of different sources. According to recent ILO data, Arab countries suffer from double-digit unemployment. Algeria, Iraq, and the Occupied Palestinian Territory suffer from much higher rates.³

TABLE 1. UNEMPLOYMENT RATES IN SOME ARAB COUNTRIES

<i>Country</i>	<i>1990</i>	<i>2000</i>	<i>2001</i>	<i>Year</i>	<i>Youth unemployment per cent</i>
Algeria.....	19.8	29.9	27.3	2001	46
Egypt.....	8.6	7.9	9.2	2000	60
Jordan.....	16.8	13.7	13.1	2004	76
Morocco.....	12.1	13.7	13.0	2001	39
Tunisia.....	16.2	15.9	15.0		
Syria.....	--	--	11.2	2002	82
Yemen.....	--	11.5	--	1999	47
Saudi Arabia.....	--	--	4.6	2001	61
Bahrain.....				2000	47
Kuwait.....				2001	66
Qatar.....				2002	53
UAE.....				2000	46

Source: ILO <http://laborsta.ilo.org>

In the Gulf countries, segmented labour markets with differential wages for nationals and non-nationals contribute to the high unemployment rate. In the private sector, employers prefer to hire mostly male expatriate labour, as nationals are generally unwilling to work at the same wage levels as non-nationals. On the other hand, the public sector has been responsible for the absorption of nationals, particularly in the employment of women. The sluggish economic growth of 1.2 per cent and the rapid population growth of 3.4 per cent per year during the period 1980-2000 reduced the governmental capacity to expand public-sector job opportunities, which led to the rising problem of unemployment of nationals in a number of countries.⁴

Furthermore, government policies that neglected agricultural development in favour of capital intensive industrialization promoted large-scale rural-urban migration. The growth in the number of jobs envisioned by the industrial sector, however, was not adequate; it absorbed only a small percentage of the labour force resulting in an imbalance between the supply and demand of labour. In addition, growing real wage differentials between developed and developing countries, as well as real, pushed workers to seek higher wages outside their country.

Associated with those policies, unfavourable vocational and educational policies led to a mismatch between the requirements of the labour market and the available skill level of the labour force. The main focus of the education policies adopted by Arab countries was on expanding the number of people with educational degrees rather than on providing them with the skills needed by the labour market. The

educational process, by and large, was separated from the overall development process—its aim was to satisfy social preferences rather than fill the demands of the labour market. In consequence, the gap between the qualifications provided by education and the occupational skills required by the labour market was amplified. These policies aggravated the unemployment problem, pushed the wage level further down, and caused a great number of working-age educated people to migrate to countries with higher productivity and ample job opportunities. Recently, many countries have realized that emigration not only deprived them of their best human resources, but also has created concern about the loss of investment in education. At the same time, policies that encouraged rural-urban migration contributed to reducing the meagre availability of job opportunities in manufacturing and the service sector.

However, the main reasons for recent changes in international migration policies in the region have been wars and political instability. The 1990 Gulf war reshaped Middle East migration. Policies which had previously been based on the conventional neo-classical thinking that treats migrant labour as a form of human capital and explains international mobility of labour in terms of market supply and demand were found to be no longer successful in explaining the organizational shift that had occurred in the labour migration process.⁵ Following the Gulf war, international migration in the labour-receiving countries of the Gulf region became increasingly based on security concerns. The old migration regime, under which Arab emigrants were considered as the favoured category of employees in the oil-rich countries, came to an end. Political instability in many countries significantly contributed to international migration, forcing people to migrate to countries outside the region in pursuit of security and political stability.⁶

Prospects for increased emigration outside the region have diminished since September 2001, with the introduction of more stringent emigration regulations by Europe and the United States. The declining prospects for remunerative emigration is expected to reduce remittances to many middle-income countries in the Arab region, creating a strain on domestic economies and increasing poverty, and perhaps reducing investment and consumption, unless major international and national development programmes are put in place to accelerate productive investment and facilitate demographic transition.

In terms of remittances, Arab sending countries have been both important sources and significant recipients of migrants' remittances. The Gulf States, which have hosted a large proportion of the migrant workers in the world, are important sources of those remittances. Among the countries receiving large remittances from their migrant workers are Morocco (US\$ 3.4 billion), Egypt (US\$ 2.9 billion), and Lebanon (US\$ 2.3 billion). In Jordan, remittances of Jordanians working abroad have played a key role in the country's economy—US\$ 2.2 billion in 2003, compared to US\$ 1.5 billion in 1998, an increase of 8.4 per cent per year. Jordan, in fact, ranked as the ninth largest recipient of remittances in nominal terms among developing countries, after Bangladesh (US\$ 2.1 billion), Lebanon (US\$ 2.3 billion), Turkey (US\$ 2.8 billion), Egypt (US\$ 2.9 billion), Morocco (US\$ 3.4 billion), Philippines (US\$ 6.5 billion), Mexico (US\$ 9.8 billion), and India (US\$ 10 billion).

Jordanian expatriate remittances, which rose from 19.5 per cent of GDP in 1998 to 22.6 per cent of GDP in 2003, are the highest in the Arab region, followed by remittances in Yemen, Lebanon, and Morocco, where the share in GDP accounted for 16.1 per cent, 13.8 per cent, and 9.7 per cent, respectively. According to the World Development Finance of 2003 published by the World Bank, workers remittances to the Arab region reached an estimated total of US\$ 14 billion in 2002. Among developing countries, the largest recipient by region was Latin America at US\$ 25 billion in 2002, followed by South Asia, including the Indian subcontinent, at US\$ 16 billion, Eastern Asia and the Pacific at US\$ 11 billion, and Eastern Europe and Central Asia at US\$ 10 billion.⁷

However, while remittances are mostly of interest to migration and livelihood, more recently debates have been prominently featuring topics such as global financial trends, money laundering, and

anti-terrorism, the latter following the September 11, 2001 attacks in the United States. Recent research and initiatives on the issue of remittances have revolved around remittance volumes and flows and their macro-economic effects, as well as around how to attract and leverage remittances and how to make financial services for money transfers more transparent and reduce transaction fees.⁸ In most of the Arab countries, remittances and their investment were significantly hampered by inefficiencies and access barriers in financial systems and services, especially since the policy and institutional frameworks in Arab countries are not sufficiently developed to capture the benefit of this special effect of labour migration at macro level and allow it to act as a stimulus for economic growth.

E. CONCLUDING REMARKS

In view of the demographic changes and the economic, social and political challenges facing the Arab region, there is a need for an integrated migration policy that will achieve “making the option to remain in one’s country a viable one for all people.” One of the issues Arab Governments will have to face is related to the political and social pressures resulting from the growing demand for migration. The receiving countries, however, no longer encourage migration and are currently seeking to curtail movements through tighter control of immigration.

Currently, the Arab population is youthful, making the youth dependency ratio very high, which means that the working people must support almost twice as many children as they do in low-fertility countries. As mentioned above, when fertility begins to decline, a demographic “window of opportunity” opens up, by which sustained economic growth can be generated through the increased personal savings and investment. Whether the Arab countries will be able to make the most of the emerging “demographic bonus” and achieve higher economic growth, thus containing international migration and making the option to remain in one’s country a viable one for all people, will depend on:

- How efficient their socio-economic and demographic policies are in converting the youth bulge into productive human resources, in increasing investment in education, in empowering women, and in adopting good governance. These policies will have a reinforcing effect in helping to create a “virtuous cycle” of sustained economic growth.
- To which extent these countries will be able to fit into the evolving global economic order. It is imperative that Arab countries find a niche in the rapidly integrating global market, based on the comparative advantage of each.⁹ Markets promote efficiency through competition and the division of labour - the specialization that allows people and economies to focus on what they do best. Global markets offer greater opportunities for people to tap into more and larger markets around the world. It means they can have access to more capital flows, technology, cheaper imports, and larger export markets. While carving out their niche in the global market will be a step forward, administering its social consequences would constitute an essential major step towards benefiting from fair and just globalization.

Judging the future on the basis of the current socio-economic situation in the Arab region, it appears clear that unless reinforcing and effective policies are enacted to achieve sustained economic growth and carve out a niche in the global market, the consequences of unsuccessful policies and bad governance will result in a missed opportunity of benefiting from the “demographic bonus”. Such an unfortunate eventuality would reinforce the decision of people to migrate, perhaps to unfavourable political environments, in which many young men and women may find themselves prone to criminal behaviour or engaging in political conflicts out of frustration with the hopelessness of their lives.

NOTES

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PROTECTION OF MIGRANT CHILDREN

United Nations Children's Fund

A. MIGRATION OF CHILDREN: A NEGLECTED ISSUE

In the international debate on migration, little attention has been given to children. However, migration affects a significant number of children: together with women, 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.

Poverty, violence, lack of opportunities (in education, for future job), discrimination, conflicts, are some of the major reasons behind the movement of children and their families, and migration is rarely an easy decision for parents, particularly when it affects children. Migrants and their children are often subject to social exclusion and may have difficulty in accessing public services including health care, education and housing. Lack of resources, discrimination, and in some cases hostility in receiving countries, or the impossibility to access to regular migration as a result of highly restrictive immigration policies, stress on the most vulnerable, creating conditions in which some children are exposed to heightened risks of abuse, exploitation.

Vulnerability of children increases with irregular migration. The absence of proper documentation poses a particular threat to children's rights because irregular migrants face greater difficulty in accessing to basic services, and migrant parents may not access to the banking system to send remittances 'home', or indeed to make visits 'home' to see the children left behind.

Internal migration (migration within a country) also has an impact on the rights of children. Rapid development of urban areas triggers massive migration of workers from poor rural areas, which have a large surplus of labour. In China, for example, this migration involving about 140 million people, including more than 20 million children, is said to be the largest of such population movements in history. Under many national systems, internal migrants are not able to acquire permanent residence in the cities, with the result that often their children suffer discrimination in obtaining access to basic public services in the cities. Another consequence is that many migrants decide to leave their children behind in the rural areas depriving them of their parents care and exposing them to many social problems.

The efficient management of migration and the replacement of irregular migration with regular migration can generate considerable benefits for both sending countries and host countries. It is important to recognize that migration processes can be a successful surviving strategy that may end with full integration in the receiving countries, or with a return to the origin countries. Migrant children may adapt more quickly to their new surrounding than their parents, they can learn the language more easily, have more opportunities to create links and friendships with local children, facilitating in many cases the integration of the entire family.

Reducing migration-related risks to children requires concerted efforts on many levels. It is in both interests of origin and destination countries to ensure that migration is monitored and quantified, that migration procedures are clear, that legal forms of migration are possible, and that the rights of all migrants are enforced.

B. A CHILD RIGHTS APPROACH TO MIGRATION

Children and young people are big stakeholders in the migration debate. UNICEF works to support the rights of migrating children, and of the children of migrants, both internationally (between countries) and internally (moving from rural to urban areas). 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.

Migration policies in host countries should not force families to be split up. They should ensure that children have access to public services, such as health care and education, and they are not discriminated against, either as users of these services or as members of the community. Moreover, they should take into account the vulnerability of children and young people, and take steps to ensure that they are not trafficked, mistreated or exploited.

C. CHILDREN AFFECTED BY MIGRATION

The phrase “affected children” is used to refer to children and young people under 18 years of age whose survival, well-being or development is in a way or another influenced by migration. Children are affected by migration in different ways: because they migrate, alone or with their families, because are the left behind by their migrating parents, or because they live in a context affected by migration.

1. Migrant children

Even if there are no global estimates, children represent a hidden, but relevant component of migration flows, in some cases, they migrate together with their families, in other cases, they are separated from their relatives and travel without being accompanied by adults.

Children migrating with their family. Families face greater social exclusion in unfamiliar countries having left the safety net of their villages or hometowns, where neighbours and family members contribute to the care of each other’s children. Children of migrant workers share the same problems faced by their parents, but they can also experience additional difficulties. Language barriers, for example, are a serious impediment to the schooling of a child. 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.

Children born from migrant parents may experience the same kind of exclusion and high risks of ending in exploitative situation. Children born abroad, particularly to undocumented migrants, may not have access to birth registration, 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.

Children migrating alone. Children do migrate alone, to join family members or to seek employment. Movement or migration of children between extended family households has been practiced in many countries as part of 'normal' child raising in many societies. Migrating without their parents, makes children particularly vulnerable, they face a range of risks, beginning with the journey itself. Unaccompanied or separated child migrants, particularly those who are poor, inexperienced, or undocumented—are targets for violence, theft, and exploitation. 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 health services, to education, and to adequate nutrition. Due to the absence of adult protection, or their lack of identity documents, children cannot count on assistance from local authorities. Entering the country without authorization 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.

However, children and, in particular, adolescents, may see migration as an opportunity to earn a better income, to experience a new culture, and to establish independence from parents and family. In order to understand this phenomenon, it is important to recognize that children may play an active role in the lives of their families, deciding to contribute to the family income by migrating. And also it is important to recognize that they have interests, views and priorities which may differ from those of the adults with whom they interact. The failure/reluctance to recognise capacities of taking autonomous and reasonable decisions in children has led to a portrayal of child migration as necessitating a ‘rescue’ response only. It is important to recognize that children migrate as a reaction to negative context or situation such as violence at home or discrimination (such as the case of girls in many countries), lack of schools, lack of opportunities for their future in their villages or countries. If their needs and expectations are not addressed, “rescued” children may end up in trying to migrate again. The simple prohibition of movement without addressing the root causes may end up only in worsening their condition and opportunities for safe movement and increasing the probability of ending up in exploitative context and trafficking.

2. Children of migrants: the left behind

The social cost of migration can be very high in terms of family disintegration. Concern is growing about those who are “left behind”, when their parents go off in search of work. Care by the extended family, or community or institutional care, 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. A sample survey conducted in China, for example, found that 47.1 per cent of such children stay behind with grandparents and 27.1 per cent with other relatives, when parents leave. Where very young infants are left behind, recommended periods for exclusive breastfeeding may be compromised and malnutrition exacerbated. And as illiteracy among older rural residents is high, grandparents are not always able to help these children with their schoolwork. In some countries, UNICEF provided support to local NGOs to support and mobilise the elderly for community development promoting the bonds between the elderly and children. In some countries, advocacy was done to the Ministry of Education to provide services to children whose families migrated and initiatives were taken to support children who dropped out of schools, largely in rural areas.

In order to preserve family reunification, migration policies in host countries should not force families to be split up, facilitating family reunification or the temporary return of migrant parents to the country of origin.

3. Children in context affected by migration and the impact of remittances

The well-being of children can also be affected in a more general way by the out-migration of large numbers of people of working age. In countries such as Albania and Moldova, substantial out-migration over the past decade has had a marked impact on the age structure and productive capacity in these countries, exacerbating problems of economic development and poverty reduction. Migration can reduce the number of teachers or doctors. For the most part, it is the younger and better educated who migrate. This represents a loss to the region or country, since such people could use their education and training to help boost the local economy.

However, it is important to recognize that migration may also impact positively on those children who stay behind through remittances from family members that support children's living standards. Family remittances play a key role in the various spheres of national life (macroeconomic situation, trade, poverty, local development) and also have impact on children. A migrating parent may be better able to financially support his or her family through remittances than one who stays behind, thus contributing to a range of positive outcomes. One study of migration of people from Mexico to the United States shows that the stay-behind children of migrants are less likely to drop out of school than the children of non-migrants. UNICEF is undertaking research and investigation to further analyze the impact of remittances on children.

D. UNICEF INTERVENTION IN THE AREA OF CHILD MIGRATION

UNICEF interventions on child migration are developed in a holistic framework, addressing the linkages with other child related issues in the area of child protection, health and education.

1. Child migration and protection

Child labour. When children and their families are compelled to migrate far from their home communities in order to find employment, it is possible that children often end up working alongside their parents. They are often exposed to the elements or do not attend school nor do they have any time and space for safe and creative recreation. Children of migrant workers are one of the specific UNICEF target groups for intervention on the prevention of child labour.

Early marriage. There is increasing discrimination against girls, especially in the rural areas, due to re-emerging trends such as bride kidnappings and forced marriages. It is a practice in some cases linked with migration, and in particular with the desire of migrant men to find a wife from their home country. School drop-out rates, especially among girls due to forced marriages, are increasing.

Birth registration. A continuing point of attention remains the situation of non-registered migrant children of ethnic minorities, international and rural-urban labour migrants and their families as well as refugees. They remain underprivileged and still lack universal access to basic services and protection. In some countries, influx of non-registered persons has tightened policies on registration which makes it very difficult to have these people registered while government announcements and developments also indicate a tougher position of authorities towards non-registered persons. Children, whose parents cannot prove that they are nationals, are not allowed to enrol in school. Lack of registration of migrant children

can make difficult for Government to allocate proper budget for child services such as education and health.

UNICEF, in alliance with local NGOs, organized seminars on civil registry procedures and rights of foreigners with the objective to train civil registry officials on issues related to migration and to improve the quality of services offered to the public. Some UNICEF programmes against human trafficking are promoting the formalization of the status of migrant workers and their families through registration.

Lack of registration of migrant children can also cause serious problems in monitoring and evaluating the impact of policies. In some countries, figures relating to services provided to children are produced using the estimated permanent population. Although children of migrant families were not included in the denominator, they were included in the numerator, resulting in a higher but not real estimation of the indicator.

Child trafficking. In the late 1990s and early years of this decade, the response to human trafficking was predominated by a law enforcement and anti-migration approaches, and children's rights were very rarely mentioned in the response to human trafficking. UNICEF has been playing a leading role in advocating for a child rights and "protective environment" approach to the issue of child trafficking through partnerships with Governments, United Nations organization, other international organizations and NGOs.

A complex set of factors inter-related with migration contribute to making children and families vulnerable to the crime of trafficking. Child trafficking, either within or outside a country, is a global and dynamic problem, affecting large numbers of children in developing as well as industrialized countries. Trafficked children are exploited in prostitution or other forms of sexual exploitation, they are used to provide cheap labor, work as house servants or beggars, and they are recruited into armed forces, forced into marriage or illegally adopted, and used for sports purposes. In addition to violating a child's right to be protected from exploitation, grow up in a family environment and have access to education, trafficking exposes children to a range of dangers, including violence, sexual abuse and HIV infection.

Trafficked children are often not recognized as victims, but are arrested and detained as illegal aliens – usually with little or no access to their families or other support services. Return to the country of origin shall in principle be arranged if such return is in the best interests of the child and non-rights-based arguments such as those relating to general migration control, cannot override best interests considerations.

In many countries, UNICEF has identified trafficking as one of the priority child protection issues. In addition to advocacy, a set of key policy strategy areas were identified to tackle the issue of child trafficking. These are based on UNICEF's comparative advantage *vis-a-vis* the many United Nations and bilateral partners supporting activities on this issue.

Progress has been made in different areas, including development of community-based child protection mechanisms to prevent trafficking and exploitation; awareness raising campaigns; provision of shelter and protective measures for child victims; law review and reforms to bring legislation in line with international standards; establishment of police units; development of national plan of actions; provisions for post trauma psychosocial counselling and other supportive services; support to family reunification; studies and assessments.

UNICEF is finalizing the publication of "UNICEF Guidelines of the Protection of child victims of trafficking" setting out standards for good practice with respect to protection and assistance of child victims of trafficking from initial identification up until the final integration and recovery of the child.

They aim to provide guidance to Governments and State actors, international organisations and NGOs, in developing procedures for special protection measures of child victims of trafficking.

2. Child migration and education

In many countries, migrant children and children of migrant workers represent a significant number of out of school and working children because the access of migrant children (both boys and girls) to school in the most urban centres is seriously constrained. In Mexico, for example, an estimated 500,000 children annually leave their communities and interrupt their studies to migrate with their families in search of income. This constant migration contributes to elevated school drop out rates and early incorporation into child labour. A significant percentage of these children are from indigenous communities, and migration from their home communities presents challenges for them to retain their customs, cultures and languages. Educational services available are often unable to provide a multi-cultural education which incorporates the particular culture and language of individual children, further hindering their education and often contributing to discrimination and exclusion. UNICEF has been working on improving the quality of education for migrant children and on the development of public policies to prevent early school desertion and child labour.

New strategies being explored with counterparts are in the area of lifelong education and functional literacy for the large numbers of out of school children and education of children of the increasing migrant populations. UNICEF has worked together with Ministries of Education on revisions of laws on compulsory education to reflect the rights of the migrant children in order to avoid any possible discrimination against immigrants, including children whose parents have not yet obtained legal residence in the country. In many countries, UNICEF and counterparts are developing educational materials with an intercultural and bilingual approach for migrant children to be included in the formal educational system.

As a result of UNICEF advocacy for the rights of migrant children, in more countries, schools are now required to accept all children regardless of their nationality and of whether they are registered or non-registered children of migrants from neighbouring countries. However, implementation of this positive development is very challenging. Even though free and compulsory basic education should be provided to national and non-national children, clear policies with regards to migrant, stateless and illegal children are still missing, and allocation and disbursement of funds (cost per head) directives are unclear.

3. Child migration, health and HIV/AIDS

In some countries, medical assistance is refused to poor families and unregistered families who migrated from rural areas to urban areas. Although the immunization coverage is increasing in many countries, pockets of low coverage exist due to difficulties in accessing mobile and nomadic populations and unregistered infants of migrant families. Uncertainty of routine immunisation coverage in vulnerable districts includes those along the borders with large migrant populations. Due to continuing internal migration into the big cities, identification of eligible children and timely completion of immunization is a serious challenge.

In some countries, UNICEF intervention targeted nomadic children with increased access to safe drinking water facilities along their seasonal migration routes.

If children's migration is not a new strategy for meeting the needs of children and households in times of stress, it is acquiring growing significance in the context of HIV/AIDS epidemic. Children adversely affected include not only orphans, but also those whose households/families are subjected to high costs, or who are deprived of income and labour through sickness and death, either of parents or of

other members of the family. In some countries, almost a 70 per cent of HIV/AIDS rate has been detected among returning migrants.

UNICEF contributes to the development of educational communication campaigns for the prevention and control of HIV/AIDS among children living in border areas and child migrants, and works to increase understanding among migrant children, adolescents and their families on the prevention and control of HIV/AIDS.

4. Policies on child migration: building a protective environment

UNICEF support to countries in the area of protection of child migrants shifted from an emphasis on service delivery and supplies to an attention to building a protective environment for migrant children, that focuses on systemic factors at all levels, from Government to community and to family that should protect children. 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 following are some examples:

- **Legal reform.** In many countries, UNICEF is engaged in analyzing present legislations and inter-institutional procedures applied to unaccompanied migrant children and adolescents repatriated, working on national legal reform and promoting bilateral and multilateral agreements, particularly in the area of child trafficking. UNICEF is also promoting legislation on compulsory education to reflect the rights of the migrant children (regardless their legal status) to have access to education, in order to avoid any possible discrimination.
- **Cross-border international agreements.** They seek to prevent trafficking and to facilitate the safe return of trafficked and unaccompanied children.
- **Data collection.** UNICEF is working on strengthening the knowledge on child migration, in order to better understand the scale and roots of the phenomenon, what drives children to migrate, what motivates their parents to let them go, what risks are involved, particularly those related to trafficking, what are the opportunities. Impact of remittances on children is a particular aspect to be analyzed. The theme of the 2006 State of the World of Children (SOWC) is “invisible and excluded” and focuses on the situation of children affected by migration, those who suffer from discrimination and stigma due to HIV/AIDS, children from ethnic minorities and children subject to abuse and trafficking. UNICEF supports studies of information systems currently in place to track and monitor children and adolescents who were repatriated.
- **Child participation.** With UNICEF’s facilitation, children and young people from migrant settlement had been involved in discussion on migration and some had been prepared for and participated in conferences on child poverty. UNICEF is supporting the creation and development of youth centres with migrant children to create a sustainable outdoor youth participation and development education programme. This activity has enabled adolescents in migrant areas to become integrated into mainstream community life and to participate in realizing their rights.
- **Awareness raising.** Radio campaign on migrant children, which included radio spots, a dramatized series, and the testimonies of people who have been deported, are developed in order to raise the parents and caregivers’ awareness about the risks of hiring guides or smugglers to help get their children to cross international borders. In Latin America, UNICEF provided support to NGOs

working on immigrant issues, to help raise awareness of the difficult situations faced by children and families coming from neighbouring countries, most of whom are of indigenous origin and are victims of strong discrimination. Communication materials were produced and distributed to increase rights awareness among children and adolescents on the risks of migration.

- **United Nations cooperation and activities.** UNICEF is collaborating with other United Nations agencies, international organizations and NGOs addressing child migration in activities on poverty, human resource development, human rights etc. In some countries, inter-agency collaboration presented a united position towards the Government in respect of non-contemplated topics in the law, which would have guaranteed human rights for the immigrant population, including the defence of immigrant children's rights.

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

United Nations Educational, Scientific and Cultural Organization

A. INTRODUCTION

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 to foster development and increase 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 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 to 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 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 them 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 flows. 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 future 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 to the elaboration of scenarios on the future of migration. Only by critically challenging conventional opinions will it be possible to envisage the solutions to migration developments in the 21st century.

Given the fact that there is currently no lead agency for international migration within the United Nations System, UNESCO believes that strong cooperation between international agencies concerned with migration and national Governments is indispensable to promote better migration policies. National migration strategies developed in isolation are unlikely to result in effective migration management as migration has an inherently international character. 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.

B. UNESCO'S PRIORITIES IN THE FIELD OF INTERNATIONAL MIGRATION

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 Migrant Workers' Rights. Second, it aims to develop 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.

1. Main priorities

a. Promote the respect for 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 Migrants' Rights, 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-making 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 cooperation with other United Nations partners. UNESCO participates, with IOM, ILO, the OHCHR, and several NGOs, in the Steering Committee for the Global Campaign to coordinate activities both at the international and national levels to promote further ratifications of the International 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 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 members 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.

UNESCO's work on the United Nations Convention on Migrant Workers' Rights is relevant to the priorities of the High-level Dialogue on International Migration and Development concerned with 'institutional mechanisms to enhance international cooperation for the benefit of countries and migrants alike'. Any endeavour to foster a multilateral approach to migration will necessarily imply finding a common ground regarding migrants' access to a minimal set of rights. UNESCO believes that the United Nations Convention on Migrant Workers' Rights provides a valuable basis for such an agreement.

b. 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, 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.

UNESCO recently completed a project entitled ‘Migration without Borders’ that investigates the implications of a regime of freedom of movement, and will further develop scenarios for the future of migration, notably in relation with human rights and cultural diversity. The broad and future-oriented scope of these projects are to enable a better understanding of the priority theme of the High-level Dialogue on International Migration and Development concerned with ‘the effects of international migration on economic and social development’.

c. 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 human beings remains a global reality. Trafficked persons are victims of serious human rights' violations. Smuggling and trafficking also undermine security because of links with organised crime, violence and corruption. In addition, irregular migrants are often stereotyped and regarded as criminals.

UNESCO runs a pilot project aiming at inspiring effective and culturally appropriate policy-making to fight the trafficking of women and children, particularly in Western and Southern Africa. It carries out policy-oriented research on factors related to the trafficking, collects best practices in fighting trafficking at its roots, and organizes training workshops for policymakers, NGOs, community leaders and the media. UNESCO's projects on trafficking may clearly constitute a source of information for the discussions in the High-level Dialogue on International Migration and Development concerned with ‘international cooperation to prevent and combat the trafficking in persons’.

2. Other priorities

a. 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 minority populations that differ widely, both from a cultural, religious or linguistic point of view, from the original population. Many countries have seen an increase in xenophobia and racism at different levels of the society, affecting 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.

b. 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 potential 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 (ICTs) bring the opportunity to empower Diaspora networks and enhance their impact on international cooperation policies.

c. 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. UNESCO cooperates with OECD to collect better data on international mobility of highly qualified people.

d. Increase the relevance of migration research for policy making

UNESCO recently published a special issue of the International Journal on Multicultural Societies, devoted to 'The links between academic research and public policies in the field of migration and ethnic relations'. The issue calls for a systematic reflection on the particular links between academic research and public policy in the field of migration and ethnic relations. It adopts a comparative perspective by analysing research-policy links in several countries, leading to two major conclusions. *First*, the impact of social science on migration policy seems to vary within one and the same country as a function of typical policy cycles; the direct impact seems to be highest in initial stages of policy development, i.e. before the topics at hand have become strongly politicised. *Secondly*, social science research seems to have the highest potential of influencing public policy, if it is not only addressed directly to policymakers, but also indirectly to larger audiences, thus contributing to public democratic deliberation. The Journal is available in full text on the UNESCO website.

C. FIRST COMMENTS AND REACTIONS ON MIGRATION IN AN INTERCONNECTED WORLD: NEW DIRECTIONS FOR ACTION, REPORT OF THE GLOBAL COMMISSION ON INTERNATIONAL MIGRATION

UNESCO welcomes the publication of the report *Migration in an Interconnected World: New Directions for Action* by the Global Commission on International Migration. This report provides well-documented and sound information on the current situation of international migration flows, and outlines human rights-centred and equitable principles for future action. Such an agreement on the empirical facts and on the policy foundations upon which to base the steps to be taken is essential in order to face the challenges raised by migration.

UNESCO fully supports the argument, developed in chapter five, according to which human rights should be at the core of all initiatives taken in the field of migration policy. UNESCO believes that human rights principles provide a basis, not only to ensure the strict protection of migrants' rights, but also to foster development, face irregular migration, promote migrants' integration and social cohesion, and ensure the coherence of migration policies. Regarding the United Nations 1990 Convention on Migrants' Rights, UNESCO believes that this treaty should play a central role in designing migration policies. While sympathetic of the Commission's stress on complementary approaches to migrants' human rights, UNESCO would like to remind that alternative approaches very seldom provide the same level of protection to migrants. It should be stressed that the 1990 Convention is the single most comprehensive treaty in the field of migrants' rights, and that it makes, therefore, sense to use it, to promote its acceptance and implementation by States and to give it a prominent role in migration policies. Moreover, ratification of the Convention is a powerful symbol of States' commitment to migrants' human rights and, as such, is important in itself, especially in the eyes of NGOs and the migrants themselves.

UNESCO shares the Commission's view that international migration is a highly sensitive topic among Governments and in public opinion, and that this situation makes the elaboration of migration policies more difficult. As the report rightly stresses, there is a need to promote a more balanced perspective on migration in order to make objective and sound discussions possible. In this respect, UNESCO would like to emphasise the importance of thought-leadership activities and of new and innovative approaches to migration. The international community, in cooperation with the scientific community, NGOs and the media, should encourage the development of alternative arguments and take on migration to stimulate discussions on other ways of looking at migration. While this activity may seem of little usefulness in elaborating concrete policies, it plays a central role in understanding better the possible future trends in migration and in paving the way for a better acceptance of migration on the long term.

UNESCO agrees with the need to promote cooperation between international organisations involved in migration, both within and outside the United Nations, and is prepared to play an active role in the elaboration of a framework ensuring durable and in-depth cooperation. Given its mandate in the fields of education, sciences, communication and culture, UNESCO would be particularly ready to contribute to inter-agency activities in the study of the protection of migrants' human rights, the promotion of cultural diversity in accordance with the need to foster social cohesion and integration, as well as the research and policy development on issues surrounding brain drain and brain gain and knowledge diasporas.

We are uncertain about the notion of 'Facility', as this term conveys ambiguities on what is exactly to be facilitated; while the Commission clearly speaks of facilitating cooperation, this notion is used in more specific meanings in the field of migration, notably when dealing with return migration, which could lead to confusion.

ACTIVITIES ON INTERNATIONAL MIGRATION

United Nations Institute for Training and Research

The United Nations Institute for Training and Research (UNITAR) is undertaking the following migration-related work, which is of direct relevance to the High-level Dialogue on International Migration and Development taking place in September 2006:

A. UNITAR/UNFPA/IOM “KEY MIGRATION ISSUES” WORKSHOP SERIES

Based on requests by delegates in New York to receive greater information on international migration policy, UNITAR and the United Nations Population Fund (UNFPA) and the International Organization for Migration (IOM), in addition to other partnering agencies, are implementing the UNITAR/UNFPA/IOM “Key Migration Issues” Workshop Series. The series, which begins in October 2005, is intended to increase New York based-delegates’ knowledge and to stimulate critical thinking regarding international migration and its various inter-linkages. Many of the topics covered by the series are of direct relevance to the proposed round table themes during the High-level Dialogue. Specifically, these include:

- (1) The Workshop on *International Trafficking in Human Beings* organized with the United Nations University on 18 October 2005;
- (2) The Workshop on *Labour Migration* organized with the International Labour Organization (ILO) scheduled for 15 March 2006;
- (3) The Workshop on *Diaspora Contributions* scheduled for 11 May 2006;
- (4) The Workshop on *Irregular Migration* scheduled for 30 August 2006.

The series will also draw from the many recommendations of the Global Commission on International Migration in its Final Report presented to the United Nations Secretary-General on 5 October 2005.

In addition to the “Key Migration Issues” Series, UNITAR will be partnering with IOM in organizing a briefing on *Regional Consultative Processes* scheduled for 20 June 2006.

Moreover, in cooperation with the *Centre de formation des acteurs locaux* (CIFAL Centres) network and the University of Georgia, UNITAR will hold a workshop on *Local Actors and Migration* in September 2006.

B. COMPLETION OF THE COUNTRY REPORTING SYSTEM (CRS)

One of the topics for the High-level Dialogue is that of governance and specifically of “promoting the building of partnerships and capacity-building and the sharing of best practices at all levels, including the bilateral and regional levels, for the benefit of countries and migrants alike”. One important

international mechanism in this regard are regional consultative processes. Since 1998, the International Migration Policy Programme (IMP), the inter-agency programme of the IOM, UNFPA, UNITAR and the International Labour Office (ILO), facilitated technical capacity building; legal instruction so as to promote application of international standards; awareness raising so as to foster policy coherence; information exchange on best practices; and cooperation and consultation amongst Governments in regions and with relevant organizations and bodies. IMP's work covered many parts of Africa; Central Asia, the Caucasus and Neighbouring States (known as the "Issyk-Kul Dialogue"); and the Caribbean.

Recommendations endorsed by Governments at the end of each consultation have offered clear benchmarks for progress and have served to further discussions on specific migration policy issues—both within the regions concerned and outside them. To illustrate their widespread usage and by way of example, many of the references cited in the Secretary-General's Report on Traffic in Women and Girls to the Human Rights Commission in 2003 (E/CN.4/2003/74) emanate from IMP consultative meetings.

In 2004, UNFPA pledged its support for an evaluation of IMP through the implementation of the Country Reporting System (CRS). CRS consists of a monitoring mechanism, which explores whether IMP recommendations have been implemented in participating countries and if not, identifies obstacles to their implementation. The evaluation was undertaken by an external expert and the project was managed by UNITAR. It consisted in sending survey questionnaires to over 70 government delegates in both the African Union region and the Issyk-Kul Dialogue over the span of November 2004-August 2005.

The findings have been compiled in three separate reports. The first report entitled "*Regional Consultative Processes for Migration: an Evaluation of IMP's Work*" is an analysis of consultative processes' strengths and weaknesses drawing mainly from IMP's experiences. The Report highlights the value of regional consultative processes in the overall governance structure of international migration. It also presents six recommendations on how to strengthen such processes in the future so that they can effectively contribute to objectives outlined by the Global Commission on International Migration in its report (July 2005), namely "capacity, coherence and cooperation".

The recommendations are as follows: improve follow-up mechanisms and general role of Secretariats; increase ownership through 'focal points'; make such processes truly 'open' to select non-governmental representation; incorporate a political dimension into the process to ensure follow through in capitals; ensure progression of topics discussed through effective monitoring; increase frequency and consistency of meetings to establish culture of dialogue and exchange among participants.

Two other reports are the synthesis of the findings for each of the regions covered: the AU/IMP Dialogue and the Issyk-Kul Dialogue. All three reports are available by request at info@unitary.org.

UNFPA'S POLICY AND PROGRAMME OF WORK ON INTERNATIONAL MIGRATION

United Nations Population Fund

International migration is a complex global phenomenon with important social and economic implications for every country in the world. The growth and diversity of current migration flows mean that today no country remains untouched by migration, either as place of origin, transit or destination, and often all three.

International migration is an integral aspect of the global development process. It can no longer be considered peripheral to the mainstream of population policy. Migration is increasingly being perceived as a development tool and a force that can contribute to development. Research shows a strong positive correlation between remittances and poverty reduction in developing countries.

A. ACTIVITIES OF UNFPA THAT FURTHER UNDERSTANDING OF THE EFFECTS OF INTERNATIONAL MIGRATION ON ECONOMIC AND SOCIAL DEVELOPMENT

When Member States signed off on the Millennium Development Goals (MDGs) in 2000, they did not include migration in the final document. Migration is not even mentioned in the MDGs. Moreover, the relationship between migration and the MDGs has not been adequately explored despite the fact that the link between migration and development is increasingly recognized. Development can reduce migration pressures and migration can have a significant impact on a country's development. Migration is still not adequately addressed in development frameworks such as Poverty Reduction Strategy Papers (PRSPs), Common Country Assessments (CCAs) and United Nations Development Frameworks (UNDAFs). Yet migration can play an important role in the achievement of the MDGs. Although it can certainly serve as a constraint, if properly managed, migration can also contribute to the realization of the goals.

In order to further explore the role of international migration in the development process, UNFPA convened in October 2004 a *Round Table on International Migration and Development* in New York at which it launched the joint International Migration Policy Programme/UNFPA publication, **Meeting the Challenges of Migration: Progress Since the ICPD**. The Round Table explored the issues, implications and challenges of international migration, including those related to poverty and development, demographic dynamics, the nexus between decent work, globalization and migration, empowering refugees and returnees as agents of development, and capacity building in migration policy and management. Migration can no longer be considered solely as a development failure but should be seen as an integral part of the global development process. Many migrants reinvest in their countries of origin through remittances, direct financial investment and skills transfers, and act as important agents when it comes to poverty reduction, small-scale enterprise and human development.

In May 2005, UNFPA organized an *Expert Group Meeting on International Migration and the Millennium Development Goals* in Marrakech, Morocco. The meeting analyzed migration

and its effect on those MDGs that are most closely affected by migration, including the goals pertaining to poverty reduction; gender equality; improving maternal health; prevention of HIV/AIDS, malaria and other diseases; ensuring environmental sustainability and developing global partnerships for development. The meeting addressed the complexity and diversity of migration and showed how it affects not only the migrants themselves but also the sending and receiving countries and their ability to reach the MDG targets. It looked at how migration fosters development by bringing in remittances, and how it can potentially hinder development through the brain drain. It especially looked into the adverse consequences of the out-migration of medical personnel in developing countries, especially those devastated by the HIV/AIDS pandemic. It looked into diaspora networks, circular and return migration and how they contribute to technological transfers and the development of the community of origin.

UNFPA published selected papers from this meeting, together with a synopsis of the discussion highlighting some of the more salient points raised by the experts in a report entitled *International Migration and the Millennium Development Goals, Selected Papers of the UNFPA Expert Group Meeting*. The report also suggests possibilities for programmatic activities in the areas of data and research, policy and capacity development. The report was launched in New York in September 2005 at a high-level *Panel on International Migration and the Millennium Development Goals* which explored the interface between international migration and development, the gender dimension of migration, the human rights of migrants, and the health needs of women labour migrants.

UNFPA is collaborating with the United Nations Institute for Training and Research (UNITAR) on a series of training workshops on key migration issues for government delegates at the Permanent Missions to the United Nations. These workshops are intended to provide government officials with a better understanding and a forum for discussion of such important issues as human trafficking, remittances and post-conflict development, contractual labour mobility and promoting cultural diversity and social cohesion.

The 2006 edition of UNFPA's *State of World Population* will focus on women and migration and will show how women can both benefit from migration and be subject to discrimination and abuse when migrating. The report will address, *inter alia*, issues of empowerment and risks, including trafficking; and the social and economic implications of women's migration, including disruption of families on the one hand and benefits of remittances on the other.

As international migration gains greater scope and impact, UNFPA is considering possible strategic directions to strengthen its support to policies and programmes addressing the challenges while capitalizing on the opportunities that migration presents to individual migrants, their larger community and both sending and receiving countries.

B. IMPLICATIONS OF THE REPORT OF THE GLOBAL COMMISSION ON INTERNATIONAL MIGRATION

UNFPA welcomes the report of the Global Commission on International Migration. The report provides a comprehensive examination of migration in an interconnected world, stressing the need for maximizing positive outcomes, capitalizing on the opportunities, and meeting the challenges of international migration. It points to the need for capacity to formulate and implement effective migration policies, the establishment of a coherent approach to migration

and interstate consultation and cooperation as a basis for the formulation and implementation of migration policies, and enhanced cooperation and coordination between the different multilateral international organizations working in the field of migration.

UNFPA believes that the Principles for Action as outlined by the Commission are essential in addressing the challenges of international migration today: migrating out of choice, reinforcing economic and developmental impact, addressing irregular migration, strengthening social cohesion through integration, protecting the rights of migrants and enhancing governance.

UNFPA welcomes the Commission's recommendations and looks forward to working with Member States, United Nations agencies and other international organizations in facilitating their implementation. The Fund is ready to collaborate in both the immediate and long-term and facilitate dialogue between and among Governments, the United Nations system and international organizations. The Fund believes the proposed Inter-agency Global Migration Facility will ensure a more coherent and effective institutional response to the opportunities and challenges presented by international migration. It looks forward to working with the high-level inter-institutional group to identify existing overlaps and gaps, explore the pooling of institutional expertise and develop the modalities of the Global Migration Facility. UNFPA can utilize its network of regional technical teams and national Country Offices to advocate for, and facilitate, policy dialogue, planning, capacity building, data collection and dissemination, and consultations.

C. CONCLUSION

International migration has important social and economic implications for countries of origin and destination, as well as for the migrants themselves. The challenge before the international community is to harness the potential of migration in such a way as to minimize the costs and maximize the benefits for both sending and receiving areas while preserving the basic rights of individual migrants including female migrants in order to spur development and facilitate the achievement of the Millennium Development Goals.

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 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 the discussions of international migration and development in 2006 at the Commission on Population and Development and the High-level Dialogue on International Migration and Development at the sixty-first session of the General Assembly. Both events will provide the international community with a forum for discussion of the implications as well as the challenges and opportunities presented by international migration.

OHCHR'S ACTIVITIES ON PROTECTING THE HUMAN RIGHTS OF MIGRANTS

Office of the High Commissioner for Human Rights

Issues raised by migration and development, including the effects of migration on economic and social development, have been addressed in different ways by the organs and mechanisms within the OHCHR as well as by the Office itself.

The recently created Committee on the Protection of the Rights of All Migrant Workers and Members of their Families, decided during its second session held in April 2005, to hold a Day of General Discussion focusing on the topic "Protecting the rights of all migrant workers as a tool to enhance development".

The Special Rapporteur on the Human Rights of Migrants has repeatedly addressed both in the general reports and in the reports on visits to specific countries, developmental, economic and social factors relating to the mandate in different contexts.

Finally, the OHCHR's programme on trafficking, though recognizing that the two concepts of migration and trafficking are significantly distinct even if interrelated, has carried out activities that are relevant to this theme. Acknowledging that any prevention strategy for trafficking must address its root-causes, OHCHR's trafficking programme attempts to make connections with all those development issues which create vulnerability at the economic and social levels.

A. COMMITTEE ON MIGRANT WORKERS

On 15 December 2005, the Committee on Migrant Workers will hold a Day of General Discussion on the topic "Protecting the rights of all migrant workers as a tool to enhance development". The Committee's stated intention is to make a contribution to the High-level Dialogue and highlight the human rights approach in this respect. The Committee's discussions will be public and Government representatives as well as United Nations bodies and specialized agencies, intergovernmental organisations and non-governmental organisations and individual experts are invited to participate.

Questions addressed by the Committee will be:

- 1) How does the protection of human rights of migrant workers foster their capacity to obtain decent work and contribute to the economic and social development of both country of origin and employment?
- 2) How can Part VI of the Convention (on Promotion of Sound, Equitable, Humane and Lawful Conditions)—which sets out parameters for inter-State cooperation on various issues related to migration, including prevention and elimination of illegal or clandestine movements and employment of migrant workers in an irregular situation—be used as an instrument to enhance development?

The Committee will address these questions in the context of both countries of origin and countries of employment. Two external consultants will deliver a paper on protection of the human rights of migrant workers and members of their families and its impact on development, Dr. Ryszard Cholewinski (University of Leicester) on its impact in countries of employment and Mr. Mehdi Lahlou (INSEA, Rabat) on its impact in countries of origin.

B. THE SPECIAL RAPPORTEUR ON THE HUMAN RIGHTS OF MIGRANTS

Since the establishment of the mandate in 1999¹, the Special Rapporteur has addressed, both in her general reports and in her reports on her on-site visits, developmental, economic and social factors relating to the mandate.

Issues addressed by the Special Rapporteur, include: economic and social factors as one of the root causes of migration; economic and social issues leading to the vulnerability of migrants in general or of certain specific groups such as women and children; the effects, both positive and negative of migration on countries of origin, in particular in regards to remittances, and to the situation of family members left behind; the promotion of the positive aspects of migration by receiving countries or lack of; the promotion of a holistic approach to problems raised by migration, that would take into account issues linked to economic and social development.

In this year's Resolution on the human rights of migrants, the Commission on Human Rights requested from the United Nations High Commissioner for Human Rights and her Office, as well as the Special Rapporteur on the Human Rights of Migrants: "... to ensure that the perspective of human rights of migrants is included in the ongoing analysis on migration and development within the United Nations system, including at the High-level Dialogue that will be held during the sixty-first session of the General Assembly, pursuant to resolution 58/208 of 23 December 2003."²

In July 2005, a new Special Rapporteur was appointed to the mandate. The themes highlighted in his first report to the General Assembly indicate a particular interest in issues relating to development and economic and social factors relevant to the mandate.

C. THE OFFICE OF THE HIGH COMMISSIONER FOR HUMAN RIGHTS' TRAFFICKING PROGRAMME

Recent research coming in from various quarters has drawn the attention of the OHCHR to the growing rather than declining pool of those vulnerable to trafficking in most parts of the world. Some of the contributing causes for this are widespread inequalities, insecurity of food and livelihoods, violence, conflict, discrimination, and a general uprootment of populations resulting in large-scale migrations. In this regard, an understanding of the dynamics of modern-day migration and its linkages with the multi-faceted dimensions of development would be useful in order to better understand human trafficking which also fundamentally involves the movement of people.

However, it is crucial to stress that the two concepts of migration and trafficking, though interrelated, are significantly distinct. While migration is a voluntary movement and a potential tool for development, there is an element of force, coercion and/or deception in the movement that characterizes trafficking, as well as the existence of subsequent exploitation.

OHCHR's trafficking programme is based upon a two-pronged strategic approach. While continuing to focus on protection of and assistance to victims of trafficking, the programme seeks to deepen the linkages between trafficking and development issues in order to design prevention strategies.

OHCHR's anti-trafficking activities are inspired by OHCHR's framework document, the *Recommended Principles and Guidelines on Human Rights and Human Trafficking*. One of the four key themes under which principles and guidelines are clustered in this document is the prevention of trafficking. Recognizing that any prevention strategy for trafficking must address its root-causes, OHCHR's trafficking programme attempts to make connections with all those development issues which

create vulnerability at the economic and social levels. This would ensure that anti-trafficking understanding and initiatives are embedded more integrally within the context of poverty reduction strategies, sustainable livelihoods, migration, labour exploitation, and partnerships with the private sector, in order to create enabling environments and empowerment of those who are potentially vulnerable to forced migration and trafficking in the marginalized communities.

In the recent past, several key standards have been set which provide the legal framework through international instruments, to the States and the international community to formulate appropriate responses to counter trafficking and to provide protection to trafficked persons. However, in the area of prevention of trafficking, much more needs to be done. The first necessary step in this direction is to carefully and rigorously trace the links between human trafficking and human development through the nexus of migration.

Analysis of some of the anti-trafficking interventions undertaken under the trafficking programme of OHCHR and its partners indicates that from the human rights perspective, increasingly restrictive immigration policies and impermeable borders of many States might be compelling those desperate for work to turn to unscrupulous traders in human beings. Measures for tighter immigration controls and asylum systems may negatively impact the ability of persons in need of international protection to access asylum. Therefore, more stringent border control measures may not actually reduce human trafficking but rather contribute to it by driving the trade underground thereby, rendering it more profitable for the traffickers. Traffickers are able to operate with impunity because of inadequate law enforcement and protective measures for migrants, and in some instances, due to official corruption.

It has also been observed that trafficking is largely being dealt by many States and stakeholders within the context of transnational organized crime, law enforcement and border control. However, it is important to recognise that the growth in trafficking networks is closely linked with the discrepancy between the number of persons who are migrating and the legal opportunities for them to do so. While such discrepancies remain, it will be difficult to address trafficking in an effective way. States of destination should consider reviewing their immigration policies to develop greater opportunities for lawful and mutually beneficial migration.

OHCHR's trafficking project's recent and on-going outputs which have a bearing on migration and development include:

1. Finalization of a user-friendly version of ***Recommended Principles and Guidelines on Human Rights and Human Trafficking***;
2. ***Frequently Asked Questions on Human Rights and Human Trafficking***;
3. ***Trafficking in Eastern Europe***. A ten country study published and disseminated in July 2004. This was a joint project of OHCHR, ODIHR and UNICEF focusing on root causes and prevention;
4. ***Prevention of Trafficking in the Caucasus***. A five country study, jointly undertaken by OHCHR, UNICEF and ODIHR;
5. ***Critical analysis of anti-trafficking interventions through a Do No Harm Handbook***. This project is underway and is an analysis of anti-trafficking interventions in Asia and Europe, looking at prevention and protection;
6. ***Trafficking and Migration through the Lens of Human Rights***. Finalization of a handbook which is user friendly and looks at linkages between migration and trafficking;
7. ***Beyond Trafficking: A Joint Initiative in the Millennium against Trafficking in Girls and Women in Nepal***. Finalization of the report on the second phase of OHCHR's collaboration on this United Nations interagency project in Nepal;

8. *Lessons Learnt in Eastern Europe*. Finalization of an analytical paper based on anti-trafficking interventions with recommendations and suggestions for new policy directions;
9. *Fact-Sheets on selective countries*. Finalization of stand-alone fact sheets on selected countries mapping the profile of trafficking to serve as background information.

Seminars and projects

- i. **Cross-Border Movements, Trafficking, Human Rights and Human Security**, January 2004, New Delhi, India;
- ii. Parallel event on **Irregular Migration, Trafficking and Forced Labour**, sponsored by the Interagency IGO Group on Human Trafficking and Migrant Smuggling. This panel discussion was held during the 60th Session of the Human Rights Commission in Geneva. Another panel discussion on **Trafficking and Smuggling** was organized during the *Sub-Commission*, and a full day special discussion on **Forced Labour** was organized jointly with ILO during the session of the *Working Group on Contemporary Forms of Slavery*. These discussions were important in addressing root causes and creating connections with related development issues;
- iii. **Collaborative work with UNICEF on methodology and training**. Strong partnership is emerging between OHCHR and UNICEF's INNOCENTI Centre in Florence on fine-tuning research and training methodologies for addressing trafficking in women and children;
- iv. **Coordination of the Intergovernmental Organizations (IGO) Contact Group on Trafficking and Migrant Smuggling** (UNHCR, ILO, IOM, OHCHR, WHO, UNICEF, OSCE and the NGO caucus on trafficking). This activity is ongoing and as of October 2003. OHCHR brings out a bimonthly newsletter on behalf of this Group;
- v. **Extension of OHCHR's trafficking work into Africa**. OHCHR has signed an Aide-Memoire with ECOWAS to assist in capacity-building of West African States in the area of trafficking and its prevention;
- vi. **CEB project on Trafficking and HIV/AIDS**. OHCHR's trafficking programme focal point is also the focal point in this joint initiative sponsored by UNODC at the behest of the CEB which took the decision to focus on trafficking and HIV/AIDS in order to address vulnerability and counter the impact of transnational organized crime. A first joint report was prepared by the end of September 2004. The other partners of this project are ILO, IOM, UNCTAD, UNHCR, UNAIDS and UNODC.

NOTES

¹ The mandate was created by Commission on Human Rights Resolution 1999/44.

² Commission on Human Rights Resolution 2005/47, para. 31.

ACTIVITIES OF THE ILO IN THE AREA OF LABOUR MIGRATION

International Labour Office

The primary goal of the International Labour Office (ILO) is to promote opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and human dignity. As such, the organisation has four strategic objectives:

(a) *Promotion and realization of standards and fundamental principles and rights at work*: through the normative function of promoting and applying all its global standards, and, in particular, freedom of association and collective bargaining, elimination of forced labour and child labour as well as of discrimination in employment.

(b) *Creation of greater opportunities for women and men to secure decent employment and incomes*: through the mainstreaming of employment issues in economic and social policies to support labour market policies that ensure decent work and skills development.

(c) *Enhancement of the coverage and effectiveness of social protection policies*: through greater labour protection in the form of improved gender equality, occupational safety and health, better conditions of work, and improved social security coverage.

(d) *Strengthened tripartism and social dialogue*: through increased capacity of social partner organisations and strengthened institutional mechanisms for social dialogue, including in the context of regional economic integration.

In addition, the ILO conducts policy-oriented *research*, contributes to the development of the global *knowledge base* and responds to requests for technical *advisory services*.

As the international organisation with a mandate for labour issues, the ILO has accorded great importance to international labour migration since its inception. The ILO considers migrant workers as workers, who move for employment to countries other than their own during parts of their economically active lives. As such, the rights of migrants as workers, employment, social protection and participation in social dialogue, as described above, are of particular concern to the ILO and its tripartite constituents. Naturally, the improvement of labour markets, working conditions, skills, occupational health and safety as well as non-discrimination and the portability of social security entitlements are among its key priorities.

ILO's work on labour migration consists of several basic components, which generally relate to the development of the knowledge base; the promotion of relevant international conventions; the strengthening of social dialogue on migration; capacity-building and technical assistance to government and social partner constituents; special action programmes to protect vulnerable groups from discrimination, forced labour or HIV/AIDS; and the building of an international consensus for cooperation on migration.¹

As international labour migration is continuing to receive growing attention internationally, demands for ILO expertise, especially for capacity-building measures and projects for technical assistance are increasing. Given that the majority of international migrants are economically active and thus workers, most areas of ILO's work have some connection with labour migration. In addition, ILO's mandate on

labour migration has been significantly boosted by the adoption of the Resolution and Conclusions on a Fair Deal for Migrant Workers at the 92nd Session of the International Labour Conference in 2004.

A. PROMOTION AND REALIZATION OF STANDARDS AND FUNDAMENTAL PRINCIPLES AND RIGHTS AT WORK

In general, action of the ILO with respect to labour migration is guided by and based on the norms set out in its international labour standards, including the conventions, which are binding on the States that ratify them. All international standards apply to migrant workers unless otherwise specified. Moreover, as specified by the 1998 Declaration on Fundamental Principles and Rights at Work, the provisions of the eight fundamental ILO Conventions apply, without distinction, to all migrant workers regardless of their legal status.

The ILO has a comprehensive set of international labour standards coupled with a unique supervisory mechanism, including scrutiny by independent experts. Several ILO standards are of particular relevance to migrant workers. The ILO Conventions No. 97 on Migration for Employment (Revised), 1949 and No. 143 on Migrant Workers (Supplementary Provisions), 1975 contain important principles relating to the protection of migrant workers. Both Conventions cover issues concerning the whole migratory process including emigration, immigration and transit and apply to persons who migrate from one country to another with a view to being employed otherwise than on their own account. In addition, migrant workers also benefit from the protection of other ILO standards. The high number of ratifications of the eight ILO fundamental Conventions ensures protection of their rights in the areas of freedom of association and collective bargaining, freedom from forced labour, the abolition of child labour and the elimination of discrimination in employment. Other relevant ILO standards, especially in the areas of labour inspection, wages, employment policy, private recruitment agencies, social security and occupational safety and health, are also applicable to migrant workers.

The Committee of Experts on the Application of Conventions and Recommendations (CEACR) meets annually to review regular reports submitted by Member States on the application of Conventions relevant to the rights of migrant workers. The Comments made by the CEACR on the application of Conventions on the situation of migrant workers demonstrate that their concerns are regularly monitored not only through Conventions 97 and 143 but also through other instruments and that this monitoring covers the situation in a large number of countries. ILO research has shown that this monitoring has had a positive impact, particularly with respect to the application of Conventions related to freedom of association, social security and wages. The increasing number of comments by the CEACR on forced labour and discrimination of migrant workers on the basis of sex, race and ethnic origin reflects the growing concern by the Committee in these areas. In addition, the situation of migrant workers has also been discussed by the Conference Committee on the Application of Standards of the International Labour Conference.

The ILO has been working with the newly-established United Nations Committee on Migrant Workers, first to assist them in formulating their work programme, and second on discussing how best to proceed in the work as a treaty body. The United Nations Convention gives the ILO a special responsibility (art. 74) for playing an active role in the monitoring work of the United Nations Committee, and now that the first report on the application of the United Nations Convention has been received, the ILO is working out the practical arrangements for fulfilling that part of the Convention.

Migration under abusive conditions is increasingly part of ILO's focus. Several studies have been concluded on trafficking in European countries, with a view to helping these countries to deal with the situation, and activities are also underway in Mekong Delta and in Africa under large-scale projects.

Trafficking of both children and adults is a growing phenomenon, and it is largely for economic exploitation - indeed, more for this purpose than for sexual exploitation.

Work on the follow-up to the 1998 Declaration on Fundamental Principles and Rights at Work looks at the linkage between forced labour, child labour, irregular migration and trafficking. The ILO established the Special Action Programme to combat Forced Labour (SAP-FL) in 2001 to spearhead ILO activities against forced labour, including trafficking. It is a broad-based technical cooperation programme working in close collaboration with workers and employers, civil society and other international organisations. The SAP-FL aims to address all aspects of forced labour, from the lack of good jobs in the communities where many of the victims of trafficking originate to support for now-freed workers. The SAP-FL approach involves five thematic elements designed to improve efforts to combat forced labour and trafficking : better understanding of the problem; heightened global awareness; stronger legal and policy frameworks; stronger institutional structures; and special projects to help workers in forced labour and trafficking situations. Some ongoing initiatives have been undertaken through project implementation in various countries and regions, including China, Europe, India, Nepal, Pakistan, South-eastern Asia and Western Africa.

The ILO views child trafficking as one of the worst forms of child labour. Poverty, political conflicts, natural disasters, the inability to access schools, gender discrimination, poorly enforced laws as well as the demand for services provided by cheap migrant labour are among the key factors that increase a child's vulnerability to be trafficked. Through its International Programme on the Elimination of Child Labour (IPEC), the ILO has developed a number of regional programmes to combat child trafficking in sub-Saharan Africa, South and South-eastern Asia, Central and South America and in Europe. These are guided by the legal framework provided by the United Nations Convention on the Rights of the Child and the two principal ILO Conventions: Convention 138 (1973) on the minimum age for admission to employment and Convention 182 (1999) on the worst forms of child labour. IPEC activities usually include the mapping of the problem, the development of regional strategies, awareness-raising activities, capacity-building measures and support to stakeholders in the development of rehabilitation or reintegration programmes.

B. CREATION OF GREATER OPPORTUNITIES FOR WOMEN AND MEN TO SECURE DECENT EMPLOYMENT AND INCOMES

Work on the impact of skilled migration has been part of recent activities and a research project implemented with support from the United Kingdom Department for International Development (DFID). ILO is also discussing with the WHO and IOM undertaking joint activities to assess the implications of the migration of health workers. It is planned to develop an Action Programme on the international migration of health sector workers in 2006. Moreover, through its Employment Policies Department, the ILO conducts a research project on youth employment in developing countries that also looks into international migration as a labour market outcome that is determined by lack of employment in countries of origin.

Through its Infocus Programme on Skills, the ILO has sought to identify a number of good practices regarding the skills training for labour migration, which include the provision of skills and appropriate certificates to outgoing migrants that will broadly reflect the qualification structures and skills standards in the countries of future work. Also, the programme seeks to encourage Governments to invest specifically in skills training and foreign language training for nationals seeking to work overseas, as many existing vocational centres are unable to produce the workforce required by international standards. This will improve the employability and competitiveness of migrants. Other measures that have proven successful are permanent advisory structures between migrant receiving and sending countries, including

the involvement of international labour recruitment agencies that will advise on the types of occupations and skills standards which are in demand. Finally, the programme encourages the development of a code of practice for international labour recruitment agencies.

In the 2006-2007 biennium, ILO's Skills Department will tackle issues related to the migration of skilled labour such as brain drain and skills shortage, and continue the promotion of the ILO Human Resources Development Recommendation, 2004 (No. 195). In the Asian-Pacific region, SKILLS is involved with the implementation of the regional Strategic Framework for Skills Development, which has recognized migration as one of the principal areas to be addressed.

C. ENHANCEMENT OF THE COVERAGE AND EFFECTIVENESS OF SOCIAL PROTECTION POLICIES

Technical assistance provided by ILO's Social Security Department covers also migrant workers as equality of treatment of migrant workers with national workers regarding social security coverage and entitlement is one of the basic ILO principles. Technical assistance provided by the ILO with regard to social security for migrant workers relates to the provision of information on bi- and multilateral social security agreements (e.g. for the Eastern African Community) or assistance in drafting bilateral- and multilateral agreements for the maintenance of migrant workers social security rights (e.g. for Albania and Moldova or in finalising the CARICOM AGREEMENT on Social Security for CARICOM Countries). It also includes legal advice on the application and implementation of ratified ILO Social Security Conventions for migrant workers, e.g. for Libya with regard to Convention 118. The ILO also conducts research on social security for migrant workers, e.g. for Recherche Universitaire Internationale Geneve, or on the practical implementation of bi- and multilateral agreements planned with support of the Department for International Development.

With migration and demographic development being interrelated, ILO's Social Security Department has worked on ageing issues for some years. It recently undertook a study to assess the need for replacement migration in the EU under various demographic and economic scenarios. The joint proposal of the Employment sector and Social Protection sector for the 96th Session (2007) of the International Labour Conference on "Employment and social protection in the new demographic context" will, if adopted, also address the migration issue. Even though migration is not directly mentioned in the current proposal, ILO's contribution to the Second World Assembly on Ageing contained several sections on migration.

D. STRENGTHENED TRIPARTISM AND SOCIAL DIALOGUE

The ILO calls for the active involvement of social partners in the design and implementation of labour migration policies. Its Bureaus for Workers and Employers Activities actively participated in both the General Discussion on Migrant Workers of the 2004 International Labour Conference and the development of the Multilateral Framework on Labour Migration. Targeted field activities for the social partner constituents are conducted through ILO's Specialists for Workers and Employers Activities. Experience from diverse regions has shown the added-value of social dialogue in the formulation, implementation and evaluation of comprehensive migration policies. Moreover, in its work, the ILO actively collaborates with other relevant international organisations and it is a founding member of the Geneva Migration Group.

E. IMPROVING THE KNOWLEDGE BASE THROUGH RESEARCH, TECHNICAL COOPERATION AND ADVISORY SERVICES

Through its International Migration Programme, the ILO conducts advisory services and policy-oriented research that cover wide-ranging issues such as the impact of globalization on labour migration, the effect of skilled migration on sending countries, the assessment of emigration pressures, patterns of labour market discrimination against migrant workers, gender issues or the productive use of remittances. The unit also established the *International Labour Migration Database*, which is coordinated with Eurostat and United Nations Statistics Division and promotes the improvement of statistical data collection systems. Recently, the Programme has been implementing an increasing number of donor-funded technical cooperation projects in Europe, sub-Saharan Africa and other individual countries. They generally focus on building the capacity of ILO stakeholders to develop comprehensive labour migration policies and to enhance policy measures to combat discrimination. Activities have also supported selected countries to implement programmes in support of potential victims of trafficking, to improve labour inspection procedures, to set up national tripartite forums on labour migration and to develop action plans. Furthermore, ILO continues to conduct tests on labour market discrimination in a number of major migrant-receiving countries.

Through its Bureau of Statistics, the ILO is developing a series of migration-related questions in a module for attachment to pre-existing household surveys on labour force. The module will be tested in six countries from different regions of the world. Working “intensively” with a limited number of countries, this project evaluates migration items currently collected, develops questions to add to surveys, pre-tests these questions, evaluates pre-tests, and shares these results with other countries involved in this project. The goal is to create questions which effectively measure various dimensions of labour migration and can also be added periodically to household surveys of other countries.

The ILO’s Bureau of Statistics is also participating in the Mode 4 Technical Subgroup of the Task Force on International Trade in Services, Movement of Natural Persons, which is working towards the creation of statistics to cover the activities of natural persons moving across borders, with particular emphasis on balance of payments data. This encompasses, for example, defining and measuring natural persons engaged in the provision of goods and services, employees of international organisations, students, pensioners, as well as the total number of persons crossing borders, remittances and net worth. Other related activities pertain to the participation in Eurostat’s task force to develop a 2008 ad hoc labour force survey module on the labour situation of migrants and their immediate descendants. In addition, the Department participates in the UNSD working group for 2010 World Programme on Population and Housing Censuses, technical subgroup on internal and international migration.

The ILO has also conducted research on migration through its International Institute for Labour Studies. The work concentrated on two “types” of labour migration: (a) the migration of highly skilled people; and (b) temporary migration. These are currently the fastest growing regular migration flows, the new migration channels. Two expert meetings were organized with the purpose of developing practical ideas and proposals for international action that would bring about a more equitable sharing of the gains from migration. The work on highly skilled migration led to a joint activity with the Singapore Management University, which reviews China’s and India’s efforts to reverse brain drain.

The work of ILO’s International Institute for Labour Studies (IILS) examined temporary foreign worker schemes that were launched from the early 1990s onwards and compared them to guest worker programmes of the 1960s. These and other findings, drawing also on work undertaken on the migration of professionals and the migration-development nexus, will be published in a book by Yale University Press in November 2005 entitled *Managing Labour Migration in the Twenty-first Century*. The research also looked at the role of non-state actors and how they interlink with state institutions, including sets of rules

and regulations. Policy dialogue meetings were organized to examine the role of migrants themselves, of establishments of higher learning and of private recruitment agencies. The work further included the organisation of a conference on “*Migration and Development – Working with the diaspora*” that was held on 3 and 4 May 2004, and was co-organized with the German development cooperation agency (GTZ). It explored the role of diaspora communities in bringing about development in their countries of origin; and how can international cooperation contribute to a better use of diaspora resources. Under the heading “*Universities as Immigration Gatekeepers*”, the Institute is also analyzing the role that institutions of higher learning play in migration policy today and the implications this has for both migrant receiving and sending countries. Further research is based on the premise that not enough is known about the private interests that move people across borders today. A policy dialogue on “*Merchants of Labour*”, held on 28 and 29 April 2005 addressed these and other questions. It is planned to publish the findings from this meeting in late 2005. Finally, a recent study looked at the inter-relationship between GATS, Migration and Labour Standards.

Future ILO research on migration will include work of the Institute under the heading of “*decent work in development*.” Based on links between migration and changes in production systems such as “delocalization” and offshoring, and associated changes in trade and investment patterns, there will be further studies on the potential and actual contribution of migration to development goals in both migrant sending and receiving countries. Under the heading “*social goals in the governance of the global economy*” the Institute intends to promote reflection on the lacunae and problems of the existing migration regime, and the needs, options and possibilities for new instruments of governance in this complex field, to complement work by the ILO concerning the proposed development of a multilateral framework for the cross-border movement of people.

F. A NEW FRAMEWORK FOR ILO ACTION ON LABOUR MIGRATION

After the general discussion on labour migration at its 92nd Session in 2004, the International Labour Conference (ILC) adopted by consensus a resolution and conclusions that called on the ILO and its constituents to carry out a plan of action for migrant workers in partnership with other relevant international organisations. True to the mandate of the ILO and its overall Decent Work objective, the Plan of Action should include activities related to employment in countries of origin and destinations, rights at work and protection of migrant workers, and social dialogue. The plan included the following elements:

- Development of non-binding multilateral framework for a rights-based approach to labour migration which takes account of labour market needs, proposing guidelines and principles for policies based on best practices and international standards;
- Identification of relevant action to be taken for a wider application of international labour standards and other relevant instruments;
- Support for implementation of the ILO Global Employment Agenda at national level;
- Capacity building, awareness raising and technical assistance;
- Strengthening social dialogue;
- Improving the information and knowledge base on global trends in labour migration, conditions of migrant workers, and effective measures to protect their rights;
- Mechanisms to ensure ILO Governing Body follow-up of the Plan of Action and ILO participation in relevant international initiatives concerning migration.

In advancing the implementation of the Plan of Action, the Office has prepared a draft Non-binding Multilateral Framework on Labour Migration and a compilation of best practices in labour migration policies that are annexed to it. The Framework itself is composed of 15 principles, under nine sub-divisions, and a Follow-up mechanism. The sub-divisions deal with Decent Work, means for international cooperation, the development of a global knowledge base, effective management of labour migration, protection of migrant workers, prevention and protection against abusive migration practices, migration process, social integration and inclusion, and migration and development. Under each principle, guidelines are formulated with a view to assisting policy makers in the formulation and implementation of measures intended to realize it.

The Non-binding Multilateral Framework will be discussed at a Tripartite Meeting of Experts, scheduled to take place on 31 October-2 November 2005 in Geneva. After the discussion, the draft will be submitted for adoption at the March 2006 session of the Governing Body of the ILO. However, the Framework is but one element of the Plan of Action that was requested through the ILC resolution. Thus, the plan will foster greater coherence among already existing activities and add new ones.

Over the coming years, the activities of ILO's International Migration Programme will be guided by both the Plan of Action and the non-binding Multilateral Framework on Labour Migration. In cooperation with its stakeholders and partners, the ILO will seek to influence the global migration agenda with a view to contributing effectively to the quest for decent work and the management of migration for the benefit of both sending and receiving countries. This will be based on an integrated multi-disciplinary approach that is grounded in the existing international legal framework, social dialogue and strategic partnerships.

NOTE

¹ International Labour Office (2004). Towards a fair deal for migrant workers in the global economy, International Labour Conference, 92nd Session, Report VI.

ACTIVITIES OF THE UNHCR IN THE AREA OF INTERNATIONAL MIGRATION AND DEVELOPMENT

Office of the United Nations High Commissioner for Refugees

The present note details UNHCR's recent work to further understanding of the effects of migration on economic and social development. Additionally, the note provides information on trafficking, as international cooperation to prevent and combat trafficking in persons is one of the five roundtable topics proposed for the High-level Dialogue on International Migration and Development in September 2006.

A. UNHCR'S INTEREST IN INTERNATIONAL MIGRATION AND DEVELOPMENT

1. UNHCR's protection mandate

UNHCR is not a "development agency" nor does it have a mandate regarding international migration. UNHCR's primary mandate is to provide protection and find durable solutions for *refugees* - as defined in the 1951 Geneva Convention relating to the Status of Refugees and its 1967 Protocol. UNHCR also exercises its mandate for protection and solutions in relation to other *persons of concern*, including: *asylum-seekers* (those who have submitted or intend to submit a claim to refugee status); *returnees* (former refugees who have returned to their country of origin); *stateless people* (those who lack an effective nationality and who have been deprived of the usual rights of citizenship in their country of habitual residence, though they may well remain in that country) and *internally displaced persons* (IDPs).

The majority of countries hosting large refugee and IDP populations rank at the lowest levels of the Human Development Index. Refugees are hosted in the poorest and most remote parts of many States, occasionally too close to international borders, and must often compete with local communities for the basics of life. UNHCR has been charged by the General Assembly and the Executive Committee of the High Commissioner's Programme with playing a catalytic role in seeking to encourage development-related investments in refugee and returnee-hosting areas, also benefiting local communities, as a means to encourage self-reliance while in exile and prepare for the durable solutions of voluntary repatriation, local integration and resettlement. Development issues are thus increasingly important for UNHCR's work.

2. The link between asylum and migration – the "asylum-migration nexus"

In recent years, UNHCR's interest in international migration and development has been reinforced by the emergence of a growing debate around the "asylum/migration nexus". This concept is used to describe the phenomenon whereby refugees and other migrants move from the poorer and less stable parts of the world, usually by irregular or illegal means, so as to seek asylum and/or take up residence in more prosperous and secure regions. Given the lack of legal entry possibilities resulting from tighter migration and security-related controls, resort to people-smugglers is a growing feature. To ensure that refugees and asylum-seekers continue to enjoy the right to seek asylum set out in the 1951 Refugee Convention and its 1967 Protocol, and do not become entangled in the growing web of migratory controls and sanctions against those being smuggled, UNHCR has been obliged to focus sharper attention on the relationship between refugee protection, international migration and development.

a. Refugees are not migrants

Refugees are not “migrants” in the lay sense of the word. They move through compulsion, not on the basis of meaningful choice. Their immediate objective is to seek protection from persecution, or from generalized violence. They are not primarily seeking a “migration outcome”. Refugees are, because of their precarious security situation and because of the absence of national protection in their own countries, the recognized beneficiaries of a number of clearly articulated and internationally endorsed rights. States have gone further in supplementing this legal regime of principles and rights with a host of “soft law” guidelines to ensure the proper treatment of refugees. Refugees are also entitled to benefit from the services of a United Nations agency, UNHCR, specifically created to address their protection problems and work with States to facilitate lasting solutions to their problems. In this sense, refugees are an acknowledged and specifically catered for group, with an independent legal personality internationally recognized by at least the 146 States which are party to the 1951 Convention and/or its 1967 Protocol. Looking at the causes of flight together with the framework of rights and responsibilities within which the flight has to be managed, a clear distinction can be drawn between migrants and refugees.

b. The Global Consultations on International Protection and the Agenda for Protection

The main outcome of the UNHCR-sponsored Global Consultations on International Protection (2001-2002) is the Agenda for Protection, which was welcomed by the General Assembly of the United Nations and endorsed by the Executive Committee of the High Commissioner’s Programme in 2002. The Agenda for Protection is an ambitious but practical programme of action designed to improve the climate for and the delivery of protection around the world. The Agenda’s six goals are interrelated and migration is one of several cross-cutting themes. Goal two, “protecting refugees within broader migration movements”, sets out a range of objectives and related activities to encourage better management of the interface between asylum and migration. The ultimate aim is to ensure that people in need of protection find it; people who wish to migrate have options other than improper resort to the asylum channel, and smugglers are prevented from reaping criminal profit from illegal and dangerous manipulation of the entry possibilities afforded by the asylum channel.

c. Achieving durable solutions – better targeting of development aid

UNHCR’s strategies and programmes relating to durable solutions have shifted markedly towards encouraging refugees to develop their own self reliance capacities and have a say in solutions to their own problems. Empirical work illustrates that self-reliance in exile supports refugees’ reintegration upon repatriation and that self-reliant refugees are the first to go home to participate in the rebuilding of their home country.¹ UNHCR has advocated with States, through the Convention Plus initiative launched in 2002 pursuant to the Agenda for Protection, to include refugees and the uprooted in broader development-based strategies both in countries of asylum and in countries of origin, after return. Processes, such as national poverty reduction strategies that focus on the active participation and community empowerment of groups who are vulnerable to poverty, can be used more effectively to achieve this goal. UNHCR is working with partners such as Denmark, Japan, UNDP and the World Bank, to bridge the gap between short term humanitarian programmes and longer term development initiatives.

Too often, however, the needs of refugees, returnees and IDPs continue to be seen solely as a “humanitarian” issue. Although the Millennium Declaration contains specific references to refugees and related burden-sharing arrangements, the Millennium Development Goals and their indicators, for example, give scant attention to people forcibly displaced within and across countries. Neither do the Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF) systematically take into account the longer-term needs of forcibly displaced populations and of the host

communities. Likewise in the transition from relief to development following conflict situations, the sustainability of the voluntary return of refugees and IDPs depends largely upon whether their needs are being included into the reconstruction efforts and self-sufficiency is promoted.

The search for durable solutions for refugees and other forcibly displaced people should commence at the outset of a crisis and should be incorporated more systematically into local, national and regional planning instruments. In recent years, considerable efforts have been made to link humanitarian and development partners more effectively. Whereas in the past, the focus was on ways in which to facilitate the transition from relief to development by 'handing-over' programmes, the emphasis is now on 'integrating' activities with development partners.

B. UNHCR'S ACTIVITIES IN RELATION TO INTERNATIONAL MIGRATION AND DEVELOPMENT

UNHCR joined the United Nations Development Group in early 2003 and seeks to be an active participant and contributor. UNHCR has continuously raised issues of displacement within the group. After undertaking a review of selected Common Country Assessments (CCA) and United Nations Development Assistance Frameworks (UNDAF) and on that basis concluding that durable solutions for displaced populations had been approached in an ad hoc manner, the UNDG finalized and approved a *Guidance Note on Durable Solutions for Displaced People* in late 2004². With the Guidance Note, the United Nations development actors have for the first time adopted a common policy on durable solutions for displaced persons and on how to incorporate them into joint development planning and implementation strategies.

On an operational level and in close cooperation with its partners, UNHCR has developed the *Framework for Durable Solutions for Refugees and Persons of Concern*.³ The Framework consists of three tools: Development Assistance for Refugees (DAR); the 4Rs (Repatriation, Reintegration, Rehabilitation, and Reconstruction); and Development through Local Integration (DLI).

UNHCR is engaged in a variety of activities which address the relationship between international migration and development. These include:

- *Promoting self-reliance* (and, with host-country consent, local integration) amongst refugee populations in countries of asylum, in partnership with host Governments, development actors and bilateral donors. The “Zambia Initiative” (in areas populated by Angolan refugees) and the Uganda Self-Reliance Strategy (in areas populated by Sudanese refugees) provide two examples of this approach.
- *Facilitating the return and sustainable reintegration* of refugees and internally displaced people who are going back to their country and communities of origin, and ensuring that UNHCR's relatively short-term reintegration programmes are linked to longer-term reconstruction and development efforts. UNHCR programmes of this nature can be found in countries such as Afghanistan, Eritrea, Sierra Leone and Sri Lanka.
- *Promoting the realization of the Millennium Development Goals*: In the context of the Convention Plus initiative, UNHCR prepared a note entitled *Putting Refugees on the Development Agenda: how refugees and returnees can contribute to achieving the Millennium Development Goals*⁴. It seeks to illustrate how a targeted development approach towards areas and communities hosting refugees, returnees and internally displaced persons can enable those communities to make decisive contributions towards attaining the MDGs. The paper was welcomed by States, NGOs, United Nations agencies and the World Bank in meetings in April and May 2005 in Geneva. On the basis of the

positive feedback received, UNHCR presented to its Standing Committee a revised version of the note, entitled *Relevance of UNHCR's Activities to the Millennium Development Goals*⁵

- *Participation in the OECD's Development Assistance Committee:* In 2003, UNHCR joined the OECD-DAC Network on Conflict, Peace and Development as an observer. As transition issues and targeting development assistance towards situations of forced displacement do not feature high on the DAC's agenda, UNHCR, in collaboration with the Japanese International Cooperation Agency (JICA), is presently drafting a 'tip sheet' on refugees, returnees and IDPs providing guidance on programming to field staff. Also, UNHCR is completing a study of the two sets of DAC Guidelines: *Helping Prevent Violent Conflict* and *Poverty Reduction*. The studies will examine the guidelines' inclusion of displaced populations and their perception of displaced populations. The preliminary findings indicate that the DAC Guidelines on *Helping Prevent Violent Conflict* thoroughly address the issue of returnees but that neither of the two guidelines sufficiently addresses the issue of refugees. While the *Helping Prevent Violent Conflict* considers returnees as an important factor for reconstruction and development in post-conflict situations, both sets of guidelines reflect the stereotypical perception of refugees as a burden and an obstacle for development and poverty reduction and they do not embrace refugees as development actors who have a potential to contribute to and maximize poverty reduction.
- *Disseminating best practices when it comes to targeting development assistance:* In the framework of its Convention Plus initiative, UNHCR has prepared an *Issues Paper on Targeting of Development Assistance* and a *Statement of Good Practice on Targeting Development Assistance for Durable Solutions to Forced Displacement*. The Statement was the subject of discussion in a meeting convened by UHCR in Geneva in April 2005 and again at a meeting of the High Commissioner's Forum in May 2005. UNHCR is now working with States participating in the Convention Plus initiative on an agreed text on best practices in targeting development assistance for durable solutions for the uprooted.
- *Collecting, analyzing and disseminating data on global forced displacement on a regular basis:* The available data do not only allow for detailed monitoring from a host-country perspective (population size, movements, legal status, characteristics, etc.), but also present a global picture of displacement for each nationality. A unique picture of the locations, size and composition of refugee communities and other persons of concern is thus updated and made available on a regular basis. UNHCR's statistics can accessed through www.unhcr.org/statistics. The Office also continues to build capacities to collect, compile and analyze refugee and asylum statistics through registration support, statistical training, technical missions and participating in intergovernmental and expert meetings and conferences.
- *Sponsoring surveys on the irregular movements of asylum-seekers and refugees:* As part of the Convention Plus initiative, South Africa and Switzerland co-chaired a Core Group (of States, NGOs and international organizations) on the Irregular Secondary Movement of Asylum-Seekers and Refugees, which sought to identify the reasons for the onward movements of asylum-seekers and refugees from first countries of asylum and possible State responses thereto. The Core Group's work was informed by a September 2005 survey of the irregular secondary movements of Somali refugees and asylum-seekers carried out by the Swiss Forum for Migration and Population Studies. One of the main conclusions of the study is that irregular secondary movement is a "rational coping mechanism" for asylum-seekers and refugees who cannot access effective protection in countries of first asylum. The study identified the following broad motivations for onward movement and recommended closer international cooperation specifically focusing on secondary movement to address the root causes thereof:

- ✓ lack of or inadequate knowledge about the availability of asylum, about asylum procedures and/or about the presence and role of UNHCR;
 - ✓ lack of access to UNHCR;
 - ✓ difficulties in accessing an asylum procedure that is fair, efficient and gender- and age-sensitive;
 - ✓ difficulties in accessing registration, either as an asylum-seeker or a refugee, and obtaining corresponding documentation, which is either not made available or not recognized systematically by the authorities;
 - ✓ difficulties for refugees in obtaining a secure legal status;
 - ✓ concerns regarding physical safety, stemming from a range of factors, including lack of security in camps or urban settings and sexual and gender-based violence;
 - ✓ harassment by law enforcement officials, including summary arrest and arbitrary detention, and the risk or threat of *refoulement*;
 - ✓ precarious living conditions (whether in camps or urban areas), when it comes to housing, subsistence support, and access to basic services such as health care;
 - ✓ limitations on freedom of movement, including confinement to camps and restrictions regarding the place of settlement, which in turn limit access to opportunities for employment, self-reliance activities and education;
 - ✓ prohibition of or restrictions on gainful employment;
 - ✓ absence of education, self-reliance and employment opportunities;
 - ✓ limited or no prospects of, as well as unequal access to durable solutions, particularly in protracted refugee situations;
 - ✓ deterioration of conditions of stay and treatment over time;
 - ✓ the desire of refugees and asylum-seekers to reunite with family members; and
 - ✓ the desire of refugees and asylum-seekers to improve their economic situation.
- Launch of the Geneva Migration Group: The High Commissioner has been instrumental in the creation of Geneva Migration Group, which brings together the Heads of five United Nations agencies (UNHCR, ILO, OHCHR, UNCTAD, and UNODC) and IOM, to exchange information; agree upon common positions, responses and actions; and promote greater policy coherence in their migration-related activities.

A number of lessons can be drawn from UNHCR's involvement in international migration and development. First, the international community's efforts to address the issue of international migration and development must take account of and further foster an appropriate normative and legal framework, building on existing instruments such as the 1951 Refugee Convention and key human rights instruments. Second, there is a continuing need to bridge the gap that has traditionally existed between short-term humanitarian programmes and longer-term development initiatives, both in refugee-hosting countries and in countries of origin. UNHCR's *Framework for Durable Solutions for Refugees and Persons of Concern* provides a basis upon which to forge closely links to development actors, especially in post-conflict situations. Third, to bridge this gap, joint planning and programming is required between humanitarian and development organizations. There is also a need to tap both transitional and complementary sources of funding. Fourth, every effort must be made to ensure that the refugees, returnees and other international migrants can effectively exercise their productive capacities, thereby enabling them to contribute to the development of the countries and communities in which they reside.

C. INTERNATIONAL COOPERATION TO PREVENT AND COMBAT TRAFFICKING IN PERSONS

1. Linkages between asylum and trafficking

Trafficking in human beings has been a source of growing concern for UNHCR. Over the last few years, trafficking has come to the fore as a serious human rights concern. As a result of measures taken by States to tighten their immigration controls and to reform their asylum systems, people may turn to smuggling channels as the only feasible means to find safety and in doing so they may find themselves falling prey to trafficking rings. UNHCR has consistently emphasized the importance of maintaining adequate legal channels of access as an important component of broader anti-trafficking and anti-smuggling strategies. It was in this context that the issue was highlighted and considered during the Global Consultations on International Protection and found its reflection in the Declaration of States Parties adopted by the Ministerial Meeting of States Parties to the 1951 Convention and its 1967 Protocol held on 12-13 December 2001.⁶ The objectives of the Agenda for Protection includes an encouragement to strengthen international efforts to combat trafficking and smuggling, notably through the promotion of accession to the 2000 United Nations Convention Against Transnational Crime and its Supplementary Protocols. In addition, States are encouraged to ensure that their asylum processes are open to receiving claims from individuals who have been trafficked, especially women and girls who can base their claim to asylum on grounds which are not manifestly unfounded.

2. The rationale for UNHCR's interest in trafficking

The rationale for UNHCR's interest in the issue of trafficking is essentially two-fold. First, refugees, especially refugee women and children, are particularly vulnerable targets for trafficking rings. A lack of access to legal integration possibilities in host communities has seen refugee women agreeing to take low-paid jobs in the host community or opting for what appear to be more lucrative employment opportunities abroad only to fall victim to traffickers and exploitative situations, including being victims of forced prostitution and sexual slavery. It has also been observed that trafficking rings and their activities flourish in armed conflict and other situations of insecurity and chaos. Second, some trafficked women may, in fact, be considered refugees under the definition contained in the 1951 Convention and its 1967 Protocol, as a result of the trafficking experience and the inability or unwillingness of their country of origin to provide protection against such harm.

3. UNHCR activities in relation to trafficking

Among examples of inter-agency cooperation relating to trafficking are the provision of consolidated comments and the adoption of a common negotiating position with respect to the Council of Europe Convention on Action against Trafficking in Human Beings, and support to the newly created mandate of the Special Rapporteur on the Human Rights of Victims of Trafficking, Especially Women and Children. This mandate was created by the Commission on Human Rights in 2004. UNHCR has subsequently offered practical support to the Special Rapporteur during her field missions to Bosnia and Herzegovina and to Lebanon.

At a policy level, UNCHR has strived to make appropriate contributions to broader initiatives aimed at addressing trafficking by maintaining active participation in a number of relevant inter-agency fora. UNCHR is an active participant in the IGO Contact Group on Human Trafficking and Smuggling (co-ordinated by the OHCHR). This forum has allowed for regular exchange of information on trafficking and smuggling as it affects the individual mandates of the participating organisations and provides a platform for enhancing inter-agency cooperation on policy development and concrete actions such as the development of guidelines, training materials and other practical measures. UNHCR has also contributed

to the drafting and follow up to the Action Plan to Combat Transnational Organised Crime, prepared by ODC and endorsed by the CEB.

Some practical activities carried out by different UNHCR offices in the field are mentioned below, to illustrate more concretely the array of issues around which the exercise of UNHCR's refugee protection mandate relates to trafficking and smuggling:

- Information campaigns undertaken independently or in conjunction with other concerned actors to raise awareness within refugee populations of the risks of irregular migration (including trafficking and smuggling);
- Efforts to improve the quality of protection in first countries of asylum as a means of reducing the pull factors that drive onward secondary movement which is often characterised by trafficking and smuggling, e.g. UNHCR's Convention Plus initiative which is exploring, inter alia, the dynamics of secondary movement of refugees. As part of this initiative, UNHCR is implementing a "Strengthening Protection Capacities Project" in selected African countries, with the support of the European Union and EU Member States, as a means to address the root causes of secondary movements, while improving protection, including assistance, provided to asylum-seekers and refugees;
- Commissioning of and/or funding support to research projects of direct relevance to trafficking in refugee settings;
- Advocacy with States, including through the provision of technical advice on related legislation and practice, to ensure access of trafficked and smuggled persons to refugee status determination procedures, as appropriate;
- Involvement, usually as part of broader inter-agency initiatives, in referral and support mechanisms designed to respond to the protection and assistance needs of victims, e.g. pre-screening and referral mechanisms established in Albania to address the differing needs of asylum-seekers, refugees, stranded migrants and victims of trafficking;
- Inclusion of trafficking and smuggling related materials in a range of internal training activities, to increase the capacity of UNHCR staff members to respond to these issues within the context of the Office's refugee protection mandate; and
- Active participation in a range of external training events to ensure that refugee protection concerns are given due weight and attention in the context of criminal justice responses designed to combat criminal activities associated with trafficking and smuggling.

D. INSTITUTIONAL MECHANISMS TO ENHANCE INTERNATIONAL COOPERATION FOR THE
BENEFIT OF COUNTRIES AND MIGRANTS ALIKE

UNHCR believes that the United Nations can play a valuable role in addressing the issue of international migration by ensuring more effective coordination of the many United Nations agencies and other international actors that are active in this area. The United Nations should also seek to bridge the gap that exists between countries of emigration and immigration, and ensure that an informed public and political debate take place on issues related to migration and development. The United Nations and its member agencies have a comparative advantage that they should exercise in relation to the collection, compilation and analysis of statistical and other data relating to international migration and development.

The report of the Global Commission on International Migration provides a wide-ranging analysis of key migration issues. It stresses that migration and related policies must be based on shared objectives and a common vision. The report highlights key aspects of the linkages between migration and development, pointing out that migrants contribute to development and poverty reduction, through re-investment of their skills and through the scale of their remittances to developing economies. The report also highlights the challenges in achieving the integration of migrants, enabling them to contribute to their full potential within their host communities. The proposal that the Secretary-General establish an inter-agency Global Migration Facility to ensure greater coordination, efficiency and policy consistency among all relevant global bodies, fostering the sharing and pooling of institutional expertise is one which calls for the attention of all United Nations agencies. Increased efforts on the part of the United Nations will be required to consolidate and build upon the various initiatives of recent years and the 2006 General Assembly High-level Dialogue on International Migration will be an important milestone in this process.

NOTES

¹ Bakewell, Oliver (2000). 'Repatriation and Self-Settled Refugees in Zambia: Bringing Solutions to the Wrong Problem', *Journal of Refugee Studies*, Vol. 13.

² The Guidance Note is linked to the 2004 Guidelines on CCA and UNDAF.

³ Executive Committee of the High Commissioner's Programme, Standing Committee, 28th meeting, EC/53/SC/INF.3, 16 September 2003.

⁴ FORUM/2005/4 [www.unhcr.ch]

⁵ EC/55/SC.INF 1 of 13 September 2005, available at UNHCR website on www.unhcr.org

⁶ The Declaration was adopted by consensus by 141 State parties participating in the Ministerial Meeting. A reference to trafficking and smuggling is found in preamble paragraph 6.

MIGRATION AND REMITTANCES

World Bank

A. WORLD BANK WORK PROGRAMME ON MIGRATION AND REMITTANCES

The Bank's interest in migration derives from its links to development and poverty reduction. The Bank has an active research programme on migration and remittances. Almost all the regional departments are also beginning to look into the implications of migration and remittances for their operational work.

The research effort on migration includes extensive data-gathering and analysis on the development impact of migration, so as to identify migration policies, regulations and institutional reforms by developed and developing countries that will lead to improved development outcomes. The migration effort considers the determinants of migration; the impact of migration and remittances on development; brain drain; temporary movements of persons; the link between trade, foreign direct investment (FDI), and migration; social protection issues (including the issue of portability of social security benefits for temporary migrant workers); and governance.

The migration research effort is complemented by a work programme on international remittances that covers improving remittances data; reducing costs and strengthening financial infrastructure; understanding the development impact of remittances; and enhancing the integrity of money transfer systems. For example: The Bank, together with the IMF, leads a working group of statistical agencies, formed at the request of the Group of Eight Industrialized Countries, to better record remittances in national statistics. Its draft report is due in the Spring of 2006. As part of the efforts to reduce the cost of remittances, the Bank co-chairs with the Bank for International Settlements' Committee for Payment and Settlement Systems a Task Force to address the needs of international policy coordination for remittance payment systems.

Some general findings from the Bank's migration and remittances work programme include:

- The benefits of increasing the labor force of high income countries (by 3 per cent, say) through immigration from developing countries would exceed the gains from current levels of aid or from liberalizing merchandise trade. The benefits to countries of origin accrue mainly in the form of remittances sent by the migrants.
- But many small countries suffer because of massive emigration of their skilled workers—the so-called brain drain effect may outweigh the positive impact of remittances.
- The surge in workers' remittances in recent years has made them perhaps the largest sources of external financing in developing countries, especially in small countries.
- Evidence shows that remittances generally reduce poverty in the receiving countries, enabling receiving households to spend greater shares of their income on education and health.
- However, remittance flows – simply that share of income that migrant workers decide to send home – should not be confused with public or private aid.

B. RECENT AND UPCOMING BANK PUBLICATIONS ON MIGRATION AND REMITTANCES

- *Global Economic Prospects 2006: Economic Implications of Remittances and Migration*, to be launched on November 16, 2005, will discuss a scenario analyzing increased international migration; the impact of international migration on migrants and countries of origin; the size of remittances and recent trends; their impact on developing countries at the macro level and at the household level; and possible measures to reduce remittance costs.
- A book entitled *International Migration, Remittances and the Brain Drain*, edited by Maurice Schiff and Caglar Ozden and published in October, 2005, comprising four country case studies on the impact of remittances on poverty and expenditure patterns; and four chapters on brain drain, including a large database on the brain drain; and analyses of the brain gain, brain waste, and the impact on productivity in destination countries.
- *Remittances: Development Impact and Future Prospects*, edited by Samuel Maimbo and Dilip Ratha and published in June 2005, discusses recent trends in remittance flows, and examines the key challenges countries face in harnessing these flows for development.
- *Migrant Labor Remittances in South Asia* discusses the remittance industry's policies, processes and infrastructure in South Asia.
- Several corridor studies (US-Mexico, Canada-Vietnam) have been completed; and more underway.

BRAIN DRAIN VERSUS BRAIN GAIN: THE STUDY OF REMITTANCES IN SOUTH-EASTERN ASIA AND PROMOTING KNOWLEDGE EXCHANGE THROUGH DIASPORAS

Asian Development Bank

The Asian Development Bank (ADB) is increasingly realizing that better tapping the energies and resources of diasporas can be crucial for developing countries. The report will briefly summarize some of the ongoing research in this area. The first study looks at the systematic study of financial remittance flows in South-eastern Asian sender and recipient countries, and offers policy recommendations so that the latter can better take advantage of these flows. The study identifies factors in the policy, regulatory, and institutional framework that have an impact on remittance flows, and proposes action plans that can be implemented at both the country and regional levels to encourage greater remittance fund flow, its effective use, and formal channeling. The second looks at the increased use of associations of highly skilled expatriate nationals in the transfer of knowledge and capacity development, and on the policies and level of awareness among developing countries to capture the benefits of such practices. Comprehensive reviews of such knowledge transfer experiences have been commissioned in the Philippines, People's Republic of China (PRC), and Afghanistan to explore innovative means of improving policies and using networks for knowledge transfer that might otherwise be carried out by non-diaspora, expatriate professionals. Such knowledge transfers can increase the development impact of remittances, and are valuable in their own right.

A. REMITTANCES IN SOUTH-EASTERN ASIA

International migration is increasingly influencing the global economy. Human capital flows from poor countries to rich countries are large and growing. The leading cause is the increasing skill-focus of immigration policy in a number of leading industrialized countries. Cross-border financial capital flows have transformed the global economic and political landscape over the last half-century.¹ Remittances sent by migrant workers amount to some US\$200 billion going to countries and regions in Latin America, Asia, Africa, and Europe. The South-eastern Asia region is an important example of the global trend. Historically, this region has been characterized by fluid migration; however, recent economic and other social factors have dramatically increased the flows of people and money.

Contemporary South-eastern Asia is a region with high levels of labor migration, both short and long term. Most immigrants live and work legally in the host countries based on short-term labor contracts and work visa, but undocumented migration is a growing phenomenon. A significant trend is the emergence of an increasing number of female migrants who make an independent decision to migrate. While Japan and Singapore are predominately immigrant recipients, countries such as Indonesia and the Philippines send immigrants and workers to richer countries, thereby contributing to the largest single foreign exchange activity in labor-surplus countries of Asia, outweighing commodity exports. Among the trends in Asian labor migration is the realization and awareness by Governments of this phenomenon, and related attempts by the state to vigorously control and capitalize on the benefits and burdens associated with it. South-eastern Asian countries with labor surpluses establish facilitating or regulating labor export agencies within the government bureaucracies while attempting to enhance the value of remittances through an array of policies (e.g., tax breaks or forced remittances) and establishing bilateral agreements for protection of their nationals working abroad.

Given these movements, the Asian Development Bank (ADB) examined remittance fund flows from a regional perspective to better understand its trends, and identify policies that can leverage remittances by providing financial intermediation, building assets from migrant earnings, and increasing household assets. The purpose of this project was to have a systematic understanding of remittance flows in South-eastern Asian sender and recipient countries, and offer an informed set of policy recommendations that can help leverage a greater development role of remittances in the countries under study. A regional technical assistance (RETA) project was implemented this year under the Japan Special Fund (JSF) funded by the Government of Japan. The purpose of the project was to conduct a systematic understanding of remittance flows in selected South-eastern Asian countries (Hong Kong, Malaysia, Japan, and Singapore) and to develop an informed set of policy recommendations that can leverage a greater development role of remittances in these countries by identifying policy, regulatory, and institutional frameworks that have an impact on these flows, and propose action plans that can be implemented at both the country and regional levels to encourage greater remittance fund flow, its effective use, and its formal channeling.

In order to understand the trends in migration and remittance flows, ADB looked into a range of issues relevant to donors and development players. These included:

- (i) Migration trends and their social and economic features;
- (ii) Remittance flows both official and estimated figures;
- (iii) Regulatory framework overseeing international worker transfers;
- (iv) Marketplace of remittance flows: channels and competition;
- (v) Role of financial intermediation;
- (vi) Transnational landscape among remittance senders; and
- (vii) Social and economic impact: macro and micro economic trends.

1. Characteristics of migrants

There are several characteristics which define intra-regional migration flows in South-eastern Asian countries. Demographic features such as gender and age, income and education levels of migrants influence their purpose and duration of stay in the host country as well as influences behavior of remittance senders.

Intra-regional migration flows tend to be predominately female, with the exception of Malaysian and Indonesian migrants who migrate to Japan or Malaysia. The “feminization” of immigration from Indonesia and the Philippines has many contributing factors, among them the nature of the work available to migrants in the host country. Based on the survey results, two-thirds of Filipino migrants to Japan are women, many of who work as entertainers, while nearly all migrant workers from Indonesia and the Philippines to Hong Kong and Singapore are women who work as foreign domestic helpers (FDH). FDHs represent 90 per cent of all Asian migrant workers in Hong Kong, and comprise of 30 per cent of the total migrant labour force in Singapore.

2. Duration in destination country

In most cases, the longer a migrant resides in the host country; the least likely they are to continue remitting money to family members in their home country. This behavior can be explained by a variety of factors, including assimilation, migration laws favorable to family reunification, etc. As the study indicated, Filipinos living and working in Japan and Hong Kong tend to stay approximately five to six years in the host country, an average of one to two years longer than their Indonesian counterparts. In contrast to survey respondents in Japan and Hong Kong, Filipinos working in Singapore reported staying *twice* as long as their fellow countrymen working in other destination countries. Indonesians working in

Singapore, meanwhile, stayed *half* as long as their fellow countrymen working in the other destination countries.

3. Characteristics of remittance senders

Remittance sending behavior varies between countries in South-eastern Asia. The average monthly remittance transaction for Filipino and Indonesian immigrants living and working in Hong Kong is US\$300 on average versus US\$289 for those working in Singapore. These amounts to slightly more than twice the amount sent by their counterparts working in and remitting from Malaysia (see table 1). Filipinos and Indonesians working in Japan, however, remit more than twice as much as their counterparts in Hong Kong and Singapore.

TABLE 1: AVERAGE MONTHLY REMITTANCE AMOUNT SENT BY MIGRANTS

	<i>Japan</i>		<i>Hong Kong, China</i>		<i>Singapore</i>		<i>Malaysia</i>	
	<i>Average</i>	<i>Lowest 40%</i>	<i>Average</i>	<i>Lowest 40%</i>	<i>Average</i>	<i>Lowest 40%</i>	<i>Average</i>	<i>Lowest 40%</i>
Philippines	\$532	\$377	\$264	\$190	\$265	\$182	\$100	\$70
Indonesia	\$838	\$422	\$305	\$174	\$291	\$182	\$100	\$70
Malaysia	\$970	\$283	-	-	\$329	\$242	-	-

Source: Survey of Immigrant Sender, TA62120REG South-eastern Asia Workers' Remittance Study, ADB

4. The marketplace of money transfer

The intermediation of money transfers is essential to an effective and efficient marketplace. Such a marketplace operates as a function of prevailing regulatory frameworks, which establish rules on how money is sent and the institutions that are used in the transfer. The remittance transfer workplace also functions in relationship to the number and type of players, demand, size, real and expected volumes, and the structure of competition. Each of these elements define the health of such markets. In examining the context of countries under analysis, it was determined that intermediation for money transfers occurred under structure, however, the regulatory environment varied; Japan and Malaysia practiced strict regulations while Hong Kong and Malaysia's regulations were lax. Moreover, competition was concentrated among no more than 20 players, and transaction costs varied by country and were a function of regulatory environments restricting non-banking financial institutions, than a response to the size of demand. Not all countries in South-eastern Asia have uniform regulations or institutional bodies that oversee money transfers, in most cases, this job is shared by more than one institution. For example, Singapore and Malaysia have a sole regulator – the Monetary Authority of Singapore (MAS) and Bank Negara Malaysia which are responsible for all remittances by either banks or remittance companies.²

5. Transaction cost

Pricing and costs are factors found at the intersection between supply and demand of goods and services. In the remittance transfer industry, it is said that people often resort to informal mechanisms to cope with high costs of regulated channels. The study analyzed the cost of sending remittances through both upstream and downstream corridors: Philippines, Indonesia, Malaysia, Japan, Hong Kong, Singapore and Malaysia. In examining the overall transaction cost of remittances in the countries, the study concluded Japan to have the highest transaction cost (from 2,000JPY to 25,000JPY or about US\$17 to US\$216) and Hong Kong to have one of the least expensive (HK\$25.5 or about US\$3.30). The explanations related to the determinants of these costs focused on exogenous factors such as volume, informality, and regulatory environment in the sending and receiving corridors.

6. Remittances and financial intermediation

While remittances are earnings from abroad to families of immigrants, they also serve as foreign savings, such as earnings from trade, or investment. They serve as a financial stream; however they are not confined in a financial network as they are predominately cash to cash transactions. Yet development is found at the intersection between remittances and financial intermediation. First, by providing financial intermediation through remittances increases benefits to senders and recipients as it brings opportunities to save, borrow, purchase other financial services (insurance, investments), and assists financial institutions to mobilize savings in local communities where the money is allocated. Second, as the transnational family diversifies its dependence on foreign savings with assets built from migrant earnings and saving, one can ensure that family can stay out of poverty after remittances recede and the immigrant worker has returned home or has stopped remitting for other reasons. Third, increasing household assets have national effects on growth and development in an economy. The national savings and investment ratio can grow higher once foreign savings are mobilized to strengthen the productive base of the local economy.

Unfortunately, a development challenge exists in many countries where remittance senders and recipients have limited access to financial intermediation. A small percentage have bank accounts, savings accounts, or access to credit or financial institutions. This represents a policy problem as financial intermediation is limited to the processing of remittance transfers but not to the transformation of senders and recipients into financial asset builders. Transforming individuals from cash-based to asset-based agents has benefits for the individual, family, the intermediaries and the country as savings and investment ratios rise.

7. Migrant's access to financial intermediation

While there remains a perception that migrant workers spend less than one year working abroad, the study showed that a majority spent an average of five years in host countries. While a percentage of immigrants have bank accounts, there appeared to be no clear relationship between sending remittances through banks and owning an account. This is particularly important among immigrants in Japan and Malaysia where options for remitting are restricted to banking financial institutions. In fact, having a bank account does not present a condition for use or access to financial services, as very small percentage of immigrants have financial obligations in their host country.

8. Recipient's access to financial institutions

In examining the receiving side of remittances, immigrants are more likely to return to their countries after being abroad, and given greater financial opportunities and support of their families can improve their living conditions. Evidence suggests that financial intermediation among remittance recipient households have greater effects on their quality of life; the propensity to save and invest in education is higher among remittance recipients, and the demand for other financial services is achieved when the supply side responds to the market preferences of recipients.³

The survey results of remittance recipients in Indonesia, Philippines and Malaysia showed that nearly all remittance recipients in these countries had savings accounts. In addition, a slightly lower but significant percentage of Filipinos, Indonesians and Malaysians working in Japan, Hong Kong, Singapore, and Malaysia had savings accounts in their country of origin. When asked how remittances are used or spent, between 30 to 50 per cent of all respondents reported that some of the remittance is allocated to savings in the home country. Overall, recipients appeared more inclined than senders to choose some form of savings mechanism for remittance funds.

Moreover, when remittance recipients were asked about their financial activities, a large number of Filipinos and Malaysians, and a quarter of Indonesians, listed having a savings account at a local bank. A similar trend was evident when it came to owning a credit and/or debit card. More than one-third (37 per cent) of Filipinos and almost one-half (47 per cent) of Malaysians use either and/or both a credit and a debit card while just 7 per cent of Indonesians used a credit and/or debit card.

9. Study conclusions and recommendations

In attempting to identify trends and patterns in regional remittance flows, the study found the existence of more than two million migrants from Indonesia, Malaysia and the Philippines living and working in Hong Kong, Japan, Malaysia, and Singapore who are sending over US\$3 billion to their home countries. Migrant workers in South-eastern Asia remit, on average, between US\$100 and US\$500 a month and recipients are mostly the parents of migrants, and because of these funds, tend to earn higher incomes than the national average. This study also found a regulatory environment throughout the region that varies by country, however, the commonality shared by these countries was the information requested by the regulators on senders and receivers for purposes of curbing money laundering and other criminal activities.

With regards to marketplace for money transfers, informality exists in some corridors and analysis suggests that transaction costs may be a variable, and that high transaction costs in the formal sector explain the preference for less expensive informal transfers as transaction costs among formally licensed money-transfer businesses range from 4 to 9 per cent of the total remitted amount. The research also found minimal intersection between financial intermediation and remittance transfers. While remittance transfers served as a form of foreign savings, the sender and the receiver had little contact with bank intermediaries.

Although this study provided an estimate of remittance flows, more accurate data collection and analysis is required as in some countries, limited data was collected on the aggregate as financial institutions lacked appropriate methodologies or relied solely on formal flows. Therefore, a cross-border comparative statistical analysis of workers' remittances is required. Additionally, while data collection is important, data analysis is also critical. There is limited information available on the macroeconomic impact of remittances on economic growth and how macroeconomic determinants affect remittances.

The study identified financial intermediation and remittance transfers as the weakest link as well as the most important in the relationship between remittances and development. It recommended increasing the education and awareness among remittance senders and recipients in order to enhance financial intermediation. Additionally, systematic information dissemination mechanisms and materials should be made available to foreign workers (through media, seminars, events, organizations, etc.) to enhance their participation in the financial sectors.

B. KNOWLEDGE EXCHANGE THROUGH DIASPORAS

Debate on how skilled labour migration affects capacity in source countries is currently ongoing. When skilled workers migrate, the source country loses their skills and output. When migrants are disproportionately made up of skilled workers—the source country experiences a decline in average-per-worker income, even though wages for the skills of the migrant worker in the source country (or "skill price") may go up as the supply goes down. Educational investments in the source country become subsidies to the destination country. These effects constitute the much lamented "brain drain."⁴

Some have argued that a vicious cycle can unfold if employed nurses, teachers or engineers are recruited for overseas jobs, leading to a decline in quality and accessibility in health and schooling and unemployment in factories due to an inability to recruit key managers. In the vicious circle, migrants who go abroad may benefit from higher incomes, but if they do not send home significant remittances, or send home remittances that fuel inflation rather than job creating development, those who stayed behind may be worse off. Consequently, if migrants abroad do not return, or return only to rest and retire, there may be only a limited transfer of new ideas, energies, and entrepreneurial abilities from more to less developed countries, so that some migration leads to more migration.⁵

Yet other forces at work where skilled migration leads to "brain gain" help to build capacity in source countries. Case studies suggest that skilled migration can prompt families to invest more in education, both because of the prospect of securing an overseas job and because the skill prices are pushed up in the source country as skilled migrants leave. Source countries also benefit from the return of migrant professionals, bringing back increased skills and knowledge. Some evidence suggests that these return flows are significant, and that many of these return migrants have received further education and training. Education and training in destination countries benefit source countries when skilled migrants return. When skilled migration estimates are adjusted for such return migrants, the net brain drain can be sharply reduced.

Since the late 1990s, an additional element of brain gain has been recognized: in the current era of globalization, global links may be more important than the human capital "stock" in a particular country. A professional may contribute more value to the source country by residing overseas than by returning permanently. In the private sector, for example, firms boost productivity by linking up across borders to integrate production networks that supply raw materials, manufacture components, assemble finished goods, and move them through regional and global distribution chains to consumers. Skilled migrant workers and investors participating in such production networks may benefit firms in their source country, even though they are residing elsewhere. The stunning growth of India's software industry is a notable example. The industry relies on ideas, technologies, markets, and reputational advice of individuals and professional organizations from the diaspora and diaspora-led subsidiaries in key markets such as the United States.⁶

1. People's Republic of China (PRC)⁷

Overseas Chinese professionals (OCPs) are ethnic Chinese residing outside the PRC on a long-term basis, with tertiary degrees, and working in specialized areas, using their specialist knowledge. They may work for universities, research institutions, business, Government and NGOs. Self-employed professionals including high-technology entrepreneurs, lawyers, and freelance consultants, also fall into this category.

An estimated 700,000 PRC students had moved overseas for study by 2003, and about 180,000 of these returned to PRC on a long-term basis, creating a pool of OCPs of 520,000 (including students who may return later). Combining the new OCPs with first generation skilled migrants who left before 1949 (estimated to be 600,000), it is estimated that the total OCPs by the end of 2003 was 1.1 million. The average age is 35, and an estimated 95 per cent are male. An estimated 60 per cent of OCPs reside in the USA, with Japan and Canada the next most important host countries. According to analysis of a random sample of CVs of 103 employed OCPs, 78.2 per cent have PhDs, 16.4 per cent have Master's degrees and 5.5 per cent have Bachelor's degrees. Almost 50 per cent work in private enterprises or are self-employed; approximately 40 per cent of employed OCPs work in the academic field, and the rest work for Government and NGOs. An estimated 65 per cent work in the fields of science or engineering.

The PRC Government has put in place various policies and programmes to attract both the long-term and short-term return of OCPs. There are three main types of government initiatives for promoting knowledge exchange through diaspora networks: policies, concrete programmes, and official websites. The PRC Government has issued numerous policies in this field. Following an index provided by the Ministry of Education, there are 180 government policies issued during the period from 1986 to 2003, including eight general policies issued by the State Council, 90 general policies issued by local government, 34 policies regarding industrial parks exclusively for returned overseas students, seven on education for returnees' children, 27 on personnel policy, nationality, household registration and even marriage of returnees, and 14 policies on customs regulations.

OCPs maintain regular ties with China both on an individual basis and through associations. An ADB sponsored survey found that OCPs make an average of 1.3 visits a year and two "phone calls a week to China." Those working in commercial enterprises and government agencies tend to visit more frequently, almost twice a year on average, than those working in academic or education institutes. The survey shows that over half of OCPs have stable academic or commercial connections with China-based institutes, including 60 per cent of males and 25 per cent of females. The older an OCP is and the longer he/she resides overseas, the more likely he/she is to have stable connections with China. A large number of the OCPs that we surveyed are "very willing" to return to work in China: 50 per cent for return on a long-term basis, and 55 per cent on a short-term basis. The older an OCP is, the more enthusiastic he/she is about short-term return. By comparison, with the decrease in age, the proportion of OCPs who are willing to return on a long-term basis increases.

Interviews and focus group discussions reveal that OCP ties with the motherland are closely linked to their career trajectory, roughly divided into four stages. First, when an OCP has completed their study and moved from being a student to being a professional, he/she often develops a strong interest in contacting China. But, given their relatively limited work experience and other resources, while OCPs are active in exploring various possible means for network building, few achieve tangible collaboration relationships. This is followed by the second stage, when the OCP is preoccupied with gaining a foothold overseas, particularly by publishing as many academic papers as possible. To this end, OCPs often target research communities in the USA and Europe—collaboration with institutes in China is not particularly helpful at this career stage. Thus, this stage forms a relatively "low" period in network building. OCPs enter the third stage when they obtain secure positions such as a long-term contract when the employer. They have more autonomy in starting new research projects and choosing partners for collaboration. Connections with China-based institutes become more beneficial; for example, working with a laboratory in China can cut research costs significantly, and China makes a "natural" top choice when an OCP wants to recruit good postgraduate students. Lastly, those in the later stages of their career often have the most, and also strongest, connections with institutes in China, and they are often motivated by altruistic concerns of helping scientific development in China.

The PRC experience has two distinctive features. First, almost all the programmes are state-led. Although the programmes are aimed at benefiting the wider society, including the private sector, the state remains overwhelmingly the major investor and organizer, and the programmes are implemented through the state. At the first-ever National Conference on Skilled Labour Force and Professionals held by the Central Committee of the Chinese Communist Party and the State Council in December 2003, the President, the Premier, and the Vice President all delivered important speeches. OCPs have become a new political constituency for whom special policies have been designated, institutes set up, resources provided, and for which government departments compete with each other for resources and demonstration of achievement.

The second feature of OCP programmes is the emphasis on profitable projects as the most desirable outcome (most typically joint ventures between OCPs and domestic enterprises). Sometimes, helping to

set up profitable enterprises becomes the central goal, and knowledge exchange is only supplementary. There are good reasons for the emphasis on profitable projects. First, the connections between OCPs and China in general have become increasingly business-driven. Second, from the organizers' point of view, "deliverability" is critical—the concrete results that a programme can yield—are essential for the sustainability of their work. This is particularly true for the local OCAO that require a specially allocated budget from the provincial and municipal governments to support their work. It would be difficult to justify constant requests for funding without the identification of specific deliverables. Lastly, demonstrable results are important for government departments, as this provides the most convincing evidence about their performance. For this reason, a government department is often very keen to have a large number of agreements, no matter how tentative, signed on the spot at an event that they organize.

However, this project-oriented approach is at odds with the basic fact that knowledge exchange is by definition a long-term and multifaceted process. The project-oriented approach also fails to reflect the reality that enrolled students overseas continue to form the main part of the OCP, and that work with OCPs is to a great extent an investment for the future, for which there is unlikely to be immediate achievement. How to establish contacts with self-financing overseas students—who have little connection with the Government, but are set to form the majority of OCPs soon—remains a challenge. Furthermore, paradoxically, the emphasis on profitable projects does not mean that existing OCP programmes truly link themselves into the dynamism of the global economy or domestic industries.

Bearing in mind the key features of state leadership and project-orientation, the policy recommendations flowing from this study are two-pronged. On the one hand, at least some government agencies should make the OCP programmes less commercially project-oriented, and instead adopt a longer-term view with less emphasis on immediate deliverables and payoff. On the other hand, the government should try to better facilitate the mobility of the highly skilled among the workforce to the global high-tech industry rather than focusing narrowly on shorter-term return, regardless of whether it is permanent or temporary. Only by moving in this direction can the OCP programmes sustain themselves successfully and contribute effectively to China's development in the long term. More specifically what is needed includes the following:

- Improved cooperation between government agencies across all levels (particularly between central and local levels) and between different agencies at the sub-national level. Duplication of effort and a lack of coordination between ministries at the central level clearly is a problem. Given the unusual complexity of inter-ministry relationship, there is a need for a better division of labour that may be achieved through the inter-ministry consultation process put in place by the central Government. In addition, evaluation research is needed to assist each department in identifying its comparative advantage and focus. As a first step, ministries can work together to improve the data-collecting system on OCPs. One scenario that may be pursued is where different departments focus on *policy*, *project*, and *people*, respectively.
- Despite the enthusiasm for profitable projects, the actual amount and impact of the economic contribution made by OCPs through government programmes remains unclear. Thus far, based upon evidence developed and analyzed in this research project, the net outcomes of the outflow of OCPs (mainly students), the return of OCPs, and developments in the high-tech industry in China are separate and distinct. In comparison, India's experience of growth and diversification in its IT industry and with the mobility and flexible use of its IT professionals suggests that mobility itself has become an integral part of the process for assisting the development of the high-tech industry. Facilitated by firms that combine technology development and labour supply, professionals migrate as part of trade in services rather than as a result of individual behavior and incentives. Mobility of this type helps small firms accumulate capital and fosters global business connections and investment. To achieve these types of outcomes, it

appears that the Chinese Government should link its OCP work more closely to its overall strategy for science and technology development and international trade in services.

2. Philippines

Filipino skilled worker migration has some elements of a virtuous migration circle. There are an estimated 2.5 million overseas Filipino professionals (OFPs), or over 32 per cent of total migrants. OFPs largely migrate for work rather than study, and are employed in managerial, professional and technical jobs prior to leaving the Philippines. OFP opportunities are vital in meeting demands for new jobs. In 2004, the Department of Labour and Employment (DOLE) announced that nearly 1.5 million Filipinos have been placed in new jobs, with over 60 per cent of those job placements overseas. Because the proportion of OFPs in total migrant flows is twice the proportion of workers with tertiary education in the labour force, it is reasonable to assume that the proportion of new managerial, professional or technical jobs filled overseas is more than 60 per cent.⁸

99 per cent of OFPs have only Bachelor's degrees. A study identified four types of professionals that migrate: teachers, engineers, nurses, and computer and ICT professionals.⁹ A 2002 survey indicated that 170,000 nurses were employed overseas, compared to less than 27,000 nurses working in the Philippines. An estimated 3,000 Filipino doctors are working overseas as nurses. The Philippine Software Association (PSA) has complained about the loss of the country's best ICT professionals to countries including the United States and Singapore. In 1997, the U.S. National Science Foundation reported that 5.1 per cent of the total Filipino populations in the U.S. are computer scientists and 12.4 per cent are engineers. Approximately 27.2 per cent of the total Filipino population in Australia are professionals (Ibid:14).

The Philippines, in spite of having a good reputation globally for the management of migration flows, does not have the policy to address the development potential of skilled labour migration.¹⁰ The reasons for this possibly include the Government's inability to integrate the vital role of international migration into national development policy.¹¹ While the Medium-Term Philippine Development Plan (MTPDP) 2004-2010 has sections that address ways overseas Filipinos can contribute to development (e.g., as investors), they do not constitute a clear policy perspective and design for the country to strategically tap skilled migration so that gains are harnessed, and costs minimized.¹²

Most developing countries like the Philippines do not have a policy or resources to encourage knowledge exchange from skilled migrants and diaspora associations. However, there are laws in these countries that provide incentives to returning overseas workers and steps need to be taken to encourage migrants to repatriate their skills and technology acquired abroad. While professional associations in these countries have started their own initiatives (e.g., Philippine Medical Association, associations of specialist doctors have agreed to encourage their members, especially new graduates, to serve the country first for three years before migrating, thereby enabling the country's health sector to build a new roster of medical professionals to replace those migrating overseas), additional steps need to be taken to promote knowledge transfer initiatives. These endeavors need to be undertaken not just by overseas-based migrant networks or associations, but by groups of overseas foreign workers nationwide, civil society groups and academic/research institutions, the business and government sectors, and by international organizations. These brain gain activities deserve more attention that they have in the past – especially from multilateral organizations and donor agencies. Even if the outright repatriation of financial capital is not assured from these brain gain programmes, any developmental resource from overseas citizens will benefit the motherland and should be welcomed and fully harnessed.¹³

Migration is said to be an investment that has unsure benefits and costs.¹⁴ Given today's clamor to harness the supplementary resources from international migration to benefit countries of origin, it is

hoped that various initiatives result in significant socioeconomic gains for these countries. The commodity that should be lured back is the knowledge and skills of overseas workers. Knowledge is a great leveler, and it cannot be stolen.¹⁵ Still the country may lose much of the potential gain from knowledge transfer activities and integration of intellectual and professional resources possessed by skilled migrant labour if it does not strategically harness these resources as to spread developmental benefits.¹⁶ The potential positive distributional consequences to the entire nation that would flow from well-conceived and implemented policies and programmes to stimulate knowledge transfer appear to be very high and, consequently, worthy of vigorous attention and energy.

NOTES

¹ Kapur, Devesh (2005). *Give Us Your Best and Brightest: The Global Hunt for Talent and Its Impact on the Developing World*. Washington, D.C.: Center for Global Development.

² The MAS is also the sole regulator of finance companies, insurance companies, securities firms, and moneychangers.

³ Orozco, 2005.

⁴ Rosenzweig, M. R. (2005). "Consequences of Migration for Developing Countries", paper presented at United Nations Expert Group Meeting on International Migration and Development, New York, 6-8 July.

⁵ Martin, Philip (2005). *Migrants in the Global Labor Market*. Global Commission on International Migration.

⁶ Wescott, Clay (2005). "Promoting Knowledge Exchange through Diasporas", paper presented at G-20 Workshop on Demographic Challenges and Migration, Sydney, 27-28 August; and Wescott, Clay. "Forward" in Xiang Biao. *Migrant Networks and Knowledge Exchange: How China Reaches Out to Its Scientific Diaspora*. Oxford: Centre on Migration, Policy and Society (COMPAS), in press.

⁷ Draws from Xiang Biao, *op. cit.*

⁸ Wescott, 2005.

⁹ Albuero, F. and Abella, D. (2002). "Skilled labor migration from developing countries: Study on the Philippines." *International Migration papers* 51. Geneva: International Labour Office.

¹⁰ Opiniano, Jeremiaah M, Patricia Anne M. and Castro (2005). "Technical Assistance to Ayala Foundation U.S.A. for Promoting Knowledge Transfer Activities through Diaspora Networks: A Pilot Study on the Philippines". Manila: Ayala Foundation USA. Draft Report.

¹¹ Macaranas, F. (2005a). "Harnessing Pinoy Creative Solutions to Brain Drain." Presented at the Third Global Filipino Networking Convention. Cebu City. 20-22 January.

¹² Opiniano, 2005.

¹³ Wescott, 2005.

¹⁴ Macaranes, 2005.

¹⁵ Macaranes, 2005.

¹⁶ Opiniano, 2005.

HIGHLY-SKILLED MIGRATION

International Centre for Migration Policy Development

A. THE MIGRATION OF THE HIGHLY-SKILLED AS A NEW POLICY CONCERN

1. Background

In recent decades, migration issues have moved closer to the top of the policy agendas of public authorities at all levels of Government. Migration issues have become the subject of regular debates at local, regional, national, international and even supranational governing bodies, each of them addressing various migration issues from their own perspectives and with various concerns and interests. Common to most debates on the optimal formulation of policies for the regulation of *economic* migration are the underlying questions of how to enhance the benefits of migration, while at the same time minimizing the negative social and economic effects for one's own constituency. It is in this context that the topic of migration of the highly skilled has once again assumed great prominence both from the receiving and the sending side perspectives.

2. Perspectives on highly-skilled migration

Migration of the highly skilled has already been a hotly debated issue during the development debates of the 1970s, usually under the heading "brain drain". The newly found interest in highly skilled migration is more balanced, more concrete and is evident, for example, in the quest for the formulation of selective admission policies designed to attract and retain highly skilled migrants (e.g. through points systems or through Green Card schemes). The new concern with highly skilled migration on the receiving side is, once again, mirrored by an increasing concern about the loss of skilled workers on the sending side.

Not surprisingly, migration of the highly skilled has also raised interest among academics and at the level of international organizations. In recent years several studies on the topic have been produced by organizations like the OECD, ILO and UNCTAD. On the level of the EU, a supranational organization with increasing competence in the field of migration, a recent (2005) Green Paper on the Management of Economic Migration by the European Commission implicitly suggests an EU-wide "Green Card" system for certain highly skilled migrants.

Given the amount of attention paid to highly skilled migration it is easy to assume that the concept of the "highly skilled migrant" is a well-defined one and that everyone is talking about the same subject. Yet, this is far from being the case and the term "highly skilled migrant" still remains a "hazy" and ill-defined concept. The final (2005) report of the Global Commission for International Migration even suggests that "the traditional distinction between skilled and unskilled workers is in certain respects an unhelpful one" and proposes the use of the term "essential workers" instead. Yet, this is certainly not what most Governments have in mind when thinking about the design of specific policies to attract talented immigrants.

A particular problem arises for policy makers when the intentions of their policies should be measured against concrete outcomes. Most often, in order to operationalize the concept of "highly skilled" for statistical purposes, the level of educational attainment (e.g. years of schooling or completed secondary/tertiary education) is used as a proxy for "highly skilled". In addition, even using this imperfect proxy for counting the "highly skilled" among migrant populations, there are substantial

deficiencies and gaps in the statistical data available, “making it difficult to grasp the complex international mobility patterns of highly skilled workers”, as the latest (2005) OECD SOPEMI report has pointed out.

In the light of these difficulties of measuring the migration of the highly skilled it should perhaps not come as a surprise that the debate on the economic and social effects of highly skilled migration (both on the sending and receiving side) has produced questionable and sometimes contradictory results. The emigration of highly skilled persons is sometimes denounced as “brain drain”, harmful to the economic development of sending countries; sometimes welcomed as “brain gain” or “brain circulation” through return migration; and sometimes viewed as a more neutral phenomenon in view of the high remittances generated. Similarly the immigration of highly skilled workers has been interpreted as outright positive, neutral or even harmful in view of the “de-qualification” of skills acquired abroad.

Rather than evaluating or commenting the various findings on the economic and social effects of skilled migration, the remaining paragraphs will suggest a few issues for consideration in the formulation of policies on skilled migration.

B. SHAPING A NEW POLICY OF REQUIRED-SKILLS MIGRATION

1. The impact of skilled immigrant selection policies

Contrary to widespread perceptions among policy-makers, the influence that specific admission policies can have on the actual skill composition of its immigrant population is at best limited. The (imperfect) data on the skill composition of immigrants suggests that in most industrialized countries there is a bi-polar skills distribution of immigrants with disproportionate shares of migrants in both the low-education and the high-education categories. Both have come about less through deliberate policy choices and more through market forces and free choices of individual migrants.

Future policy choices, too, will at best have a limited effect on the actual skill compositions of future immigrant cohorts. Governments will continue to be constrained by various, sometimes competing, demands and interests in immigration policy making and the share of migrants selected solely for their specific skills will necessarily remain limited, while other considerations (humanitarian, family-reunification, security, etc.) will continue to play a role.

Having said this, Governments still retain important room for maneuver. Real-life migration selection mechanisms do shape the skill composition of important sub-groups of total immigrant admissions. And different mechanisms produce differential results, as evidenced by the high shares of skilled migrants admitted through the largely skills-based admission mechanisms of Canada and Australia. In Europe, too, Governments have developed a new interest in skill-based admission systems and in some cases special quotas and incentives to attract highly skilled migrants have been put in place.

In no cases, however, are skill levels (i.e. the amount of schooling completed) the sole criterion for selecting qualified immigrants. In European countries, the most important criterion is usually the concrete offer of a job that, together with certain other requirements (e.g. minimum level of education or salary threshold), should lead to the selection of qualified immigrants. In addition, in many European countries highly skilled immigrants, like other labour migrants, need to pass an “economic needs test”, demonstrating that a concrete job offer cannot be filled by domestic applicants. In the case of “points-system” admission mechanisms, too, the educational attainment is but one criterion which, together with professional experience, occupation, age, language skills, family ties etc., should align labour market requirements with new labour supply generated through immigration.

2. Shifting the focus of skilled immigrant selection policies

Whether admission systems are based on individual economic needs tests, based on unfilled job offers, or not, the basic aim of selection mechanisms for skilled immigrants should be the **long-term employability** of qualified immigrants once admitted. There is no point in recruiting highly specialized qualified immigrants for acute skill-shortages only to find them laid off in the short term and with poor job prospects in other sectors of the economy.

Short-sighted admission policies are harmful not only for the skill requirements of highly dynamic advanced economies but also for the qualified migrants themselves who may quickly find their unused skills deteriorated and eventually obsolete. To illustrate: a (2001) study by the City of Malmö, Sweden's third largest city, found that 44 per cent of the city's immigrant taxi drivers had academic degrees. Thus, the proverbial academic taxi driver from a low-income country in the streets of any western city may find her/himself trapped between the poor prospect of returning home with no job or savings and staying on with little hope of upward mobility.

What is needed, therefore, is a sharpened focus in selection mechanisms on the **continuous employability of skilled immigrants** ensuring their continued labour market success even in case they lose their first jobs in their host country. Thus, selection criteria need to place more emphasis on a broad range of skills providing enough flexibility to stay involved in a highly dynamic work environment.

A selection system for highly skilled migrants focusing on employability and flexibility should then not be burdened by employer-sponsored work permit criteria. While the selection mechanism may include a concrete job vacancy as one of the criteria for admission, continuously tying work and residence status to an employer would be counterproductive for the career development of highly skilled migrants. It may even make them more vulnerable to pressures exerted on them from their employers, thereby placing them in uneven competition to other employees. Thus, once admission on the basis of a well-defined list of required qualifications is granted, a secure and flexible long-term residence and work status (provided, for example, by a special "Green Card") is preferable to employer-tied systems.

A final observation should be provided on the range of stakeholders to be included in the design and implementation of any kind of skilled immigrant selection system. Migration policies are usually formulated on the national level, while the primary responsibility for implementation and the most immediate points of contact for the migrants are at the local level. Therefore, to devise a coherent set of migration and integration policies, the involvement of local authorities from the very start of the planning process is required, in this as in other areas of migration policy making.

RECENT IOM ACTIVITIES RELEVANT TO THE UPCOMING HIGH-LEVEL DIALOGUE ON INTERNATIONAL MIGRATION AND DEVELOPMENT

International Organization for Migration

The IOM Constitution recognizes that migration may stimulate the creation of new economic opportunities in receiving countries, and that a relationship exists between migration and the economic, social and cultural conditions in developing countries.¹ IOM strives to substantively contribute to the work of the international community to harness the development potential of international migration. Underlying IOM's work is its commitment to the principle that migration, if properly managed, can contribute to the growth and prosperity of all involved – countries of origin, destination and transit, as well as individual migrants. In this sense, migrants and diasporas are considered as potential agents of development, contributing to human, social and economic development through investment, remittances, expenditure, entrepreneurial activities, and the application in their home country of newly-developed skills, newly-acquired knowledge and technology.

As the sole intergovernmental organization dedicated exclusively to migration, IOM's work encompasses a variety of migration management activities throughout the world. The organization is active in areas commonly associated with the migration-development nexus, such as labour migration, remittances, diasporas, root causes of migration, return and reintegration and the role of migrants and diaporas in post-conflict reconstruction. In addition, its work extends to other areas with implications for development, for example, the intersections between migration and trade, between migration and health and between migration and the environment. In recognition of the fact that other policy domains, such as trade, labour and health, are becoming more and more relevant to migration management, IOM is increasingly exploring the intersections between international migration and related policy domains. Respect for the human rights and dignity of migrants guides IOM's work in all areas.

The scope of this paper does not permit comprehensive treatment of all of IOM's recent activities with a migration-development nexus – instead, the paper describes representative activities, beginning with activities cutting across several migration and development topics and then describing activities that are focused on the five topics proposed for the roundtables at the United Nations High-level Dialogue on International Migration and Development.

A. IOM'S CROSS-CUTTING ACTIVITIES

Several of IOM's activities are relevant to multiple migration and development topics. A representative selection of recent activities with such a cross-cutting nature follows.

1. Operational programmes

IOM has an operational budget of more than USD 1 billion (2005 estimated) and over 1300 on-going projects implemented by approximately 255 field locations. A substantial portion of these projects relate to the nexus between migration and development; their substance and structure differ depending on particular circumstances and needs.

Given the difficulty of exploring the vast number and broad range of IOM migration and development-related projects in a document of limited length, this section will briefly describe certain project categories with direct relevance to the intersection between migration and development.

a. Emergency and post-crisis operations assistance

In emergency situations, such as the South Asia earthquake, the Asian tsunami, Afghanistan, Timor-Leste and Kosovo (Serbia and Montenegro), IOM (1) provides rapid humanitarian aid to displaced populations by supplying emergency shelter, transporting relief materials, and assisting in medical evacuations; (2) stabilizes populations through the provision of short-term community and micro-enterprise development programmes; (3) actively supports Governments in the reconstruction and rehabilitation of affected communities by being the lead service provider of transitional shelters, health care services, counter-trafficking activities, psycho-social activities, capacity building for disaster, transportation and logistics, and registration and information management of affected populations; and (4) returns and reintegrates internally displaced persons, demobilized combatants and persons affected by national disasters. In addition, in cases where conflicts have provoked mass emigration and disrupted an area's political and administrative systems, IOM has supported structures to facilitate voting for the eligible electorate residing outside set boundaries.

b. Migrant integration

Strategies to support the adjustment of migrants to their new environment in countries of destination can reinforce the positive effects of migration for origin and destination communities alike. IOM's integration activities take place not only in countries of destination but also in countries of origin, as the effectiveness of integration can be enhanced when the integration process begins in the country of origin, prior to emigration. With a view toward empowering migrants and refugees and enhancing their prospects for effective integration, IOM (1) disseminates information in home and host countries on the rights and obligations of migrants and refugees, (2) offers pre-departure cultural orientation services to facilitate their adjustment to life in a new country, and (3) provides advice and counseling related to services available to them in the host country. In addition, the organization also engages in awareness-raising activities targeting the host society, which are used to highlight the contributions newcomers bring and, in turn, to improve their perception and acceptance thereby reducing the risks of discrimination and xenophobia. At the same time, IOM extends technical support to government officials and other practitioners working with migrants through training, advisory services and other capacity building means.

c. Return of qualified nationals

The return and reintegration of skilled and qualified nationals abroad can benefit the national development or rehabilitation and reconstruction process of developing countries, countries with economies in transition, or countries recovering from conflict situations. Project components include recruitment, job placement, transportation and limited employment support. These projects can help shape the economic and social environment in countries of origin in a manner conducive to further returns.

d. Involving diasporas in development

Several of the organization's programmes facilitate the contributions that migrants and diasporas can make to development,² including programmes for (1) the voluntary return and reintegration of qualified nationals, which result in the transfer of knowledge, skills and technology to countries of origin in regions including Africa, Asia, Eastern and Southern Europe and Latin America (discussed above); (2) small-scale enterprise development; and (3) assessment surveys and database development. Recognizing that migrants make important contributions to their countries of origin through transfers of skills, knowledge, and technology, several IOM projects incorporate information and communication technologies (including the internet) as important tools for these transfers. One notable IOM programme to facilitate diaspora contributions is *Migration for Development in Africa* (MIDA), which aims to develop the potential synergy between the profiles of African migrants and the demand from countries, by facilitating the transfer of vital skills and resources of the African diaspora to their country of origin. MIDA targets African professionals, entrepreneurs and experts in diasporas who are willing and able to contribute their skills as well as financial and other resources to the development efforts of their home countries.

e. Economic and community development in areas of high migration pressure

Lack of economic opportunity is a primary reason for migration and underscores the close relationship between migration and development. Improving the underlying economic and social conditions in areas of high migration pressure – addressing these root causes of migration – is an important element in any comprehensive approach to migration management. IOM addresses root causes of economically-induced outbound migration by enhancing the ability of Governments and other key actors to focus development actions more strategically on home country migration dynamics, to create conditions of choice so that persons have viable alternatives to migration. These activities focus on expanding economic opportunity and improving social services and community infrastructure in specific geographic areas prone to economically-induced outbound migration, or areas in need of development to sustain the return of migrants. These projects generally include one or more of the following elements: (1) livelihood enhancement activities, including micro-enterprise and job skill improvement programmes; (2) community development activities to improve local living conditions, key infrastructure and social services; (3) assessment and planning exercises; and (4) sharing of best practices and encouraging and promoting dialogue and consultation on the link between migration and development.

Certain of the projects in these categories, as well as IOM's activities in the areas of labour migration, counter-trafficking and remittances, are highlighted in other sections of this paper.

2. Policy dialogue

IOM is committed to facilitating and supporting global and regional policy dialogue on migration issues, and encourages the engagement of other stakeholders in addition to Governments in these dialogues. Through achievements such as the identification by States of common interests and understandings and the realization of the possibility for collaborative approaches to managing migration, these dialogues fundamentally enhance the prospects for the realization of the positive potential of migration.

a. International Dialogue on Migration

IOM Council's International Dialogue on Migration (IDM) is a forum where Governments and IOM, together with other relevant inter-governmental organizations (IGOs) and non-governmental organizations (NGOs), are able to explore modern migratory movements and the policy opportunities and challenges that they pose. The purpose of the IDM is to contribute to a better understanding of migration

and to strengthen cooperative mechanisms to comprehensively and effectively address migration issues. Details on recent activities are included in other sections of this paper.

b. Support to Regional Consultative Processes

Regional Consultative Processes on migration (RCPs) are significant mechanisms for facilitating informal and non-binding inter-state dialogue and cooperation on migration issues. IOM participates in most of the major RCPs as a member, partner, or observer; provides secretariat-type services for many of the major RCPs; and contributes to RCPs in other ways at the request of participating Governments (for example, through research and information dissemination, policy advice, capacity-building and technical cooperation, and project implementation).

In April 2005, IOM and the Global Commission on International Migration (GCIM) jointly hosted a workshop which brought together government representatives and secretariats of nine major RCPs worldwide. This was a first-ever opportunity for the major RCPs to meet in a common forum, and the participants generally agreed that the inter-regional gathering was a very valuable experience. Among other topics, participants discussed issues such as the contribution of RCPs to the governance of migration at the national and inter-state level, similarities and differences of RCPs, determinants of success and failure, the range of involved ministries, the role of civil society, links between the various RCPs, and possible implications for the future.³

c. International Agenda for Migration Management

The *International Agenda for Migration Management*, a non-binding reference system and policy framework on migration management at the international level, was finalized following the Berne II Conference (December 16-17, 2004), attended by some 300 participants representing more than 100 countries, as well as representatives from international organizations, NGOs and independent migration experts. The IAMM, which was elaborated through a consultative process enabling Governments from all regions of the world to share their different policy priorities and interests in migration, contains 20 “common understandings” for the management of international migration as well as a set of “effective practices” for a planned, balanced and comprehensive approach to management of migration, covering 20 comprehensive areas of migration management, including migration and development. The IAMM has been widely disseminated among governments (including at an IDM intersessional workshop on *Building Capacity to Manage Migration* held in September 2005, at which it was presented as a key capacity building tool) and to the chairs and secretariats of several of the major RCPs. In addition, it was the basis for a capacity building workshop for the South African Development Community (SADC) States in July 2005 (organized by IOM and the secretariat of the Migration Dialogue for Southern Africa (MIDSA)), and will be the basis of a similar workshop planned for Western Africa in November 2005.

d. Engaging other stakeholders in policy dialogue and formation

Stakeholders have differing opinions and approaches to migration management, including its connections to development. Their voices and perspectives need to be heard. The Director General of IOM has recently created a Business Advisory Board (BAB), comprised of chief executives representing a broad cross-section of industries and interests in all parts of the world, with whom he plans to identify and exchange ideas and analysis on global issues relevant to migration and business, and develop practical solutions. The BAB is expected to contribute to the development of migration policy and improvements in policy coherence on migration.

IOM has annual consultations with NGOs and arranges for group or individual meetings at other times on topics of special interest to the NGO community. IOM values its dialogue with the NGO

community and looks forward to broadening and deepening the NGO community's participation in migration policy development.

3. Policy-oriented research and publications

IOM has identified Migration and Development as a priority theme for its 2005-2006 research and publications, recognizing the increasing interest of its member States in identifying policies that maximize the development potential of international migration.

a. Research

Over half of IOM's research studies since 2002 have been conducted in developing countries. IOM's current research studies relating to development include a World Bank-funded study on "*Development-Friendly Migration Policies: A Survey of Innovative Practices in Sending and Receiving Countries*," which examines immigration and emigration policies that advance the beneficial impact of migration on development. In addition, IOM is undertaking a one-year study to investigate the potential contribution of diasporas to home country development, focused on African migrants working in the health sector in Switzerland. Research activities relating to remittances and counter-trafficking are discussed below in Sections B.3 and B.4, respectively.

b. Publications

Several of IOM's recent publications inform the policy dialogue on migration and development, as well as policy development. *World Migration Report 2005: Costs and Benefits of International Migration*, published in June, is the third edition in IOM's flagship series of biennial reports on international migration. It is the first-ever comprehensive study looking at the costs and benefits of international migration, and finds ample evidence that migration, if properly managed, can bring more benefits than costs. In addition to providing updated data on migration flows, stocks and trends since the last World Migration Report (2003), the Report explores several migration and development issues, with chapters on migration and poverty, migrant remittances as a source of development finance, migrant hometown associations, and enhancing the benefits of return migration for development.

In 2005, IOM published *Migration, Development and Poverty Reduction in Asia*, and in 2006 will publish a series of six papers entitled *Migration and its Contribution to Development in China*. In 2004 and 2005, five papers dealing with different aspects of migration and development were published in the IOM Migration Research Series: (1) *The Millennium Development Goals and Migration*; (2) *Migration and Development: New Strategic Outlooks and Practical Ways Forward: The Cases of Angola and Zambia*; (3) *The Development Potential of Zimbabweans in the Diaspora*; (4) *Dynamics of Remittance Utilization in Bangladesh*; and (5) *Internal Migration and Development: A Global Perspective*. The titles of additional recently-released migration and development-related publications can be found in IOM's 2005 Publications Catalogue.⁴

B. IOM ACTIVITIES RELATED TO THE PROPOSED TOPICS FOR ROUND TABLES AT THE HIGH-LEVEL DIALOGUE

The proposed topics for the round tables at the High-level Dialogue, and the broader context in which they are situated, are some of the most pressing issues in the area of migration and development. The following provides an illustrative sampling of IOM's recent activities related to these topics and their broader contexts.

1. The effects of international migration on economic and social development

The available evidence shows that international migration does not have a straightforward effect on development. Rather, it indicates that migration may contribute to the development of both countries of origin and destination, but it may also present challenges. The following IOM activities are illustrative of IOM's efforts to enhance understanding of the migration-development nexus, to work with Governments to integrate migration management into development frameworks, and to promote individual migrants as agents of development.

a. IDM Council session on Valuing Migration (2004)

The overarching theme of the IDM's for 2004 was *Valuing Migration: the Costs, Benefits, Opportunities and Challenges of Migration*. At the Council session, the value of migration was explored in its many dimensions, including economic, developmental, social, cultural and political, in light of the need to identify management policies to maximize migration's value. With respect to the developmental dimension, the dialogue extended to topics including remittances, brain drain and brain circulation, and diaspora mobilization, and it was emphasized that well-formed migration policy can maximize the benefits of migration for all involved, while reducing its costs.

b. Forthcoming conference on migration and religion

At the request of the Moroccan Government, IOM is organizing an International Conference on Migration and Religion in Rabat in December 2005. The overall objective of the conference is to obtain a better understanding of the role of religion in the migration processes, particularly regarding the question of integration. Specific objectives are to contribute to the analysis of the relation between integration, migration, religion and globalization; to assist in identifying means for Governments to propitiate and facilitate religious dialogue aimed at facilitating the integration of migrants; and to assist in identifying policies and programmes to work with migrant communities in host societies. The conference will be aimed mainly at governmental and non-governmental institutions in countries of origin and destination, but also at cultural and religious entities, and the media and education sectors. An Expert Group composed of representatives from IOM, the Moroccan Government, the Ministry of Justice of the Government of the Netherlands, Metropolis, the Islamic Educational, Scientific and Cultural Organization (ISESCO), the World Council of Churches (WCC), the International Catholic Migration Commission (ICMC), and the United Nations Educational, Scientific and Cultural Organization (UNESCO) has been convened to provide advice on the themes and the speakers.

c. Forthcoming conference and workshops on migration and development

On behalf of the Belgian Government, IOM is organizing an upcoming conference on migration and development, in close cooperation with the World Bank and the European Commission. The conference, which will take place in Brussels in March 2006, will examine many of the themes of the High-level Dialogue. In addition, two workshops on migration and development for countries in Sub Saharan Africa will be held in October 2005 and February 2006, jointly organized by IOM and the African Capacity Building Foundation. Operating within international and regional frameworks such as the Millennium Development Goals, the New Partnership for Africa's Development (NEPAD) and the Tokyo International Conference on African Development (TICAD), the workshops are aimed at developing a comprehensive strategy on human resource development and capacity building. The workshops will draw upon regional and country experiences to identify concrete policy, service delivery, training and research measures that can be used to help maximize the benefits of migration for development.

d. Migration and the Millennium Development Goals

International migration, despite its breadth and magnitude, does not feature prominently in the original framework of the Millennium Development Goals (MDGs). Prior to the publication of IOM's Migration and Research Series No. 20 in 2005, *The Millennium Development Goals and Migration*, the relationship between migration and the MDGs had not been widely explored, although both the migration and development communities had become increasingly aware of the close relationship between migration and development and official United Nations documents and reports on the MDGs had started to reflect this shift.

In May 2005, IOM participated in a UNFPA Expert Group Meeting on International Migration and the Millennium Development Goals, held in Marrakech, Morocco. In September 2005, IOM and the Golda Meir Mount Carmel International Training Center co-organized an International Conference for Women Leaders: Migration and Gender Issues within the Millennium Development Goals, in Haifa, Israel, attended by more than 50 senior women leaders from around the world. The conference explored changing trends in the feminization of migration, and examined migration and gender issues in relation to the achievement of the MDGs. A series of recommendations were adopted at the conference, which will be contributed to the High-level Dialogue.

2. The migration of highly skilled persons, and labour migration more generally

IOM's labour migration activities focus on the regulation of labour movements and programmes to assist Governments and migrants in the selection, recruitment, cultural orientation, training, travel, reception, integration and return of labour migrants. The organization carries out its activities in both countries of origin and countries of destination. In addition to the activities described below, IOM works to assist countries in developing mechanisms to counteract as much as possible the loss of skilled workers, and to promote brain circulation by encouraging the return of qualified nationals and their contribution to the development of the country of origin.⁵

a. GATS Mode 4

Barriers to the movement of people have been identified as continuing and substantial impediments to further global economic gains from trade liberalization, gains which are predicted both to exceed gains from further liberalization in other sectors and to benefit developing and developed economies alike. In November 2003, IOM held an IDM intersessional workshop on *Trade and Migration: Building Bridges for Global Labour Mobility*, in partnership with the Organisation for Economic Co-operation and Development (OECD) and the World Bank. This workshop brought trade and migration officials together in a non-negotiating environment to explore the relationship between temporary labour migration and Mode 4 of the World Trade Organization (WTO) General Agreement on Trade in Services (GATS), which relates to the temporary cross-border movement of people to supply services. In 2004, IOM held a follow-up workshop in partnership with the World Bank and the WTO on *Managing the Movement of People: What Can be Learned for Mode 4 of the GATS?* At this workshop, participants considered the actual, practical experiences of Governments in managing the temporary movement of people to see what may be of relevance for ongoing efforts to reduce barriers to trade in services. In September 2005, IOM presented the findings of the 2004 workshop at a Special Session of the WTO Council for Trade in Services. As a result of these workshops, the trade and migration communities are developing a better understanding of each others' language, priorities and perspectives regarding global labour mobility and specifically Mode 4 movement.⁶

Following up on the 2003 and 2004 workshops, IOM is engaging in research, sponsored by the World Bank, to explore how bilateral cooperative approaches can help facilitate and manage temporary labour migration. Current activities include collecting and analyzing the results of a questionnaire on bilateral approaches to managing migration; undertaking further research and literature review on this same subject; and producing a report containing an analysis of the research results.

b. The mobility of health care workers

As a number of countries are experiencing a shortage of health professionals, many stakeholders are resorting to international recruitment of health care workers. The migration of health care workers is increasingly a challenge in the management of health care systems, particularly for developing countries which face public health crises. In recognition of the need to incorporate migration considerations into the management of human resources for health, IOM, the World Health Organization (WHO) and the International Labour Organization (ILO) have formulated and approved a joint project on the migration of health care workers. The collaborative project will pay particular attention to improving the collection, analysis and utilization of data relating to the movement of human resources for health within and between countries, and developing institutional capacity-building to support the efforts of States in managing the challenges to health systems posed by the migration of health care workers. A primary element of this project will be a series of national case studies and consultations over the course of 2006, which are planned to culminate in 2007 with an international conference. In engaging in this joint project, IOM will draw on its past experience with the migration of health care workers.⁷

c. Other labour migration activities

The focus of IOM's labour migration activities is to facilitate the development of policies and programmes that can individually and mutually benefit concerned Governments, migrants and societies by providing effective protection and support services to labour migrants and their families; fostering economic and social development; and promoting legal forms of labour mobility as an alternative to irregular migration. The organization has various programmes relating to labour migration in addition to those programmes on the migration of highly skilled persons, discussed above, and those programmes on remittances, discussed in Section B.3 below.

Notably, IOM supports regional inter-state dialogue and cooperation on the topic of labour migration. For example, IOM has organized and supported three Ministerial Consultations on overseas employment and contractual labour for countries of origin in Asia in response to requests from several Asian labour-sending countries. The first Ministerial Consultation was hosted by the Government of Sri Lanka in Colombo in April 2003. Participants were from the main labour-sending countries in Asia, namely Bangladesh, China, India, Indonesia, Nepal, Pakistan, the Philippines, Sri Lanka, Thailand and Viet Nam. The participating States shared experiences, discussed issues, and made 22 recommendations in three main areas: protection and provision of services to migrant workers; optimizing benefits of organized labour migration (including the development impact of remittances); and capacity-building, data collection and inter-state cooperation. At the second Ministerial Consultations, hosted by the Government of the Philippines in Manila in September 2004, additional recommendations were made in the same three areas. The third Ministerial Consultations, hosted by the Government of Indonesia in Bali in September 2005, for the first time included countries of destination. It became clear at these Consultations that both sending and receiving countries have the same primary concerns and interests in the global labour market: the construction and good management of a fair labour market system, working for the benefit of all.

In addition to supporting regional dialogue, IOM supports government efforts to enter into bilateral labour arrangements and develop special labour migration programmes. These programmes are generally

designed to direct labour flows to specific areas of demand and reduce the need for irregular migration by providing legal alternatives. For example, in 2004 over 300 Guatemalan seasonal agriculture workers were selected and transferred to Canada in connection with an IOM pilot project undertaken at the request of the Guatemalan Government and in cooperation with the Fondation des entreprises de recrutement de main-d'oeuvre agricole étrangère (FERME) of the Canadian province of Quebec. IOM has also assisted in the selection and transportation of foreign workers to Spain and Italy under similar bilateral programmes.

Furthermore, IOM has programmes to help strengthen the labour migration management capacity of developing countries and countries with economies in transition, including their ability to adopt policies, legislation and structures to promote the foreign employment of part of their workforce and generate remittances, while providing safeguards to protect their migrants. The organization also helps middle-income countries find ways to better manage their labour inflows. In addition, IOM offers pre-departure orientation services to inform migrants about their future living and working environment and assists in developing language training curricula to facilitate migrant integration in destination countries.

3. Actions to improve the impact of remittances on development

Recognizing that remittances are, above all, private transfers, but ones which offer development possibilities for communities and countries, IOM's current focus in the area of migrant remittances is on data collection, dissemination of good practices and pilot project implementation. In partnership with Governments, migrants, migrant associations, financial institutions and donors, IOM is also attempting to facilitate the development of policies and mechanisms to improve remittance services to migrants and enhance the development impacts of remittances; and to generate research to support the development of such policies and mechanisms.

a. Remittances research and publications

IOM has recently undertaken research on remittances in the Albania, Colombia, Costa Rica, El Salvador, Guatemala and Republic of Moldova, with a view to assisting Governments to formulate policies which enhance the contribution of remittances to development. These studies generally gather data on topics such as remittances amounts, channels and patterns of use, attitudes toward financial institutions, and potential savings/investment opportunities as well as access and obstacles to use of formal remitting channels. IOM is also developing generic tools for the design and implementation of remittance surveys to be used by IOM missions, to facilitate the collection of valuable, policy oriented and comparable remittances data. In addition, IOM is preparing a compendium of state policies and practices in Least Developed Countries (LDCs) that affect and/or govern the flow and use of remittances, on the basis of a questionnaire to Governments. The results of the questionnaire will inform an upcoming ministerial conference of the LDCs on the topic of remittances, to be attended by representatives of Governments, financial and banking institutions, the United Nations system and international organizations, migrant associations and others from the private sector and civil society. The organization has also released several publications related to remittances, some of which are described in Section A.2.b above (additional recently-released migration and development-related publications can be found in IOM's 2005 Publications Catalogue).

b. Remittance-related projects

In addition to its research activities, IOM is also implementing remittance-related pilot projects, such as those Guatemala and Tajikistan . In Tajikistan, IOM is working with migrant households, local communities and civil society actors in rural communities to enhance the development impact of remittances and promote the investment of remittances in viable livelihoods for migrant families affected

by emigration. The aim of this pilot project, undertaken in partnership with the United Nations Development Programme (UNDP), is to create a model for community development through remittances in Tajikistan and the reintegration of labour migrants.

In addition, IOM is undertaking a pilot project in Guatemala which is based on an alliance between Guatemalan migrants in the United States, the migrants' families in Guatemala, the Government of Guatemala and IOM as executing organization. The purpose of the project is to build approximately 100 homes for families affected by emigration, approximately 55 per cent of which will be financed by the Government of Guatemala through a grant provided by the Fondo Guatemalteco de la Vivienda (FOGUAVI) with the other 45 per cent to be financed by Guatemalans living in the United States. This project follows on IOM's 2004 survey of the use of remittances in Guatemala, which found, among other things, that the houses inhabited by Guatemalan remittance recipient families are generally in poor condition.

4. International cooperation to prevent and combat the trafficking in persons

One of the core challenges for IOM and its member States is to proactively put in place policies and programmes to combat trafficking in persons, a crime with severe consequences to victims' human rights. IOM takes a comprehensive, human rights-based approach to trafficking in persons within the wider context of managing migration. IOM's wide range of activities (research and dissemination, protection and provision of assistance, and technical cooperation and capacity building) are implemented in partnership with governmental institutions, NGOs and international organizations. In order to facilitate international cooperation on counter-trafficking approaches, IOM supports and encourages regional strategies that enhance communication between countries of origin, destination and transit. In many regions of the world, IOM implements activities that bring together countries sharing similar trafficking problems to find common solutions.

a. Counter-trafficking database

IOM's counter-trafficking database aims to facilitate management of direct assistance to victims of trafficking and to strengthen research capacity and understanding of the causes, processes, trends and consequences of trafficking. It is the only known database with first-hand information on trafficking victims. First introduced in the Balkans, with IOM's assistance to victims of trafficking, the database now includes information generated from nineteen different locations worldwide, giving a perspective reflecting the trends in each region where IOM collects trafficking data.

Government officials, representatives of international organizations, academics and migration practitioners, among others, can request statistical information from the database, sorted by factors such as the following: yearly caseload breakdown; the victim's sex, nationality, age, education level, and/or marital status; the recruitment method; the sex of the recruiter; the relationship between the victim and recruiter; the country the victim agreed to work in; job promised to the victim; the victim's occupation in home country; the type of exploitation; and/or the country of destination.⁸ Thus, the database serves as a knowledge bank from which detailed reports can be drawn, informing research, programme development and policy making on counter-trafficking.

b. Other counter-trafficking initiatives

IOM is currently implementing over 125 counter-trafficking initiatives at regional, sub-regional and national levels across the world and with a variety of partners. In the prevention field, IOM conducts awareness-raising campaigns in countries of origin to inform potential victims of the dangers of

trafficking and irregular migration. In the field of capacity building, IOM provides technical assistance in the drafting of new counter-trafficking legislation, and assists in the review and upgrading of national policies, legal frameworks and migration management structures needed to introduce or enhance counter-trafficking systems that provide full respect for the rights of the victim. IOM also carries out training activities for government officials, national and international law enforcement agencies and NGOs to explain how trafficking works and to disseminate information on best practices to prevent and combat it and assist the victims. IOM also works with NGOs, other IGOs and government agencies to provide protection and tailored assistance to victims of trafficking, including medical and legal counseling. In addition, in order to increase the sustainability of the voluntary return of victims to their country of origin, IOM offers tailored reintegration assistance.

In 2004, there was a steady increase in the number of IOM counter-trafficking projects and activities, as well as an expansion of its geographical scope by bringing additional countries (i.e. Belize and countries in Central Asia, Canada, Chile, Germany and South Africa) into the counter-trafficking arena and engaging in counter-trafficking activities. The organization has produced several publications on the topic of trafficking; recently-released publications can be found in IOM's 2005 Publications Catalogue.

c. Regional counter-trafficking strategies

In order to facilitate international cooperation on counter-trafficking approaches, IOM supports and encourages regional strategies that enhance communication between countries of origin, destination and transit. In many regions of the world, IOM implements activities that bring together countries sharing similar trafficking problems to find common solutions.

For example, IOM provides coordination and technical support for the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime, which brings together over 50 countries and numerous international agencies to work on practical measures to help combat people smuggling, trafficking in persons and related transnational crimes in the Asia-Pacific region and beyond. In addition, IOM is a member of the steering group (composed of the Governments of Australia and Indonesia (co-chairs of the Bali Process), New Zealand, Thailand, IOM and the United Nations High Commissioner for Refugees (UNHCR)) that guides the monitoring and implementation of Bali Process activities and initiatives. Several of the objectives for the Bali Process, developed by the Ministers at the two Ministerial Conferences, involve international cooperation to prevent and combat people smuggling and trafficking. At a Senior Officials Meeting in June 2004, participants agreed that broad goals of the Bali Process to raise awareness of and develop greater cooperation among regional countries to combat people trafficking and smuggling had largely been met as a result of the high-level political focus generated by the Bali Process' two Ministerial Conferences and the active follow-up programme of practical workshops and activities undertaken by Ministry officials. Bali Process activities are ongoing and recent events include a workshop on *Best Practices in Operational Cooperation*, focused on cooperation among enforcement agencies; a workshop on *Enabling Electronic Exchange of Lost & Stolen Travel Document Information*, related to the objective of working towards more effective information and intelligence sharing within the region; and a workshop on *Developing a Coordinated Inter-Agency National Action Plan to Eradicate Trafficking in Persons*, which provided States with the opportunity to exchange information on practical tools for the development of counter-trafficking action plans. Upcoming activities will include a workshop aimed at mitigating Child Sex Tourism through improving law enforcement cooperation and responses on the issue, and a workshop focusing on "operationalizing immigration intelligence".

5. *Institutional mechanisms to enhance international cooperation
for the benefit of countries and migrants alike*

a. *Geneva Migration Group*

IOM was a joint initiator and is an active member of the Geneva Migration Group (GMG), which brings together the heads of six agencies interested in migration: IOM, the ILO, the United Nations Conference on Trade and Development (UNCTAD), UNHCR, UNHCHR and the United Nations Office on Drugs and Crime (UNODC). The GMG's primary aim is to promote good governance of migration, in light of the importance, complexity and multi-dimensional nature of migration, and the recognition that migration, when properly managed, in full respect for the human rights and international legal principles at issue, benefits individuals and societies, and can make an important contribution to the early achievement of the Millennium Development Goals.⁹ To achieve its aim of promoting good governance of migration, GMG members work together to promote expanded implementation of all relevant international and regional instruments and norms relating to migration. In addition, they aim to provide direction and leadership in a system-wide context to improve the overall effectiveness of the international community's policy and operational response to current and future migration issues.

IOM actively seeks to engage other partner intergovernmental and other institutions such as the World Bank, United Nations Department of Social and Economic Affairs (UNDESA), WTO, UNICEF, WHO and UNDP, to name just a few. IOM has been advocating for the enlargement of GMG and believes this could easily be done to improve inter-agency coordination and cooperation. Reflecting its commitment to the GMG, IOM has offered to provide a secretariat if one is needed.

b. *IDM intersessional workshops*

In addition to annual sessions, IOM's International Dialogue on Migration (IDM) convenes two intersessional workshops each year. Because these intersessional workshops are often structured around a theme that explores the intersections between international migration and related policy domains – a “migration and” approach – they are often convened in partnership with relevant organizations, institutions and government agencies active in the related domain. For example, the 2005 workshop on *Migration and Development* was held in partnership with United Kingdom's Department for International Development (DFID) and the Ministry of Foreign Affairs, the Netherlands; the 2004 workshop on *Migration and Health* was held in partnership with the WHO and the Centers for Disease Control and Prevention (CDC); and the 2003 workshop on *Trade and Migration* was held in partnership with the OECD and the World Bank, with the follow-up workshop convened in 2004 held in partnership with the World Bank and the WTO.

In addition, experts from other IGOs have participated in workshops as session chairs, facilitators and panelists, sharing their expertise with workshop participants. Examples include participation by UNDP at the 2005 workshop on *Migration and Development*; by UNCTAD and the OECD at the 2004 workshop on *Trade and Migration*; by ILO, WTO and UNCTAD at the 2003 workshop on *Trade and Migration*; and by the United Nations Statistics Division and United Nations Population Division at the 2003 workshop on *Approaches to Data Collection and Data Management*.

Several of the intersessional workshops have resulted in follow-up activities between IOM and partner organizations and institutions, such as the IOM-World Bank collaboration described in Section B.2.a above and the IOM-WHO-ILO collaboration described in Section B.2.b above.

c. Inter-agency roundtables on migration and development

IOM's Migration Policy, Research and Communications Department has initiated two inter-agency roundtables on migration and development, one in April 2004 and one in October 2004. The focus of the first roundtable was a discussion of the interest and activities of each organization in migration and development, while the focus of the second roundtable was the potential contribution of diasporas to the development of countries of origin. Participants have included representatives of IOM, ILO, UNCTAD, UNDP, UNESCO, UNHCR, WHO and the World Bank. IOM hopes to continue these roundtables, which hold great potential for inter-agency collaboration and coordination on the topic of migration and development.

d. Inter-agency cooperation at the regional level

In addition to its involvement in mechanisms to achieve inter-agency cooperation at the global level, IOM is also involved in mechanisms for inter-agency cooperation at the regional level. The following example describes recent significant inter-agency cooperation in the Asia Pacific region. Within the framework of a working group on international migration in Thailand, established by the international organizations in Bangkok in September 2004, IOM commissioned a *Report on International Migration in Thailand* in collaboration with several United Nations agencies, which was published in August 2005.

Shortly afterwards in August 2005, IOM, the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), the United Nations Population Fund (UNFPA) and the Asian Forum of Parliamentarians for Population and Development (AFPPD) jointly held a Regional Seminar on the Social Implications of International Migration. The seminar was attended by government officials and parliamentarians from 12 countries, as well as representatives of United Nations agencies and NGOs. At the end of the seminar, the participating Governments adopted a series of Recommendations for Action. The Recommendations extend to subjects such as the incorporation by Governments of international migration in economic and social development strategies and poverty reduction strategy papers; increased dialogue and cooperation among Governments and international organizations in the region on migration and development issues; and increased policy-related research on international migration.

In September 2005, the Executive Secretary of UNESCAP convened a Regional Coordination Meeting, at which five working groups were established, including a working group on International Migration and Trafficking. This working group is co-chaired by UNESCAP and IOM and consists of the United Nations regional offices, IOM and the World Bank. Its first meeting will take place on 31 October 2005. The working group will focus on migration and development issues by supporting the Recommendations mentioned above.

C. CONCLUSION

While not all of the issues worthy of exploration can be covered at the High-level Dialogue, there are two subjects in particular which IOM believes should be well reflected in the discussions. First, the recognition that migration is closely linked to policies in the economic, social, labour, trade, health, cultural and security domains should underlie and inform the discussions. Second, regional consultations and other mechanisms on migration, which are strengthening dialogue, understanding and multilateral cooperation on migration, should receive focused consideration.

Only through comprehensive and cooperative approaches to migration management will solutions be found that benefit all involved. IOM will continue to seek networks and develop opportunities for coordination and cooperation between itself and other members of the international community whose work addresses, touches upon or is affected by migration, including the development community. IOM

welcomes increased involvement in the migration domain of all members of the development community, including IGOs, government development agencies, and NGOs.

NOTES

¹ Constitution of the International Organization for Migration, Preamble.

² In addition to its programmatic work, the organization also engages in policy dialogue and research on this topic. For example, through the IDM intersessional workshop on Migration and Development (mentioned in Section B.5.b of this paper) and its follow-up activities, governments and IOM, together with other IGOs and NGOs, are engaged in dialogue on engaging diasporas in development efforts and maximizing the development effect of the financial and non-financial resources of migrants and diasporas – as a result of this dialogue, effective policy approaches are emerging. In addition, in 2006, IOM will release a publication examining the challenges involved in creating effective policies to engage diasporas as development partners for home and destination countries.

³ The final workshop report is available on IOM's website at http://www.iom.int/en/know/iom-gcim/iom_gcim_200504.shtml and on GCIM's website at http://www.gcim.org/news/?sec=gcimevents&lang=en_US&nav=&id=2005/04/15/03.

⁴ The 2005 Publications Catalog, as well as a list of recent publications, is available on IOM's website at <http://www.iom.int/iomwebsite/servlet/com.crosssystems.iom.publication.servlet.ServletPrepareSearchPublication>.

⁵ For an overview of IOM activities in these areas, see Section A.1, above.

⁶ Documents relating to these intersessional workshops, including background papers, presentations and the final reports, are available on the IOM website at http://www.iom.int/en/know/idm/tms_200311.shtml and http://www.iom.int/en/know/idm/tms_200410.shtml.

⁷ IOM has historically played a role in supporting the return of professional talent to contribute to development in countries of origin, and these initiatives have often involved the return of health professionals. In addition, IOM engages in projects specifically focused on the migration of health care workers; recent and ongoing activities with such a specific focus include: (1) an orientation programme for persons migrating to Canada to work as live-in caregivers; (2) a project to monitor and evaluate the recruitment, employment and return/reintegration of Polish nurses in the Netherlands; (3) the establishment of an information website for Pakistani nurses seeking employment abroad; (4) a MIDA project to engage Ghanaians residing in certain European countries in the efforts of the Ghanaian Government to reserve brain drain in the health sector; and (5) a MIDA project for the return of qualified Ethiopian health care professionals from Sweden to Ethiopia.

⁸ All reports are generated without any personal information identifying individual victims.

⁹ Terms of Reference of the Geneva Migration Group.

INTERNATIONAL MIGRATION IN THE ARAB REGION: ACTIVITIES AND SUGGESTIONS FOR THE HIGH-LEVEL DIALOGUE

League of Arab States

A. LAS RECENT ACTIVITIES ON INTERNATIONAL MIGRATION

In addition to the regular activities of data collection (mainly on related experts, institutions and bibliography) and of studies and research on the various aspects of the Arab migration, the activities of the League of Arab States Observatory related to international migration are focusing increasingly on the role of diasporas in supporting the development and maximizing the contribution of the skilled migrants to the development of their countries of origin.

The Arab Diaspora of skills represents a strong potential not only due to its large volume but also due to its characteristics and successful integration in the intelligentsia community in the hosting countries. Some of the indicators denoting this fact include:

- The annual number of professional immigrants to Europe, comprising the engineers, medical doctors and jurists from 7 Arab countries (Algeria, Egypt, Iraq, Lebanon, Morocco and Tunisia), in the period from 1992 to 2001 varied between 45.000 and 55.000 persons.
- The annual number of immigrants from Maghreb holding diplomas is comparable to the number of diploma holders who graduated from Maghreb science and technology faculties.
- According to Eurostat, some 5000 medical doctors per year are emigrating from the Arab region to the European Union.

However, these skills are faintly connected to the structures and needs of the countries of origin.

In this context, the League of Arab States/Population Policies and Migration Department (PPMD) has elaborated a regional project aiming at strengthening regional cooperation and exchange as well as national capacity building to maximize the migration contribution. It launched a number of activities during this year:

- Organizing a seminar “Skilled Migration and Information Society” to be held within the World Summit on Information Society (WSIS) in Tunis (November 2005). Under the auspices of the General Secretary of the League of Arab States, the Tunisian Minister for Social Affairs, and the Director General of the International Organization for Migration, the meeting will discuss a number of questions, including:
 - How can migration contribute to bridging the digital divide?
 - How does the information society affect current migration processes, and which implication does this have for development?
 - How can migrants use ICTs to contribute to development in their countries of origin?
 - Can ICTs help to mitigate effects of "brain drain"?
 - Which technologies and applications are most useful to facilitate the transfer of remittances, knowledge and skills?

For more information: www.wsis.com

- Organizing a special session "The Europeans of Arabic Origin, Roles and Participation in Development and Cooperation" within the Euro-Arab Conference to be held in Paris (April 2006)¹.

- Preparing a regional high-level meeting aiming at launching an instance of regional coordination—the Arab Regional Coordination Committee on International Migration—and debating and adapting a regional plan of action.

B. REMARKS ON THE GLOBAL COMMISSION REPORT

On the occasion of the publication of the report “Migration in an Interconnected World: New Directions for Actions” by the Global Commission on International Migration, and the proposition that the United Nations Coordination Meeting discusses the implications of that report and its recommendations for the High-level Dialogue and future United Nations activities, and in the light of the Arab region migration challenges, opportunities and policy priorities, we would like to put forward the following remarks for the debate of the Coordination Meeting:

- We would like to start with congratulating the Commission for its considerable effort in the preparation of this report that is distinguished incontestably for its clairvoyance, depth and success demonstrated in its holistic and global approach in tackling a very complex theme.
- We recommend a large dissemination of this report, insuring its translation to other United Nations languages and organizing regional manifestations to convert it into plans of actions tailored according to regions. In this context, LAS will organize an Arab regional consultation for preparing the regional participation in the High-level Dialogue.
- We firmly support the recommendation of creating an instance of coordination within the United Nations—the Inter-Agency Global Migration Facility and we suggest:
 - to incorporate in its mandate a preparation of a Global Plan of Action.
 - to include in some way or another the representatives of relevant regional instances in order to ensure the success and effectiveness of the High-level Institutional Group as well as the Inter-Agency Global Migration Facility.

Moreover, from a first reading of the report, some other remarks impose themselves:

- There was an omission of an important challenge, namely the availability of data on a regular basis on the international migration issues. **The lack of data**, research and studies on the migration phenomenon, from which many countries and regions suffer, was considered in several global and regional reports and notably in the report of the Second United Nations Coordination Meeting as an imminent need/challenge for establishing effective policies. We think that this dimension **should take its place** in the report within the parties diagnosing the challenges, especially in **the list of recommendations** (Annex1), as well as in the HLD round tables.
- Whereas the report focused on the maximizing of the migration benefits and highlighting the recognition of migrant’s roles, it did not give much value to the need and contribution of the participation of migrant organizations and their elites in developing all policies related to migration and cooperation for development, and not only of integration policies. This should be stated in the Principles for Actions.
- The report did not also sufficiently demonstrate the dangers of the escalation of the security policies targeting mainly, but not only, the stranger, and opposing the citizens' liberties and rights. The globalization of the struggle for security and against the stranger is increasingly stimulating the production world, the industries and most dominant multinationals to be transformed into producers of security materials and services, leading the media towards the production of fear and security obsession.

- For the Agenda of the High-level Dialogue, it would be interesting to hold an NGOs meeting before or parallel to the High-level Dialogue.

NOTE

¹For more information: www.forumeuroarabe.org

IUSSP ACTIVITIES IN THE FIELD OF INTERNATIONAL MIGRATION

International Union for the Scientific Study of Population

As the international professional association of demographers, the IUSSP seeks to promote scientific knowledge of demographic trends and the interrelationships between these trends and economic and social development and human welfare. Through its global scientific network of almost 2000 members, the IUSSP is well positioned to carry forward this agenda. Promoting knowledge on international migration is vastly more complicated than advancing understanding of births or mortality because the definition of migration is largely determined by political and administrative agencies within countries and standards applied vary in accordance with country perceptions of migration trends and data needs. As such the basic facts about immigration trends, immigrant characteristics, and duration of residence of immigrants in another country are poorly known compared to demographic knowledge of fertility, mortality and internal migration.

Because of the poor quality of data on international migration, the IUSSP agenda in the field of international migration has emphasized two dimensions: (1) improvements in the quality of data on international migration; and (2) comparative study of the determinants and consequences of international migration. To carry forward that agenda, the IUSSP set up two working groups in the 1970s. The Working Group on the Methodology for the Study of International Migration (1978-1981) examined how to improve data on international migration flows and determined that it was essential for countries to include a "place of birth" question in their national population censuses. That Working Group also recommended alternative methodologies for estimating emigration based on questions that could be included in population censuses or household survey forms.¹ The efforts of the first IUSSP Working Group contributed to improvements in data measurement that were subsequently promoted by the United Nations Statistical Office. The Working Group on the Economics of International Migration was set up in 1978 to identify the determinants of international migration and to recommend future work that the IUSSP should carry out. The second Working Group issued its report to IUSSP in 1982.

In 1982, the IUSSP set up its first Committee on International Migration and gave it a four-year mandate to identify the economic and social aspects of international migration. The Committee decided to address two topics: the consequences of international migration for sending and receiving countries and emerging international migration patterns and issues that are likely to dominate the field in the future. The Committee concluded that theoretical propositions on international migration far outpaced empirical testing and recommended to the IUSSP that it seek ways to advance knowledge that would build simultaneously on the existing data base and seek to improve it. To carry forward that work, a second IUSSP Committee on International Migration was set up in 1985 to operate through 1989 (in order to complete its publications, it actually functioned until 1991). The second Committee employed the case study method in its work. To improve data and measurement on international migration, this Committee organized a 1987 meeting in Ottawa, Canada, in collaboration with the U.S. Census Bureau and Statistics Canada. Demographic statisticians from a number of countries presented papers on their country's data gathering efforts and made recommendations for improvements. Because the Canada meeting had the sponsorship of two leading statistical agencies and included participants from the United Nations system and country statistical offices who were directly involved in the collection and dissemination of statistics on international migration, many of the recommendations made at the meeting were eventually implemented.¹

The second line of work advanced by the Committee on International Migration was to identify different international migration systems throughout the world, compare their similarities and differences, and assess the policy context. The goal was to identify sending and receiving countries that were organized into coherent migration systems. The basic premise underlying the migration systems approach is that international migration does not occur randomly between countries nor is it based solely on levels and trends in economic development or gaps between countries in development and population growth. The Committee first identified migration systems on an empirical basis by assessing which sending and receiving countries sent disproportionate numbers of migrants to a single sending country rather than to others. Then the group examined those systems in depth in order to identify other linkages (economic, social, political, historical, geographic, and cultural) that were unique to each system. In 1987, the Committee organized an exploratory workshop on migration systems at the Centre for Migration Studies, Staten Island, New York, and, in 1988, it organized a Seminar on International Migration Systems, Processes, and Policies at Genting Highlands, Malaysia, co-sponsored with the University of Malaya. These meetings enabled the Committee to assess the merits of the international migration system approach based on case studies from different regions and papers that addressed theoretical and empirical issues.ⁱⁱ

In 1991, the IUSSP Committee on South to North Migration (1991-1995) was set up to look at systematic patterns that linked sending and receiving countries into regional and global migration networks. The Committee took up the agenda of improving theoretical understanding of how international migration systems developed and why they continued across space and time. The South-to-North Migration Committee functioned mainly as a working group that focused on scientific review, synthesis and publication. Attention was directed to a review and critique of theories that explain the emergence and operation of migration systems, the merits of existing theories to explain flows in different world regions, and development of a coherent guide for future research and policy formation. The resulting work was published as an IUSSP/OUP volume.ⁱⁱⁱ The Committee subsequently looked at changing patterns of international migration in the contemporary world and at policy measures utilized by sending countries to promote labour export and utilize remittances more effectively as a development tool. It also looked at measures adopted by receiving countries in response to changing international migration dynamics. A seminar on these issues was convened in Barcelona in 1997 co-sponsored by the IUSSP, the Ortega and Gasset Cultural Institute of Spain and the Government of Catalonia.^{iv}

The IUSSP efforts that started almost thirty years ago have now culminated in the advancement of several propositions that need further empirical testing to determine the extent to which they adequately account for trends in international migration today.^v These propositions include:

1. *International migration does not stem from a lack of economic growth and development but from development itself;*
2. *Immigration is a natural consequence of broader processes of social, political and economic integration across international borders;*
3. *Immigrants are generally responding to a strong and persistent demand that is built into the structure of post-industrial economies;*
4. *Migrants who enter a developed country for the first time generally do not intend to settle permanently;*
5. *International migration is often less influenced by conditions in labour markets than by those in other kinds of markets;*
6. *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;*
7. *International migration tends to build its own infrastructure of support over time;*

8. *Immigrant flows do not last forever they have a natural life that may be longer or short but are necessarily of limited duration;*

Each of the scientific groups sponsored by the IUSSP has issued publications that document their work. Presentation and dissemination of scientific findings have long been a hallmark of the IUSSP since knowledge will be best advanced as ideas become widely disseminated and subjected to rigorous empirical testing

In 2005, the IUSSP extended its work on international migration at its XXV International Population Conference. The Conference was held on the 18-23 July 2005 in Tours, France, and included 12 two-hour sessions that focused on the following topics:

1. Migration and networks.
2. Migration and employment.
3. Population aging, labour force and international migration.
4. Migrant integration.
5. International migration statistics and measurement.
6. Consequences of migration on areas of origin.
7. Trends of international migration flows.
8. Impact of international migration policies.
9. Demographic effects of international migration on receiving countries.
10. Forced migration.
11. Irregular migration: measurement, determinants, consequences and policy implications.
12. International migration in rural areas.

Each of these sessions involved 5-6 panelists who presented their current research on the topic and identified critical issues. The sessions were very well received and persons in attendance recommended to the IUSSP that it sponsor further work on these issues in the years ahead. The Conference itself was attended by over 2,100 population experts from 119 countries. The scientific programme included 1,487 papers and posters as well as plenary debates and discussions. The Conference provided a wide range of formal and informal occasions for scholars, policy makers and students to become aware of new research findings and identify critical research needs.

The IUSSP Council has agreed that a new Scientific Panel on International Migration should be set up to continue to push forward knowledge of international migration. While the agenda for this group remains to be determined, a logical next step would be to examine more closely the extent to which the propositions listed above hold up empirically in different world regions and to identify what types of international migration flows are growing in importance. Other issues might also be examined. For instance, relatively little attention has been given to the role of complex institutions (Governments, corporations, universities, churches, NGOs, etc.) in facilitating international migration flows or to the growing importance of policy measures intended to facilitate temporary migration. In addition, displacements of populations within and across national borders as a result of military conflict, famine, environmental deterioration, and poverty continue to raise questions regarding the extent to which countries need to keep access open to refugees and displaced persons for humanitarian purposes. The consequences of immigration for receiving countries and differentials in demographic, social and economic processes between immigrants and native-born persons offer another productive line of research.

NOTES

¹Zaba, Basia (1986). "Measurement of Emigration Using Indirect Techniques". In: *Manuel for the Collection and Analysis of Data on Residence of Relatives*, Ordina Editions, (Also available in Spanish and French).

² Papers from the Ottawa, Canada workshop were published as a special issue, "Measuring International Migration: Theory and Issues," edited by Hania Zlotnik. In: *International Migration Review*, Vol. 21, No. 4.

³Selected papers from the Committee's Malaysia Seminar were published in *International Migration Systems: A Global Approach*, edited by Mary M. Kritz, Hania Zlotnik and Lin Lean Lim, IUSSP/OUP Series on International Studies in Population, Oxford University Press, 1992.

⁴Massey, Douglas S., Joaquin Arango, Graeme Hugo, Ali Kouaouci, Adela Pellegrino, and J. Edward Taylor (1988). *Worlds in Motion: Understanding International Migration at the End of the Millennium*, IUSSP/OUP Series on International Studies in Population, Oxford University Press.

⁵Papers from that meeting are included in *International Migration: Prospects and Policies*, edited by J. Edward Taylor and Douglas S. Massey, IUSSP/OUP Series on International Studies in Population, Oxford University Press, 2004 (in press) .

⁶*International Migration: Prospects and Policies*, edited by J. Edward Taylor and Douglas S. Massey, IUSSP/OUP Series on International Studies in Population, Oxford University Press, 2004 (in press) .

SUMMARY OF THE REPORT OF THE GLOBAL COMMISSION ON INTERNATIONAL MIGRATION

Global Commission on International Migration

The Global Commission on International Migration (GCIM) was established on 9 December 2003. Created at the instigation of the United Nations Secretary-General by the Governments of Sweden, Switzerland, Brazil, the Philippines, Morocco and Egypt, the Commission is composed of 19 independent persons chosen for their experience and knowledge of international migration and related issues (see the attached). The Commission is co-chaired by Jan O. Karlsson (Sweden) and Dr. Mamphela Ramphele (South Africa). Dr. Rolf K. Jenny (Switzerland) is the Executive Director of the Geneva-based Commission Secretariat. A Core Group of States¹ has supported the work of the Commission and acted as an informal consultative body.

In 2004 and 2005, the Commission and its Geneva-based Secretariat met on a regular basis and undertook extensive consultations with a wide variety of stakeholders. This included five major regional hearings in the Asia-Pacific region, the Mediterranean and Middle East, Europe, Africa and the Americas, attended by government officials at the local, national, regional and international levels, representatives of international and non-governmental organizations, trade unions, migrant associations, and other civil society institutions, as well as employers, corporate managers, recruitment agents, academic experts and journalists. The Co-chairs, Commission members, Executive Director and Secretariat also held numerous bilateral meetings with Governments and institutions, in capitals, as well as Geneva and New York.

In addition to these activities, the Commission organized a series of thematic workshops with stakeholder groups, including parliamentarians, the private sector, human rights organizations, the media, migration policy specialists and African researchers. The Commission's Secretariat established a wide-ranging policy analysis and research programme, involving both leading experts and younger scholars in the field of international migration.

A. KEY CONCLUSIONS AND PROPOSALS

- The Commission has witnessed many success stories and examples of good practice in the area of international migration. It has, however, also encountered the contradictions and weaknesses in current migration policies, and has noted the constraints and challenges facing policy-makers in all regions.
- Based on the evidence it has collected throughout its consultations with all concerned actors, the Commission concludes that **the international community has failed to realize the full potential of international migration and has not risen to the opportunities and challenges of migration. Greater coherence, cooperation and capacity** are required for the more effective governance of migration at the national, regional and global levels.
- The Commission also considers that migration policies cannot be addressed in isolation but must be complemented by appropriate policies in other key areas, including development, human rights, trade, good governance, state security and public security. The Commission has taken particular note of the new security concerns associated with international migration.
- The Commission's principal conclusion is that migration policies must **be based on shared objectives and have a common vision**. It therefore proposes **a comprehensive, coherent and global framework based on six principles for action and thirty-three related recommendations**.

- Recognizing that there cannot be a single model for action by States and other stakeholders, the Commission intends the framework to guide and inspire States and the international community in the formulation of effective migration policies at all levels, and to encourage them to capitalize on the opportunities presented by international migration.
- The Commission also acknowledges that there is currently no consensus to introduce a formal global governance system for international migration which would involve the establishment of new international legal instruments or new agencies.
- The Commission trusts that its report will stimulate new debate by States and other actors in the years to come. It also hopes that this can be achieved through a meaningful follow-up process to the report.

B. KEY FINDINGS

Migration, economic growth and the labour market

- The globalization process has created enormous wealth but has not yet narrowed the gap between the rich and the poor, not created sufficient jobs for the growing number of young people entering the labour market in developing regions.
- The scale and scope of migration is growing and will increase further due to differentials in the '3Ds' of development, demography and democracy.
- The continued growth of the global economy depends on international migration.
- Certain sectors of the economy in both developing countries and industrialized states would collapse without the presence of migrant labour.
- Young people in developing countries expect to have a good education, a decent job, to enjoy good governance and the rule of law. They will migrate to find such conditions if they are not available at home.
- All States must respect the commitments they have made (e.g. the MDGs and Monterrey Consensus) and maximize the welfare benefits of the Doha round of trade negotiations so as to ensure that people in developing countries are able to establish livelihoods and prosper in their own country.

Migration and development

- Migrants contribute to development and poverty reduction, through remittances and the reinvestment of their skills.
- Remittances by migrants to developing economies (\$150 billion per annum) are currently three times the amount provided by official development assistance.
- There is a need to maximize the flow of remittances by reducing transfer costs. Financial sector reform is imperative in order to attract and enhance the impact of remittances as well as other investments.
- Financial literacy programmes can help migrants and their families to maximize the economic impact of remittances.

- All States must invest in the education of their citizens in order to increase their global competitiveness and develop a global pool of mobile professionals.
- Skilled professionals in health and other sectors should not be prevented from migrating. Developing countries, with the support of donor States, must invest in the development and expansion of their skilled labour forces and provide them with incentives to stay at home in terms of wages and working conditions.

Irregular migration

- Exercising their sovereign right to determine who enters and remains, States are responsible for protecting the rights of irregular migrants and cooperating in readmitting those who are obliged or wish to return.
- Irregular migration has many negative consequences, not least for the migrants themselves. It can also be a threat to social cohesion, political stability and economic growth; In destination countries, irregular migration can generate xenophobic sentiments and make it more difficult for regular migrants to integrate.
- Irregular migration will not be stemmed by restrictive policies alone. Efforts must also be made to address the conditions that prompt people to migrate in an irregular manner, to prosecute those who organize irregular migration through migrant smuggling and human trafficking, to penalize the employers of irregular migrants and to provide migrants with regular migration opportunities.
- States must ensure that the right to seek and enjoy asylum in another state is not undermined by the effort to stem irregular migration.

Migrants in society

- The full integration of long-term and authorized migrants is required to enhance social harmony and cohesion and to maximize the contribution that migrants make to their new society.
- Migrants must be fully informed of their rights and their obligations; they must respect those obligations and abide by the law of the host country.
- Integration is a multidimensional and long-term process that requires adaptation on the part of migrants and citizens alike. Many different actors—national and local Governments, the private sector and civil society institutions—should contribute to the process.
- Migrants must be encouraged to become active citizens of destination countries. Local voting rights should be given to long-term and permanent migrants, who should also have speedy and affordable access to citizenship.
- The public perception of migrants must be improved through effective political leadership and objective media coverage.

A principled approach to migration: Protecting migrants

- Based on their responsibility to protect, States must fully respect and implement the commitments they have made to international human rights law to ensure the protection of all migrants.
- All States have at least ratified one of the seven core human rights instruments affecting international migrants. The issue, therefore, is not a lack of law, but understanding and fully complying with existing law.
- Countries of origin must also exercise their responsibilities to protect their citizens so that they do not feel obliged to migrate.
- Many migrant workers, especially migrant women domestic workers and migrant children, do not enjoy adequate labour standards. In some instances, they are subjected to exploitation and abuse. The Commission joins the ILO in insisting that all migrant workers have access to decent work.
- The human rights component of the United Nations system should be used more effectively to protect the rights of migrants, and the role of the Special Rapporteur on Migrants' Rights should be strengthened.

The governance of migration

- States should address migration issues in a more **coherent** manner. Important decisions in areas such as development, trade, aid, and labour market are rarely considered in terms of their impact on international migration. More effective consultation within Government and between Government and other stakeholders is required.
- Many states also lack the **capacity** required to formulate, implement, monitor and evaluate migration policies. Additional resources must be devoted to these tasks.
- **Cooperation** and consultation among States is the basis for the formulation of more effective international migration policies. In cooperating with each other, States are exercising rather than diminishing their sovereignty.
- Regional consultative migration processes have many achievements to their credit, but could focus more on issues other than border control (such as migrant rights and migration and development) and should interact more with each other given the trans-regional and trans-continental nature of migration.
- There is a new awareness of the need to address migration issues at the global level. A concerted effort is required to ensure that the various global governance initiatives launched in recent years (such as the Berne Initiative, ILO's Non-binding Multilateral Framework on Labour Migration, The Hague Process) function in a complementary manner. The 2006 UNGA High-level Dialogue on International Migration and Development should provide an opportunity to move in this direction.
- The Commission has identified overlaps within the current **institutional architecture** that at times undermine an integrated, coherent and effective response to the opportunities and challenges presented by international migration. Rather than being complementary, different

institutional approaches to the same issue can diverge and even conflict, and there is also frequent competition for limited funds to achieve the same goals.

- A fundamental reshaping of the international organizations dealing with migration might be required in the longer term, in the context of the on-going United Nations reform process. However the Commission considers that a more immediate response is required to ensure a more efficient, coherent and coordinated institutional response to international migration.
- It, therefore, proposes to the Secretary-General the immediate establishment of an **inter-agency Global Migration Facility** that should ensure greater coordination, efficiency and policy consistency among all relevant global bodies, and also allow the sharing and pooling of institutional expertise.
- While the precise functions of this Facility should be determined by a high-level inter-institutional group, they might include policy planning, capacity-building, enhancing the developmental impact of migration, data collection and exchange, policy analysis and evaluation, preparation of an annual inter-agency report on migration, ensuring consultation among agencies, NGOs and other stakeholders, and developing a funding framework for inter-agency activities.

LIST OF PRINCIPLES AND RECOMMENDATIONS
(Annex I of report)

I. A World of work: Migrants in a globalizing labour market

Principle

Migrating out of choice: Migration and the global economy

Women, men and children should be able to realize their potential, meet their needs, exercise their human rights and fulfil their aspirations in their country of origin, and hence migrate out of choice, rather than necessity. Those women and men who migrate and enter the global labour market should be able to do so in a safe and authorized manner, and because they and their skills are valued and needed by the states and societies that receive them.

Recommendations

1. The number of people seeking to migrate from one country and continent to another will increase in the years to come, due to developmental and demographic disparities, as well as differences in the quality of governance. States and other stakeholders must take due account of this trend in the formulation of migration policies.
2. States and other stakeholders should pursue more realistic and flexible approaches to international migration, based on a recognition of the potential for migrant workers to fill specific gaps in the global labour market.
3. States and the private sector should consider the option of introducing carefully designed temporary migration programmes as a means of addressing the economic needs of both countries of origin and destination.
4. The GATS Mode 4 negotiations on the movement of service providers should be brought to a successful conclusion. Given the linkage between international trade and international migration, greater efforts should be made to foster a dialogue between officials and experts dealing with the two issues.
5. Governments and employers should jointly review current barriers to the mobility of highly educated professionals, with a view to removing those which are unnecessarily hindering economic competitiveness.
6. Greater efforts should be made to create jobs and sustainable livelihoods in developing countries, so that the citizens of such States do not feel compelled to migrate. Developing countries and the industrialized states should pursue economic policies and implement existing commitments that enable this objective to be achieved.

II. Migration and development: Realizing the potential of human mobility

Principle

Reinforcing economic and developmental impact

The role that migrants play in promoting development and poverty reduction in countries of origin, as well as the contribution they make towards the prosperity of destination countries, should be recognized and reinforced. International migration should become an integral part of national, regional and global strategies for economic growth, in both the developing and developed world.

Recommendations

7. Cooperative relationships between labour-rich and labour-poor countries are required to promote human capital formation and the development of a global pool of professionals. Providing appropriate pay, working conditions and career prospects in order to retain key personnel must be an integral component of such strategies.
8. Remittances are private money and should not be appropriated by States. Governments and financial institutions should make it easier and cheaper to transfer remittances and thus encourage migrants to remit through formal transfer systems.
9. Measures to encourage the transfer and investment of remittances must be combined with macro-economic policies in countries of origin that are conducive to economic growth and competitiveness.
10. Diasporas should be encouraged to promote development by saving and investing in their countries of origin and participating in transnational knowledge networks.
11. States and international organizations should formulate policies and programmes that maximize the developmental impact of return and circular migration.

III. The challenge of irregular migration: State sovereignty and human security

Principle

Addressing irregular migration

States, exercising their sovereign right to determine who enters and remains on their territory, should fulfil their responsibility and obligation to protect the rights of migrants and to re-admit those citizens who wish or who are obliged to return to their country of origin. In stemming irregular migration, States should actively cooperate with one other, ensuring that their efforts do not jeopardize human rights, including the right of refugees to seek asylum. Governments should consult with employers, trade unions and civil society on this issue.

Recommendations

12. States and other stakeholders should engage in an objective debate about the negative consequences of irregular migration and its prevention.
13. Border control policies should form part of a long-term approach to the issue of irregular migration that addresses the socio-economic, governance and human rights deficits that prompt people to leave their own country. This approach must be based on interstate dialogue and cooperation.
14. States should address the conditions that promote irregular migration by providing additional opportunities for regular migration and by taking action against employers who engage migrants with irregular status.
15. States should resolve the situation of migrants with irregular status by means of return or regularization.
16. States must strengthen their efforts to combat the distinct criminal phenomena of migrant smuggling and human trafficking. In both cases, perpetrators must be prosecuted, the demand for exploitative services eradicated and appropriate protection and assistance provided to victims.

17. In their efforts to stem irregular migration, States must respect their existing obligations under international law towards the human rights of migrants, the institution of asylum and the principles of refugee protection.

IV. Diversity and cohesion: Migrants in society

Principle

Strengthening social cohesion through integration

Migrants and citizens of destination countries should respect their legal obligations and benefit from a mutual process of adaptation and integration that accommodates cultural diversity and fosters social cohesion. The integration process should be actively supported by local and national authorities, employers and members of civil society, and should be based on a commitment to non-discrimination and gender equity. It should also be informed by an objective public, political and media discourse on international migration.

Recommendations

18. While recognizing the right of States to determine their own policies in relation to the situation of migrants in society, all migrants must be able to exercise their fundamental human rights and benefit from minimum labour standards.

19. Authorized and long-term migrants should be fully integrated in society. The integration process should value social diversity, foster social cohesion and avert the marginalization of migrant communities.

20. Local and national authorities, employers and members of civil society should work in active partnership with migrants and their associations to promote the integration process. Migrants should be properly informed of their rights and obligations and encouraged to become active citizens in the country to which they have moved.

21. Particular attention should be given to the empowerment and protection of migrant women, as well as ensuring that they are actively involved in the formulation and implementation of integration policies and programmes. The rights, welfare and educational needs of migrant children should also be fully respected.

22. While temporary migrants and migrants with irregular status are not usually granted the right to integrate in the society where they are living, their rights should be fully respected and they should be protected against exploitation and abuse.

23. Those individuals and organizations that have an influence on public opinion must address the issue of international migration in an objective and responsible manner.

V. A principled approach: Laws, norms and human rights

Principle

Protecting the rights of migrants

The legal and normative framework affecting international migrants should be strengthened, implemented more effectively and applied in a non-discriminatory manner, so as to protect the human rights and labour standards that should be enjoyed by all migrant women and men. Respecting the provisions of this legal and normative framework, States and other stakeholders must address migration issues in a more consistent and coherent manner.

Recommendations

24. States must protect the rights of migrants by strengthening the normative human rights framework affecting international migrants and by ensuring that its provisions are applied in a non-discriminatory manner.

25. All States must ensure that the principle of state responsibility to protect those on their territory is put into practice, so as to reduce the pressures that induce people to migrate, protect migrants who are in transit and safeguard the human rights of those in destination countries.

26. Governments and employers must ensure that all migrants are able to benefit from decent work as defined by the ILO and are protected from exploitation and abuse. Special efforts must be made to safeguard the situation of migrant women domestic workers and migrant children.

27. The human rights component of the United Nations system should be used more effectively as a means of strengthening the legal and normative framework of international migration and ensuring the protection of migrant rights.

VI. Creating coherence: The governance of international migration

Principle

Enhancing governance: Coherence, capacity and cooperation

The governance of international migration should be enhanced by improved coherence and strengthened capacity at the national level; greater consultation and cooperation between States at the regional level, and more effective dialogue and cooperation among Governments and between international organizations at the global level. Such efforts must be based on a better appreciation of the close linkages that exist between international migration and development and other key policy issues, including trade, aid, state security, human security and human rights.

Recommendations

28. All States should establish coherent national migration policies that are based on agreed objectives, take account of related policy issues and are consistent with international treaty law, including human rights law. Governance at the national level should be effectively coordinated among all concerned Ministries and should also involve consultation with non-state actors.

29. The international community should support the efforts of States to formulate and implement national migration policies through the contribution of resources, appropriate expertise and training.

30. Bilateral agreements are a valuable means of addressing migration issues that affect two States. They must always respect the normative framework affecting international migrants and thereby safeguard migrant rights.

31. Additional efforts are required to ensure that regional consultative processes on migration have worldwide coverage, engage civil society and the private sector, and are not focused solely on migration control. Greater interaction between the different processes is essential given the global nature of migration.

32. The new willingness of a range of States, institutions and non-governmental stakeholders to take global initiatives on international migration is welcome. The United Nations General Assembly High-level Dialogue provides an opportunity for greater interaction and coherence between these initiatives, and to ensure that their momentum is maintained. The ongoing United Nations reform process provides a window of opportunity to realize this momentum through a revision of current institutional arrangements.

33. The Commission proposes to the United Nations Secretary-General the immediate establishment of a high-level inter-institutional group to define the functions and modalities of, and pave the way for, an Inter-agency Global Migration Facility. This Facility should ensure a more coherent and effective institutional response to the opportunities and challenges presented by international migration.

THE GLOBAL COMMISSION ON INTERNATIONAL MIGRATION (GCIM)

<p>Hon. Jan O. KARLSSON Co-chair Former Minister for Migration and Development Sweden</p>	<p>Dr. Mampela RAMPHELE Co-chair Former Managing Director, World Bank South Africa</p>
<p>Prof. Francisco ALBA Professor and Researcher, El Colegio de Mexico; Member of the Committee on Migrant Workers Mexico</p>	<p>Dr. Aïcha BELARBI Former Secretary of State for Cooperation; former Ambassador to the European Union Morocco</p>
<p>Hon. Sharan BURROW President, International Confederation of Free Trade Unions and Australian Council of Trade Unions Australia</p>	<p>Hon. Joris DEMMINK Secretary General, Ministry of Justice Netherlands</p>
<p>Most Rev. Nicholas DIMARZIO Bishop of Brooklyn; Chair of the Catholic legal Immigration Network United States</p>	<p>Dr. Mary GARCIA CASTRO Member, Brazilian Commission on Population and Development Brazil</p>
<p>Hon. Sergio MARCHI Former Minister of Citizenship and Immigration; Environment; International Trade; former Ambassador to World Trade Organization and United Nations Canada</p>	<p>Hon. Manuel MARIN President of the Spanish Parliament; former Vice-President, European Commission Spain</p>
<p>Hon. Mike MOORE Former Prime Minister of New Zealand; former Director General, World Trade Organization New Zealand</p>	<p>Hon. Mary ROBINSON Former President of Ireland; former United Nations High Commissioner for Human Rights Ireland</p>
<p>Dr. Nafis SADIK Former United Nations Under-Secretary-General; former Executive Director of UNFPA Pakistan</p>	<p>Amb. Reda Ahmed SHEHATA Former Assistant Minister of Foreign Affairs; former Secretary to the President of Egypt Egypt</p>
<p>Hon. Nand Kishore SINGH Former Minister of State and Member of the National Planning Commission; Chairman, Management Development Institute India</p>	<p>Prof. Dr. Rita SÜSSMUTH Former President of the German Parliament; former Minister for Family, Women, Youth and Health Germany</p>
<p>Hon. Patricia Sto TOMAS ARAGON Minister of Labour and Employment Philippines</p>	<p>Prof. Dr. Valery TISHKOV Former Minister for Nationalities; Director, Institute of Ethnology and Anthropology, Russian Academy of Sciences Russian Federation</p>

<p>Hon. David WHEEN Former Senior Official of the Department of Immigration and Multicultural and Indigenous Affairs Australia</p>	
<p>Dr. Rolf K. JENNY Executive Director, Commission Secretariat Switzerland</p>	

NOTE

¹ In October 2005, the group included: Algeria, Australia, Bangladesh, Belgium, Brazil, Canada, Egypt, Finland, France, Germany, Holy See, Hungary, India, Indonesia, Iran, Japan, Mexico, Morocco, Netherlands, Nigeria, Norway, Pakistan, Peru, Philippines, Russia, South Africa, Spain, Sri Lanka, Sweden, Switzerland, Turkey, UK and the EC/EU.

THE MULTILATERAL INVESTMENT FUND OF THE INTER-AMERICAN DEVELOPMENT BANK AND REMITTANCES

Inter-American Development Bank

A. THE IMPORTANCE OF REMITTANCE FLOWS TO THE REGION

The Multilateral Investment Fund (MIF) of the Inter-American Development Bank (IDB) programme on remittances, *Remittances as a Development Tool* (MIF/GN-73), was launched in 2001. The main goal of this programme is to increase the development impact of migrant remittances which since 2003 exceeded the combined totals of net official development assistance (ODA) and foreign direct investment (FDI) for all countries of Latin America and the Caribbean. The cluster supports both technical cooperation projects and numerous efforts to raise awareness, generate knowledge, and disseminate lessons learned. To date, this cluster includes 23 projects with over \$100 million of financing.

MIF assistance has targeted improvements in areas that directly affect the development impact of remittances. These include efforts to:

- Reduce the costs of sending money home;
- Channel remittances through formal financial institutions, and to,
- Improve the incentives and capacities needed to bring migrant capital back home.

B. REDUCING COSTS

The MIF has supported a number of activities aimed at contributing to the reduction of money transfer costs, a systematic campaign of *awareness-raising* and the *knowledge dissemination*. MIF has had numerous meetings with key stakeholders in Member States, the money transfer industry, the financial sector, civil society, including migrant hometown associations, NGOs, foundations, press and media, as well as with other multilateral and bilateral donors, among others.

MIF presented *Remittances to Latin America and the Caribbean: Goals and Recommendations* (see Annex A) at the IDB annual meeting in Lima, 2004. These recommendations and best practices for industry, Government, and civil society outline areas in need of improvements in areas such as competition, transparency, access to financial services, financial literacy and other key areas. This work was the joint product of MIF and an External Advisory Group comprised of more than 20 financial institutions, money transfer companies, and multilateral institutions.

Overall, the MIF campaign to raise awareness and disseminate knowledge on remittances has been successful. Migrant remittances are no longer “hidden in plain sight,” but have now become a high priority on the agenda of the G8. Most importantly, the average cost of sending a remittance from the United States to LAC has fallen from 15 per cent to 7 per cent.

C. CHANNELING REMITTANCES THROUGH THE FINANCIAL SYSTEM

Most of the new areas that MIF is exploring are related to this second goal of the cluster. MIF efforts focus in improving the mix of incentives and capacities needed to increase the flow of remittances through financial institutions. The goal is to deepen financial markets and promote financial intermediation throughout the Western Hemisphere and beyond. A more immediate objective is to increase the financial choices and services available to migrants and their families. Only banks, credit

unions, and other depository institutions can offer opportunities for savings accounts, checking accounts, and various forms of low-cost credit to LAC immigrants living in developed countries. Only banks, credit unions, and micro-finance institutions in recipient countries can best leverage the economic impact of remittances, once received.

In general, MIF assistance in this area has focused on promoting agreements between financial institutions in remittance sending and receiving countries, on improving the legal and regulatory environment in order to expedite the flow of deposits and improve service delivery, on supporting more efficient technology platforms, and on increasing financial literacy. Toward these ends, MIF is building a network of financial institutions in LAC, including microfinance organizations, that can then link up with formal financial institutions in developed countries to both lower transaction costs and increase the multiplier effect of remittances.

There have been promising developments in this area. For example, in Mexico, laws and regulations that have prohibited financial institutions from receiving remittances, such as rural credit unions, have been changed. A network is being formed by BANSEFI—*La Red de la Gente*—with the objective of enabling about 1,000 financial institutions (both inside and outside that network) to receive remittances throughout rural Mexico in the near future.

In Ecuador, *Banco Solidario* is working with a network comprised of Ecuadorian cooperatives and several financial institutions in Italy and Spain in order to distribute remittances. In just one year *Banco Solidario* has captured over 10 per cent of the \$500 million remittance flow between Spain and Ecuador. *FIE* (Centro de Fomento a Iniciativas Economicas) has established a microfinance operation in Buenos Aires to provide services to Bolivians living there, including remittance services. A regional initiative with the United Nations International Fund for Agricultural Development (IFAD) will promote the channeling of remittance flows into rural finance.

El Salvador, *FEDECACES* is working with its affiliates to strengthen their capacity to receive international remittances. In 2001, there were 3,000 transfers, rising to 52,000 in 2002. By 2003, more than 100,000 transfers were received. In the past year *Financiera Calpia*, a Salvadoran microfinance institution determined that one third of its clients were receiving remittances from the United States. After a concerted marketing campaign, Calpia is now processing thousands of remittances monthly and is offering other services such as savings accounts, mortgages, and insurance products. There has been much progress, yet much remains to be done. Eight out of ten migrants in the United States still send money via money transfer companies, and fully 70 per cent of the population in LAC do not have access to the banking sector.

Next steps

There are many sides to remittances, and much to be learned. MIF success in this area derives directly from the generation and dissemination of new knowledge through surveys, studies of best practices and other *learning products*. These efforts continue to yield impressive dividends by increasing the awareness of policymakers, forging networks of stakeholders, and informing the design of effective technical cooperation.

Toward this end, the MIF continues to expand its *learning network* in order to expand the knowledge frontier of remittances through linking with universities, think tanks and foundations, Governments, civil society organizations, other multilateral organizations, bilateral donors, and other stakeholders.

While much more must be learned, there are several promising new areas for technical cooperation. These include:

- remittance securitization;
- housing and mortgages;
- remittances and transnational networks, and, opening new channels for remittances.

Remittance securitization

MIF has developed pilot projects to promote the securitization of remittances. Remittances have become a stable source of hard currency for the region's larger banks. This steady flow represents an under-used asset that offers promise for medium and long term funding from international capital markets through the process of "remittances securitization." This is a way for banks in emerging markets to borrow hard currencies by issuing bonds that are backed by future flows of remittances. To date, remittance securitizations have been concentrated in Brazil and Mexico. Except for El Salvador and Peru, there have been no remittance securitizations in the middle- and low-income countries of LAC, despite significant remittance flows to these countries. Securitization offers several potential benefits, including:

- Greater lending by local banks;
- Better and lower cost services for remittance senders and receivers;
- Increased access to international capital markets for non-investment grade countries;
- Improved financial condition of local banks.

Remittances and housing

In collaboration with Governments, local commercial banks and other specialized financial institutions, the MIF is seeking new and innovative mechanisms to facilitate housing access for families of remittance senders. The MIF is exploring and implementing projects in this area in Colombia, Ecuador, El Salvador, Mexico and Peru. Currently, neither banks nor the regulatory environment are prepared to translate remittance flows into housing loans or related vehicles. Commercial banks remain reluctant to extend credit to migrants' families due to non-existent credit histories. Moreover, banks are currently unlikely to consider future remittance flows as valid legal securities. However, progress in this area will yield valuable returns, such as:

- *Access to mortgages* – migrant capital and remittance flows are untapped resources that can back support housing for migrants' families;
- *New financial instruments* – these include instruments to guarantee the risks associated with mortgage lending to migrants and remittance recipients; and,
- *Increased financial literacy* – projects will include activities to spread knowledge of financial services and promote financial.

Opening new channels for remittances

As noted, the average cost of sending money to LAC has fallen significantly. This is attributable in part to growing competition, newer technology, and increasing awareness. Moreover, the gradual entry of financial institutions into the remittances market will further expand financial choices for migrants and their families. However, for many family members, particularly those in remote areas, banks and money transfer companies may not be easily accessible. In many countries, postal services have the highest geographical presence of any entity – public or private. MIF is exploring the possibility of expanding the role of postal services in the area of remittances.

D. ATTRACTING MIGRANT CAPITAL TO COMMUNITIES OF ORIGIN

One of most innovative goals of this cluster, and hence the most challenging, is to attract migrant capital—both in money and brains—back to their countries of origin. Promoting linkages between migrant hometown associations and their communities of origin is one area that offers great promise. However, considerable effort will be required to overcome migrants’ mistrust of public authorities, as well as the difficulties of identifying attractive investment opportunities in communities of origin. However, progress made in other MIF operations on expanding the access of migrants and their families to financial institutions will be of definite benefit to these efforts.

Remittances and transnational networks

Most of the focus on remittance-related assistance has focused on the costs and the mechanisms of remittance transmission and on the issues related to remittance recipients. Increasingly, broader development opportunities also involve the “supply-side of remittances,” namely, the *senders* of these flows. This area extends the current MIF efforts to bring migrant capital back to communities of origin (such MIF/AT-410) into the broader arena of transnational families and their business networks. Increasingly, migrant entrepreneurs, themselves remitters, are demonstrating new possibilities for ethnic run businesses in the United States, nostalgic trade, and myriad of other opportunities for investment and partnerships, and MIF is exploring the role of remittances and business financing in this rapidly growing market segment.

INTERNAL AND INTERNATIONAL MIGRATION IN ECONOMIC DEVELOPMENT

Social Science Research Council

Although economic motivations of migration have long been recognized, the economic development effects of migration on countries of origin and destination are only recently coming into focus. The consensus has long been that emigration remains either neutral in balancing labor market supply and demand or results in loss to sending countries or a gain to receiving countries, particularly with regard to skills and labor power. But more recently, publicized calculations of remittances and competition for high skilled migrants have led commercial enterprises, international banks, and governments to identify and consider more broadly how migration's positive economic contributions to investment, growth, and income distribution might be enhanced. Determining the development implications not only of capital and labor flows but also of migrants' other financial and social capital requires consideration of their complicated social lives, which shape how these resources are employed. Placing a migrant family's income generating power, consumption needs, investment options, and career paths in the multi-sited social, political, and cultural matrices within which they earn their livelihoods is necessary in order to understand and predict how migrants deploy skills and resources gained and distributed through migration. Despite some significant recent advances, substantial research and analysis is still necessary before efforts to enhance migration's development effects are likely to be successfully targeted.

One of complicating difficulties in developing new research assessments of the migration's economic outcomes or potential has been the division of migration studies into three separate spheres as if they were disconnected circuits: internal migration (usually rural-to-urban), forced migration (largely the international flight of refugees but increasingly including the internally displaced), and voluntary international migration (including economic migrants seeking employment and social migrants seeking family reunification). While such distinctions might be useful for governmental management and legal administration, they do not necessarily reflect the livelihoods of migrants. Not only can one person or different family members fit into each category, serially or simultaneously, but also movement in one sphere can affect that in another. For example, rural migrants are forced by persecution into urban poverty and conflict, which they feel compelled to leave behind and follow social networks abroad in search of protection better opportunities. Then forced and voluntary emigrants remit funds back home to relatives who invest in businesses that attract a surplus of rural migrants to seek work in the cities only to be discouraged and move on—internal and international migration in a mutually reinforcing cycle.

In recent years, the Social Science Research Council has sought to build upon its decade-long Programme on International Migration, which at first focused largely on immigration to the United States, to support research and migration studies more broadly within an international framework. One of the Programme's foci has become migration and development and currently we are convening migration scholars, practitioners, and policy makers in a number of fora to consider how they might guide future research and policy development. An upcoming conference, co-sponsored by the International Organization on Migration and the Center for Migration Policy and Society, will consider how internal and international migrations are related to economic development. We will compare the two processes as well as look at their interrelationships through remittances of earnings back home, investments from afar, return home and entry into self-employment, high-skilled employment circulation, and the impact of social networks and knowledge exchange in sending and receiving areas. As described in greater detail below, the goal of this conference is to promote the formulation of new research that will bring social analysis to bear on migration's economic impacts.

A. BACKGROUND

The realization that the amount remitted by migrants to developing countries far exceeds foreign assistance has fueled growing interest in the relationship between migration and development among both scholars and policy makers. In the last few years, a series of reports and review articles have summarized the links between migration and development (Amassari 1994; Lucas 2005; Newland 2003, 2004; Russell 2003; Skeldon 1997, 2003, 2004; Sørensen et al. 2002, etc.). Many focus on the impact of remittances (Carling, 2004; Orozco 2002, Gammeltoft 2002; Lowell and de la Garza 2000; Ratha 2003), while others consider the impact of circular and return migration (Amassari and Black 2001; Black 2001; Ghosh 2000; Hugo 2003; King 1986), the role of diasporas (Kapur 2001; Koser 2003; Newland and Patrick 2004; Van Hear et al. 2004) and policy (Carling 2004; Ellerman 2003; Koser 2003; Martin et al. 2002). A much smaller literature considers the question of “social remittances” or the impact of migrants on ideas, behaviors and social capital in the sending country (Levitt 1999).

International migration is now widely seen to have the potential to contribute to development and many Governments and development agencies are seeking ways to maximize its benefits. Yet, while the focus of most scholars and policy makers has been on the relationship between international migration and development, for many developing countries, internal migration is a more important phenomenon in terms of both the potential benefits for development and the challenges it presents for Governments. This is largely due to the numbers involved: China, for example, has as many as 140 million internal migrants, compared with the United Nations 2002 estimate of 175 million international migrants worldwide and a total flow of only about 450,000 annually from China (Huang and Zhan 2005).

Estimates of the impact of internal migration on development have produced impressive figures: Cai Fang asserts that migration has contributed 16 per cent annually to the growth in China’s Gross Domestic Product in recent years (Cai 2001). Although initially the Government took a negative approach to internal migration, which has eroded the previous boundary between urban and rural populations and policy domains, since the late 1990s perceptions have changed. Largely as the result of research on the nature and impact of internal migration, the Chinese Government has come to see migration as making a positive contribution to development by relieving pressure on the land and providing labor for manufacturing and urban growth. As a result, many government agencies are involved in projects that seek to maximize the benefits of migration by providing pre-migration training or assistance to return migrants.

The Chinese Government is ahead of many others in the region in recognizing the relationship between internal migration and development. A Regional Conference on Migration and Development in Asia organized by the International Organization for Migration and the Chinese Ministry of Foreign Affairs in March 2005, found that data regarding internal migration in the region was patchy and that the level of attention to the issue by policy makers also varied widely despite the fact that internal migration is widespread throughout the region (Deshingkar 2005). Nonetheless, it is clear that migration scholars, policy makers and development agencies are starting to recognize the impact of internal migration on development. (For more information about the conference, see <http://www.iom.int/chinaconference>).

B. LINKING INTERNATIONAL AND INTERNAL MIGRATION

At least partly because they are studied by scholars from different backgrounds and with different concerns, internal and international migration are rarely considered together. When they are, it is generally in the context of internal migration leading to or presenting an alternative to, international migration, or when return migration or strong transnational ties prompt those studying international

migration to follow their subjects back home (Skeldon 2003). Yet beyond these questions, internal and international migrations have many things in common in terms of their causes and origins, the processes involved, and their impact and outcomes. As a result, they also present many similar challenges for research and policy making.

Both international and internal migration raise similar questions about the relationship of migration to development, including the ways in which both poverty and development can serve as stimuli for migration and shape the direction, volume and composition of migration flows. Equally, both call for a complex definition of “development” that takes into consideration not only the benefits of remittances and return migration but also questions of brain drain from sending regions and the impact of migrants on receiving economies. Migrants who settle in the receiving place present similar issues regarding social and civic incorporation and the future of the “second generation.”

Beyond the short term economic impact of migration, both internal and international flows also involve what have been termed social remittances. Some of these, including changes in gender norms and fertility patterns or in civic and political participation, may have a long-range impact on development while others may be neutral or even detrimental in their effects.

Many of the methodological challenges that confront scholars researching international and internal migration are also the same. Although one migration takes place across and the other within national borders, both create families that are “translocal,” requiring multi-site research and the tracing of links between communities. In both cases, scholars must often work with undocumented, vulnerable, or hard to reach populations, attempt to understand the nature of decisions that are made within the privacy of households, and estimate flows of money and other resources in situations where many exchanges take place through informal channels.

Internal and international migrations also raise similar management and policy challenges at several levels. In immediate terms, Governments must decide how to address questions of residency and citizenship rights and access to public services both for temporary migrants and those who seek to settle permanently in the place of reception. In doing so they must often balance concern for migrants’ rights with the interests and concerns of urban/receiving country residents. Over the long term, efforts to manage migration and maximize its benefits need to be based on a consideration of its relation both to broader development policies and to the many areas of economic and social policy that affect migrants, including not only to employment policy but also education, health, and housing.

Even in countries where migration is recognized as an important national policy issue, it is generally not the responsibility of any one government department and often falls outside the scope of policy planning and budget making. Policy development and implementation can be hampered by the lack of coordination between government agencies and by the different interests of sending and receiving communities. In many countries, social norms can also present a barrier to the implementation of Programmes that would increase the benefits of migration, as when gender norms lead women to be excluded or ethnic and religious differences cause tension between migrants and receiving communities.

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RESEARCH ON MIGRATION AND DEVELOPMENT

Institute for the Study of International Migration, Georgetown University

The Institute for the Study of International Migration (ISIM) is part of the School of Foreign Service and is affiliated with the Law Centre at Georgetown University. ISIM brings the best social science, legal and policy expertise to the complex and controversial issues raised by international migration. It conducts research on many aspects of migration, offers a certificate in humanitarian studies, and teaches courses such as 'Migration and Development' and 'Immigration Law and Policy.'

ISIM has a long-standing research agenda on various aspects of migration and development. Indeed, a large number of skilled workers are on the move around the world. The trend is driven by the forces of globalisation and the increasing integration of labour markets worldwide. Because of the great scale of the migration many developing countries experience a significant loss of their highly skilled workers. The emerging priority is not simply to avoid brain drain from developing countries, but instead to optimise migration flows so that the loss of highly skilled people does not cause 'brain strain'. We generally prefer this term because it highlights the potential for both positive and adverse consequences.

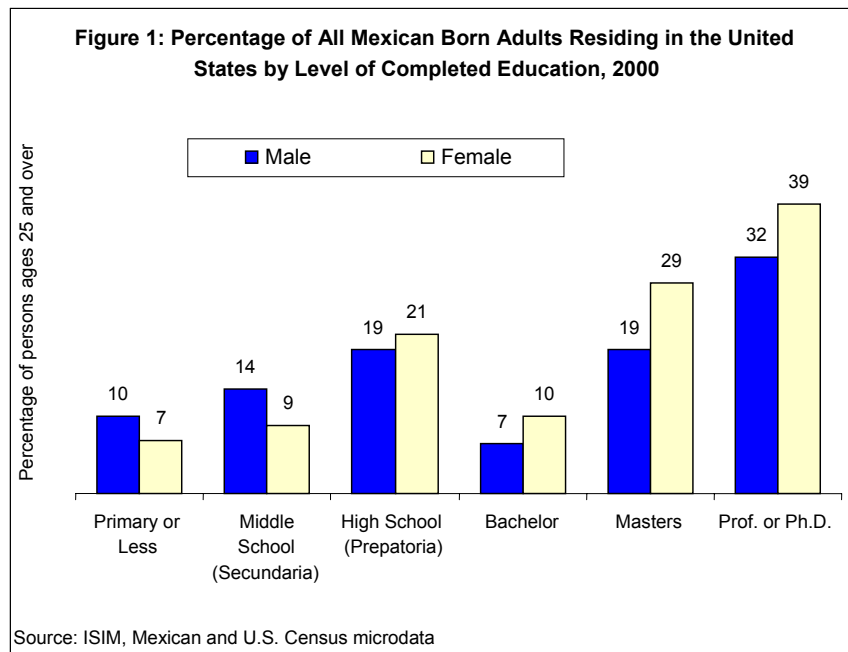
Of course, which workers are considered 'highly skilled' may differ from context to context given the diversity of skill needs and resources available to economies at different stages of development. We recognise that many developing countries have few workers whom they can ill-afford to lose such as craftsmen or technically trained persons in information technology, healthcare, or construction. Yet, college educated knowledge workers are at the core of concerns over emigration's potentially adverse impacts on development.

The mobility of the highly skilled has been growing rapidly in volume and complexity. The 1990s saw a surge in the number of highly skilled migrants entering the United States, Canada, Australia and Western Europe. At the same time, as more skilled migrants settle permanently in these countries, another stream increasingly circulates between countries. The occupational composition of both streams has broadened over time. These trends are related to the nature of modern economies and their appetite for knowledge workers; the impacts of an ageing population and the demands of the healthcare and caring sectors; the process of globalisation; and competitive immigration policies.

We estimate that nearly one in ten tertiary educated adults born in the developing world resided in North America, Australia or Western Europe in 2001. About five per cent of the developing world's emigrants with secondary education live in advanced nations. However, it is estimated that 30 to 50 per cent of the developing world's population of persons trained in science and technology live in the developed world. Furthermore, the loss of migrants tends to be greater among those with graduate degrees, a fact that is little known and particularly significant for some countries. And the flow of highly skilled migrants may differentially impact upon specific sectors of the sending country's economy. Perhaps the sector that has seen the most worrying effects has been healthcare.

For example, ISIM has a comparative research interest in several countries, but especially a long-standing and collaborative interest in Mexican migration to the United States. While Mexican migration is widely known as a prototypical movement of low-skilled workers, it also has an unrecognized highly-skilled component. In fact, Mexican migrants are highly selected from secondary educated Mexicans and among those with graduate degrees. Our estimates for Mexico indicate that just 9 per cent of Mexican-born persons with a bachelor degree lived in the United States but 36 per cent of those with a doctorate.

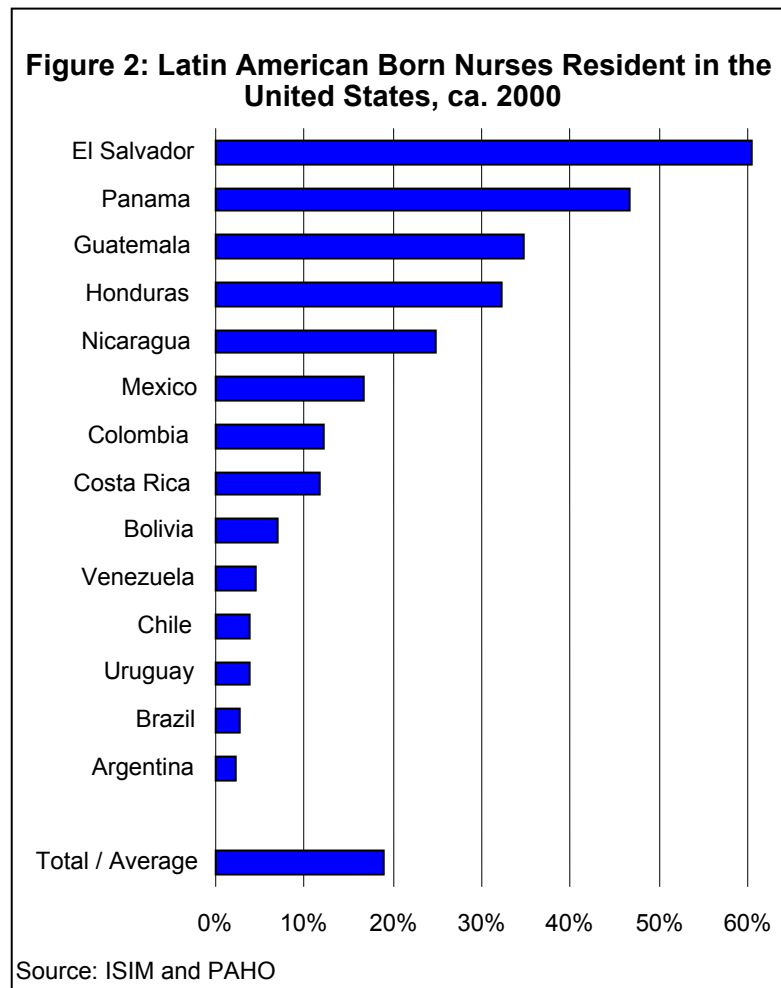
The migration of Mexican females at the upper rungs of education appears to be yet greater than that of males. The implications of these selectivity patterns have not been studied (figure 1).



Research on the economic effects of brain drain is, despite decades of interest, rather incomplete. Large databases have been recently constructed that are likely to turn that around, but for now an econometric evaluation of 1990 data is our best empirics of the phenomenon. To be sure, high-end mobility may help cement a developing nation into the global economy and the benefits that brings. At the same time, nations with high rates of migration of their best educated people stand to see their GDP growth slowed. Indeed, research has found that high rates of migration of the tertiary (college) educated population has adverse effects on GDP growth for at least 21 countries including Mexico. Nor is it clear that the feedback of Mexico's high-skilled diaspora offsets that economic loss, i.e., highly skilled migrants tend to remit less than other migrants and research does not paint a clear picture on the supposed benefits of knowledge transfer or remittances. Still, the mobility of skilled labour is part of today's increasing pace of globalisation and technological innovation. Developing countries that engage in appropriate brain circulation stand to reap the rewards of international and intra-company capital investment, the attraction of highly skilled workers, increased trade, and the transformation to a service-oriented economy.

The healthcare mobility of nurses is widely seen as a critical issue (figure 2). ISIM has convened roundtables of experts on this issue, most recently with COMPAS in Oxford, England. Foreign healthcare workers in the developed world help offset today's labour shortages and will play an increasing role in tomorrow's aging societies. This movement; however, generates tensions for workers, native and immigrant alike, as well as challenges for policymakers seeking to optimize the supply of health services. Receiving countries need to balance their intake of foreign workers, while ensuring the quality of healthcare, with efforts to boost the supply of domestic workers. For developed countries seeking to meet their changing healthcare needs, and for developing countries desiring to protect their workers' right to migrate as well as their citizens' access to healthcare, health worker migration poses a unique dilemma. Despite often severe impacts, health worker migration often does cause healthcare provision crises in

developing countries. Rather, it exacerbates already poor conditions brought on by disease epidemics, poor human resource planning, lack of funding, and other problems. Migration is also not the only reason workers leave the health sector. In South Africa, for example, a recent OECD study found that there are 7,000 expatriate nurses, but 32,000 nurse vacancies and 30,000 once-employed nurses no longer working in the health sector. In many cases, those vacancies are located in rural areas where doctors and nurses prefer not to work. Thus, poor allocation of resources—including human resources—is sometimes a more significant detriment to healthcare provision than is health worker emigration.



Policies That Optimize Skilled Migration

The benefits of highly skilled labour migration flows are neither automatic nor inevitable. The extent to which these flows benefit developing countries that send migrants will depend on the development and implementation of appropriate policies that optimise the benefits and minimise the costs. These policies must be developed in both sending and receiving countries, both separately and in partnership with one another. There are at least three alternative areas which we believe have the potential to generate policy options to address these issues.

- Migration management – with a particular emphasis on migration regimes that are temporary by the use of admission policies and by establishing best practices that facilitate and create incentives for return;
- The ‘diaspora option’ – which draws upon a nation’s expatriates, their knowledge and their financial resources to stimulate the transfer of resources to sending countries in a relatively low-cost way; and
- Democracy and development - given that the lack of these is one major cause of skilled migration, there is a need to incorporate the phenomenon of skilled migration, and its many facets, into thinking and planning in developing countries.

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ANNEXES



General Assembly

Distr.: General
28 February 2005

Fifty-ninth session
Agenda item 87 (b)

Resolution adopted by the General Assembly

[on the report of the Second Committee (A/59/485/Add.2)]

59/241. International migration and development

The General Assembly,

Recalling the Programme of Action of the International Conference on Population and Development adopted at Cairo,¹ 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,² the Programme of Action of the World Summit for Social Development,³ the Platform for Action adopted by the Fourth World Conference on Women⁴ and the outcome documents of the twenty-fourth⁵ and twenty-fifth⁶ special sessions of the General Assembly,

Recalling also its relevant resolutions, in particular resolutions 57/270 B of 23 June 2003, 58/190 of 22 December 2003 and 58/208 of 23 December 2003, in which it decided to devote a high-level dialogue to international migration and development during its sixty-first session, bearing in mind that 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,

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

¹ *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.

² *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.

³ *Ibid.*, annex II.

⁴ *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.

⁵ Resolution S-24/2, annex.

⁶ Resolution S-25/2, annex.

⁷ Resolution 217 A (III).

Forms of Racial Discrimination,⁸ the Convention on the Elimination of All Forms of Discrimination against Women⁹ and the Convention on the Rights of the Child,¹⁰

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,

Noting also the ongoing efforts and recent activities within the United Nations system and the other intergovernmental activities and multilateral initiatives on international migration and development being undertaken, as well as the exchanges of information on the subject,

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

Welcoming the adoption of the special theme of the thirty-ninth session of the Commission on Population and Development in 2006, which will be “International migration and development”,¹²

Taking note of the views of the Member States on the question of convening a United Nations conference on international migration, its scope, form and agenda, 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,

Acknowledging the important contribution provided by migrants and migration to development as well as the complex interrelationship between migration and development,

Aware of the fact that all countries are impacted by international migration, and hence stressing the crucial importance of dialogue and cooperation so as to better understand the international migration phenomenon, including its gender perspective, and to identify appropriate ways and means to maximize its development benefits and minimize its negative impacts,

Realizing the benefits that international migration can bring to migrants, their families, the receiving societies and their communities of origin and the need for countries of origin, transit and destination to ensure that migrants, including migrant workers, are not subject to exploitation of any kind and the need to ensure that the human rights and dignity of all migrants and their families, in particular of women migrant workers, are respected and protected,

⁸ Resolution 2106 A (XX), annex.

⁹ United Nations, *Treaty Series*, vol.1249, No.20378.

¹⁰ *Ibid.*, vol. 1577, No. 27531.

¹¹ Resolution 45/158, annex.

¹² *Official Records of the Economic and Social Council, 2004, Supplement No. 5 (E/2004/25)*, chap. I.B, decision 2004/1.

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,

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,

Recognizing that countries can be concurrently any combination of origin, transit and/or destination,

1. *Takes note* of the report of the Secretary-General;¹³
2. *Reconfirms* that the Secretary-General will report to the General Assembly at its sixtieth session on the organizational details of the 2006 high-level dialogue;
3. *Recognizes* the important contributions that international and regional efforts, including by the regional commissions, can provide to the high-level dialogue on international migration and development;
4. *Invites* appropriate regional consultative processes and other major initiatives undertaken by Member States in the field of international migration to contribute to the high-level dialogue;
5. *Takes note* of the establishment of the Global Commission on International Migration;
6. *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;
7. *Encourages* Governments of countries of origin, countries of transit and countries of destination to increase cooperation on issues related to migration, and notes with appreciation the numerous meetings and conferences convened relating to migration and development, in particular in the context of regional cooperation;
8. *Invites* Governments, with the assistance of the international community, where appropriate, to seek to make the option of remaining in one's own country viable for all people, in particular through efforts to achieve sustainable development, leading to a better economic balance between developed and developing countries;
9. *Reaffirms* the need to adopt policies and undertake measures to reduce the cost of the transfer of migrant remittances to developing countries, and welcomes the efforts of Governments and stakeholders in this regard;

¹³ A/59/325.

10. *Requests* the Secretary-General, within existing resources, to prepare a comprehensive overview of studies and analyses on the multidimensional aspects of migration and development, including the effects of migration on economic and social development in developed and developing countries, and on the effects of the movements of highly skilled migrant workers and those with advanced education;

11. *Also requests* the Secretary-General to submit a report to the General Assembly at its sixty-first session on the implementation of the present resolution.

*75th plenary meeting
22 December 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,¹ 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,² the Programme of Action of the World Summit for Social Development,³ the Platform for Action adopted by the Fourth World Conference on Women⁴ and the outcome documents of the twenty-fourth⁵ and twenty-fifth⁶ 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,⁷ and recalling the International Convention on the Elimination of All

¹ *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.

² *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.

³ *Ibid.*, annex II.

⁴ *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.

⁵ Resolution S-24/2, annex.

⁶ Resolution S-25/2, annex.

⁷ Resolution 217 A (III).

Forms of Racial Discrimination,⁸ the Convention on the Elimination of All Forms of Discrimination against Women⁹ and the Convention on the Rights of the Child,¹⁰

Recalling the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families,¹¹ 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

⁸ Resolution 2106 A (XX), annex.

⁹ Resolution 34/180, annex.

¹⁰ Resolution 44/25, annex.

¹¹ 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;¹²
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

¹² A/58/98.

notes with appreciation the numerous meetings and conferences convened relating to migration and development,¹³ 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*

¹³ 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.