

**THIRD COORDINATION MEETING
ON INTERNATIONAL MIGRATION**

New York, 27-28 October 2004



United Nations

Department of Economic and Social Affairs
Population Division



DESA

The Department of Economic and Social Affairs of the United Nations Secretariat is a vital interface between global policies in the economic, social and environmental spheres

PREFACE

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

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

CONTENTS (

ANNEXES

I.	REPORT OF THE SECRETARY-GENERAL ON INTERNATIONAL MIGRATION AND DEVELOPMENT (A/59/325)	123
II.	RESOLUTION ON INTERNATIONAL MIGRATION AND DEVELOPMENT ADOPTED BY THE GENERAL ASSEMBLY (A/RES/58/208)	143
III.	INTERNATIONAL MIGRATION RE.E026()Tj 0 -1.1477 TD OAL M00(I)5(2(S-12.6EC9(G)-14.6OM 10.52(C.9(ON6(L-14.1(R7(ENT)JTJ	

Explanatory notes

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

The following abbreviations have been used in the present document:

AIDS	Acquired immunodeficiency syndrome
CELADE	Latin American and Caribbean Demographic Centre
CMS	Center for Migration Studies
DESA	Department of Economic and Social Affairs, United Nations
ECLAC	Economic Commission for Latin America and the Caribbean, United Nations
EU	European Union
FDI	Foreign Direct Investments
GATS	General Agreement on Trade in Services
GMG	Geneva Migration Group
HIV	Human immunodeficiency virus
ICMPD	International Center for Migration Policy Development
ICPD	International Conference on Population and Development
IGC	Inter-Governmental Consultations
IMP	International Migration Policy Programme
IOM	International Organization for Migration
IUSSP	International Union for the Scientific Study of Population
MPI	Migration Policy Institute
NGOs	Non-Governmental Organizations
OECD	Organisation for Economic Co-operation and Development
OHCHR	Office of the High Commissioner for Human Rights
UNCTAD	United Nations Conference on Trade and Development
UNDOC	United Nations Office on Drugs and Crime
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNIFEM	United Nations Development Fund for Women
UNITAR	United Nations Institute for Training and Research
USCB	United States Census Bureau

I(ees fricner -0.2(4)-3.5(5)-3896(I))U1((ees .5(5)-33.5(5)14n7(5)-3890 -1.1477 TD -0.078(I)75.6518101117h.4(RE9i)m).
U 18finie Se Se S



UNITED NATIONS
DEPARTMENT OF ECONOMIC AND

PART ONE

REPORT OF THE MEETING AND INFORMATION PAPERS

REPORT OF THE MEETING

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

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

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

I. OPENING

discussion regarding international migration had been so far the most difficult because positions were diverse. Nevertheless, some progress had been made during the past decade. He stressed that this was a moment when Member States had the opportunity to make concrete progress in addressing the issue, particularly because the Secretary-General of the United Nations considered international migration an area of priority for the organization. The high-level dialogue could be the beginning of a process where Member States would consider in a systematic manner the challenges posed by international migration and find ways to address them. In this context, the Coordination Meeting could make a contribution by identifying key issues that might be considered by the dialogue. Mr. Chamie therefore invited active participation in the deliberations held during the Meeting.

II.

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

In the first session, Ms. Keiko Osaki, Population Affairs Officer of the Population Division,

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

The report also documented various initiatives for improving the management of international migration and proposed measures that the United Nations system could take in addressing the issue.

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

Mr. Wickramasekara also discussed the follow-up to the Plan of Action. In addition to giving wide publicity to the Plan, the ILO would make office-wide efforts to implement its various components. The ILO was collaborating with a number of international and regional institutions and initiatives. Mr. Wickramasekara invited the organizations participating in the Coordination Meeting to provide ideas for

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

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

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

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

Discussion on the preparation of the high-level dialogue was the major topic of the third Coordination Meeting. There was broad consensus among participants that international mig amic4. OFfdd-0.2(y-).tioS3.4h10s eirna e

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

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

the dialogue could usefully discuss the many positive facets of skilled migration for the countries and migrants involved and find ways in which its potentially detrimental effects on the countries

- *The role of regional consultative processes:* Regional consultative processes on migration were recognized as having made major progress in promoting inter-governmental dialogue on international migration since 1994. A review of the modalities and achievements of on-going regional processes would be a relevant input for the high-level dialogue. It was important to assess if the regional consultation processes had led or could lead to better and more effective cooperation and, if so, how they could act as building blocs for improved cooperation at the global level.

-

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

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

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

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

VII. RECENT ACTIVITIES ON INTERNATIONAL MIGRATION AND DEVELOPMENT

The last session was devoted to an exchange of information among the representatives of the

The representative of the International Organization for Migration informed the group about recent activities related to the Berne Initiative, a global consultative process to promote international cooperation in the management of international migration. The Initiative had been launched in 2001 by the Government of Switzerland and had culminated in 2003 with the drafting of an

AGENDA AND ORGANIZATION OF WORK

Wednesday, 27 October 2004

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

Thursday, 28 October 2004

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

LIST OF PARTICIPANTS

Invited Speakers

Robert E.B. LUCAS
Boston University
Economics Department
270 Bay State Road
Boston, MA 02215, USA
Tel: 1-617-353-4147
Fax: 1-617-353-4143
Email: rluca@bu.edu

Ronald SKELDON
Professorial Fellow
University of Sussex
School of Social and Cultural Studies
3 Palmeira Sq., Flat 6
Hove, Sussex BN3 2JA, United Kingdom
Tel: 44-1273-739-565
Email: r.skeldon@sussex.ac.uk,
ronaldskeldon@aol.com

United Nations Specialized Agencies, Funds and Programmes

International Labour Office

Piyasiri WICKRAMASEKARA
Senior Migration Specialist
International Migration Programme
4 rue des Morillons
CH-1211 Geneva 22, Switzerland
Tel: 41-22-7996497
Fax: 41-22-7998836 Email: kghezraoui@ohchr.org

Office of the United Nations High Commissioner for Refugees

Bela HOVY
Head, Population Data Unit
94 rue Montbrillant
CH-1202 Geneva, Switzerland
Tel: 41-22-739-8840
Fax: 41-22-739-7328

Email: hovy@unhcr.ch

United Nations Children's Fund

Pamela SHIFMAN
UNICEF House
Room H-738
New York, NY 10017, USA
Tel: 212-326-7198
Fax: 212-735-4413
Email: pshifman@unicef.org

Karin LANDGREN
UNICEF House
Room H-730
New York, NY 10017, USA
Tel: 212-824-6670
Fax: 212-735-4413
Email: klandgren@unicef.org

United Nations Educational, Scientific and Cultural Organization

Paul DE GUCHTENEIRE
Chief, International Migration Section
1, rue Miollis
75732 Paris Cedex 15, France

International Organization for Migration

Gervais APPAVE
Director, Migration Policy and Research Dept.
17 route des Morillons, CP 71
CH-1211, Geneva 19, Switzerland
Tel: 41-22-717-9524
Fax: 41-22-798-6150
Email: gappave@iom.int

Luca DALL'OGGIO
Permanent Observer
Observer Mission to the UN
122 East 42nd Street, Suite 1610
New York, NY 10168-1610, USA
Tel: 212-681-7000 Ext. 202
Fax: 212-867-5887
Email: ldalloggio@iom.int

League of Arab States

Khaled LOUHICHI
Director
Population Policy Department
22(a) Taha Hussein Street – Zamalek
Cairo, Egypt 20
Tel: 20-2-735-4306
Fax: 20-2-735-1422
Email: louhichik@hotmail.com

*Other Organizations***Center for Migration Studies**

Donald HEISEL

R7(zl6 T [(R)3g3)7(t1 TTD -0,)12(U)4.1(S)-5.5-Po121.5(9)1.1(rme)0.7(i5-8.7([(R8.5(Str.5()])TJ T* 070049 Tc -07.002 Tw 3n)10.-(
Tel: 21.7(22-)1257(735-)11119(21.6(2)])TJ T* 0.0058 Tc -0.0028 Tw [(F)7.6(a)4(x)11.8(:)6.7(212-)1257(735-)137710.1()])TJ 0 -1.

Department of Economic and Social Affairs

Population Division

Joseph CHAMIE
Director
Room DC2-1950
New York, NY 10017, USA
Phone: 1-212-963-3179
Fax: 1-212-963-2147
Email: chamiej@un.org

Larry HELIGMAN
Assistant Director
Room DC2-1952
New York, NY 10017, USA
Phone: 1-212-963-3208
Email: heligman@un.org

Hania ZLOTNIK
Assistant Director
Room DC2-1956
New York, NY 10017, USA
Phone: 1-212-963-3185
Email: zlotnik@un.org

Keiko OSAKI
Population Affairs Officer
Migration Section
Room DC2-1982
New York, NY 10017, USA
Phone: 1-212-963-3199
Email: osaki@un.org

Marta ROIG
Population Affairs Officer
Migration Section
Room DC2-1980
New York, NY 10017, USA
Phone: 1-212-963-3198
Email: roig@un.org

Patience STEPHENS
Population Affairs Officer
Policy Section
Room DC2-1936
New York, NY 10017, USA
Phone: 1-212-963-8390
Email: stephensp@un.org

Anatoly ZOUBANOV
Population Affairs Officer
Mortality Section
Room DC2-1984
New York, NY 10017, USA
Phone: 1-212-963-3214
Email: zoubanov@un.org

Statistics Division

Mary CHAMIE
Chief, Demographic and Social Statistics Branch
Room DC2-1554
New York, NY 10017, USA
Phone: 1-212-963-4869
Fax: 1-212-963-1940
Email: mchamie@un.org

Srdjan MRKIC
Chief, Demographic Statistics Section
Demographic and Social Statistics Branch
Room DC2-1556
New York, NY 10017, USA
Phone: 1-212-963-4940
Fax: 1-212-963-1940
Email: mrkic@un.org

Haoyi CHEN
Associate Statistician
Demographic and Social Statistics Branch
Room DC2-1536
New York, NY 10017, USA
Phone: 1-212-963-4375
Fax: 1-212-963-1940
Email: chen9@un.org

Alessandra ALFIERI
Statistician, Economic Statistics Branch
Room DC2-1518
New York, NY 10017, USA
Ph.: 1-212-963-4590
Fax: 1-212-963-1374
E-mail: alfieri@un.org

Division for the Advancement of Women

Roselyn ODERA
Chief, Gender Analysis Section
Room DC2-1244
New York, NY 10017, USA
Phone: 1-212-963-4352
Fax: 1-212-963-3463
Email: oderar@un.org

Division for Social Policy & Development

Elsa STAMATOPOULOU
Chief, Secretariat of the Permanent Forum on
Indigenous Issues
Room DC2-1772
New York, NY 10017, USA
Phone: 1-917-367-5100
Fax: 1-917-367-5102
Email: stamatopoulou@un.org

Sushil RAJ
Associate Expert, Secretariat of the Permanent
Forum on Indigenous Issues
Room DC2-1770
New York, NY 10017, USA
Phone: 1-917-367-5798
Fax: 1-917-367-5102
Email: raj3@un.org

Diane LOUGHRAN
Social Affairs Officer
Room DC2-1336
New York, NY 10017, USA
Phone: 1-212-963-1707
Fax: 1-212-963-0111
Email: loughran@un.org

Development Policy and Planning Office

Ian KINNIBURGH
Director
Room DC2-2170
New York, NY 10017, USA
Phone: 1-212-963-4838
Fax: 1-212-963-1061
Email: kinniburgh@un.org

PART TWO
CONTRIBUTED PAPERS

WOMEN AND INTERNATIONAL MIGRATION

*Division for the Advancement of Women
Department of Economic and Social Affairs
United Nations*

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

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

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

It is important to understand the causes and consequences of international migration from a gender perspective because hierarchical social relations related to gender shape the migration experiences of

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

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

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

In the societies of destination, gender relations and hierarchies as well as policies or practices leading to gender inequities condition the effects of migration for migrant women. The legal status of migrant women, the gender norms implicit in admission regulations a

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

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

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

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

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

A number of international instruments outline the human rights of migrants. Yet many national laws regulating the admission and stay of international migrants include provisions that negatively impact the

develop legal literacy programmes to promote better understanding of the human rights of women. The *Survey* also calls on Governments to develop policies and programmes to enhance the access of migrant women legally present in their territories to employment opportunities, safe housing, education and language training, health care and other services. The *Survey*

SOCIAL DIMENSIONS OF INTERNATIONAL MIGRATION

*Division for Social Policy and Development
Department of Economic and Social Affairs
United Nations*

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

A. PUBLIC PERCEPTIONS AND INFORMATION

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

2. The information-policy nexus

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

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

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

B. I

countries of origin that do not permit them to integr

C. INTERNATIONAL MIGRATION AND SOCIAL INTEGRATION

The pursuit of a better life is a common feature of human nature. Migrants who leave their homes

E. CONCLUSION

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

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

Annex

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

Mandate:

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

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

Recommendations:

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

12. Given the large number of indigenous migrants within and beyond national borders and the

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

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

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

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

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

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

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

ACTIVITIES RELATED TO INTERNATIONAL MIGRATION

*Statistics Division
Department of Economic and Social Affairs
United Nations*

The present report reviews activities regarding the development of statistical standards and methods as well as those related to data collection and dissemination, all implemented by the United Nations Statistics Division.

1.

A. STANDARDS AND METHODS

1. Activities 2002-2004

One of the major mandates of the United Nations Statistics Division is the development of statistical standards and methods in order to assist countries in building their national statistical capacities and to ensure comparability at the international level in different fields of statistics. Consequently, the *Recommendations on Statistics of International Migration, Revision 1²* has been used as a methodological tool for improving national systems of capturing data on international migrant flows.

In the past two years the United Nations Statistics Division concentrated on the implementation of these recommendations at the national level by organizing, in collaboration with the United Nations Conference on Trade and Development (UNCTAD), the *United Nations Workshop on Improving the Compilation of International Migration Statistics*, held in Geneva, Switzerland, from 15 to 17 September 2003³. The major objective of the Workshop was to introduce the recommendations for the compilation of international migration flows, to examine the sources of data and national practices for compiling international migration statistics and to assess the feasibility of compiling international migration flow statistics using the framework recommended by the United Nations. In its conclusions, the Workshop stated that the Recommendations primarily fulfill the purpose of demographic analysis and that there is need to broaden their scope to cover diverse descriptive and analytical needs required for different policy purposes, including various types of descriptive analysis such as trade in services, employment and human resources.

Another major methodological standard that has an impact on the framework for the collection of statistics relevant to international migration is the *Principles and Recommendations for Population and Housing Censuses, Revision 1⁴*, currently under review. An Expert Group Meeting⁵ was conducted to review critical issues in population and housing censuses in September 2004. It recommended that the next revision of the *Principles and Recommendations* take into consideration the importance of population and housing censuses in collecting internationally comparable statistics on international migration and to address various other issues that emerged during the 2000 round of census data collection process.

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

2. Planned activities

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

a. Workshop

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

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

b. Expert Group Meetings

The United Nations Statistics Division is planning a series of expert group meetings from 2005 to 2007 on issues related to the United Nations 2010 World Programme of Population and Housing Censuses⁶. The following issues will be addressed in the context of international migration. The expected outcomes are:

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

As for migrant flows, the past two years were dedicated to the adjustment of the *Demographic Yearbook*

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

<i>Regions</i>	<i>Data provided on</i>				<i>Total number of countries that provided some data on migrant stocks</i>
	<i>Size of foreign-born population</i>	<i>Population by citizenship</i>	<i>Population by country of birth</i>	<i>Economically active foreign-born population by occupation</i>	
Africa	5	7	2	-	10

NOTES

¹ The Statistics Division presented a report in 2002 to the first Coordination Meeting on International Migration -

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

*Economic Commission for Africa
United Nations*

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

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

A. I

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

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

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

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

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

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

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

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

International Migration Policy Programme (IMP) organized a regional Migration Policy Dialogue

7. ECA as a member of the Commission for Africa

ECA is a member of the Commission for Africa set up by Mr. Blair. The Commission's main objectives aim at conducting deepened analysis of Africa's development challenges to promote appropriate

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

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

In 2004, CELADE took part in meetings with high representatives of the Global Commission on

international organizations, such as the International Organization for Migration (IOM), in order to

A CHILD-RIGHTS APPROACH ON INTERNATIONAL MIGRATION

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

2. Child migrants

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

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

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

B. BUILDING A PROTECTIVE ENVIRONMENT FOR CHILDREN

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

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

The examples below illustrate these elements in the context of child trafficking. Strong government

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

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

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

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

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

Children who have been trafficked need services to help them to leave their situation, to return home and

international instruments. Legal requirements and procedures that criminalize trafficked children or other categories of migrant children should be eliminated as far as possible, and children should be detained only

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

United Nations Educational, Scientific and Cultural Organization

Migration has become one of the major issues of concern in the world in the last few years. The

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.

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

Acceptance and implementation of the Convention is a strategic objective for UNESCO in close co-operation with other United Nations agencies. UNESCO will continue to work with the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families.

and hkougvcacyvvves, s s igviniigv I2-0.1et we fs reatheatiof the1
o(ne)8 onra.5(ccept)8.2(a)6(rougv)12.6(sup3.1d n su30419(entat)8347o)1Miga[,4aga)nt4a 0.0016 T[,4a)19.uing)0011 chngw [ts50Su

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

B. OTHER PRIORITIES

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

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

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

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

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

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

4. Improve statistical data on migration related to higher education

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

NOTE

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

**REPORT FROM THE INTERNATIONAL MIGRATION
POLICY PROGRAMME**

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

The United Nations High-Level Dialogue may wish to consider whether regional cooperation constitutes a building bloc towards international governance in this field. Can different approaches to migration apply cross-regionally? What are the motivations underpinning regional and international cooperation in this field? Regional discussions tend to focus on similar priorities; international

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

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

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

United Nations Population Fund

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

International migration is not a new phenomenon. What is different now is the magnitude and complexity of migration flows. New patterns of migration have arisen as countries that had not experienced significant out-migration face an ever-increasing number of people who emigrate. Likewise,

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

4. Human trafficking

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

5. Refugee Protection

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

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

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

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

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

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

International Labour Office

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

The ILO General Discussion on Migrant Workers will be of obvious interest to the United Nations High-Level Dialogue and the other forums working in the field. (L TJ /F1 1 Tf 25.9783 0 TD 0 Tc 0 Tw ()Tj -44.3478 -1.1522 are often necessary (e.g. to monitor recruitment, to promote investments in critical skills, ensure recognition of skills, reduce transactions costs, among others).

It is probably true that remittances can play a large role in the development process, but there are countries receiving large volumes of remittances year after year which are yet to achieve sustained growth. It has often been pointed out in the literature that remittances are now a bigger flow than development aid. However it should clearly not be seen as an alternative to foreign aid. Another concern relates to the increasing flow of skilled migration, primarily from South to North. Starting initially with IT and knowledge workers, the latest concern is about the exodus of health workers, particularly nurses. The ILO has carried out important research on the impact and policy responses to skilled migration.³ An ILO-OECD technical workshop on the problem⁴ concluded that only comprehensive solutions can have an impact on equitable sharing of gains from skilled migration based on four principles: efficiency, equity, sustainability and ethical considerations. Sending countries should focus on upgrading working conditions and living environments and on better managing human resources, while receiving countries should focus on policy coherence, especially between migration policies and policies on development co-operation.

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

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

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

It is interesting to note the increasing convergence of ideas on the need for a multilateral framework. The activities of the Geneva Migration Group¹⁰, the Berne Initiative, and the Global Commission on International Migration further demonstrate that the ILO's own process of reflection is part of increasing international

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

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

2. Forging international consensus and promoting multilateral cooperation

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

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

ILO contributes actively to United Nations forums and mechanisms addressing migration policy, including the Commission on Human Rights, the General Assembly, and the Special Rapporteurs on Human

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

4. Capacity Building

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

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

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

The ILO compiled a compendium of anti-discrimination "good practice" measures by employers, unions, Government and NGOs from most European countries, available 'on line' as of September 2004. Evaluations

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

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

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

NOTES

MIGRATION AND DEVELOPMENT: THE ROLE OF THE WORLD BANK

The World Bank

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

Critical issues include how to react to the emigration of highly-skilled persons (the brain drain), the discussed here, however, since we focus on issues that more directly impact migration and its effects.

A. R

EMITTANCES

Remittances received by developing countries are estimated at \$93 billion in 2003, up 14 per cent from

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

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

B. TEMPORARY MOVEMENT OF WORKERS AND THE GATS

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

C. TIES TO THE DIASPORA

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

DEVELOPING THE DIASPORA

Asian Development Bank

A. BACKGROUND

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

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

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

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

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

A second study focuses on enhancing the remittances of overseas Filipino workers. The main objectives are to review the flows of remittances, and to identify constraints in the policy, regulatory and institutional framework that impact these flows. The study will then develop proposals to address the

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

International Centre for Migration Policy Development

A. EXISTING MULTILATERAL COOPERATION ON M

2. *Towards a Global Migration Regime*

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

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

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

T6[(T) #127(e)07(p)1885(d)0.5(1)13(lwa M)10.CCs1thei(/12.7(e)05(/12.7(e)1.1(op7(e)1.p(m)18.8p05(5)05(/

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

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

2. Defining the scope for cooperation

Defining the scope for international migration cooperation – what issues are open for discussion and negotiation – is first of all a function of the level of negotiations. Thus, for example, setting specific migration quotas and negotiating agreements on temporary migration systems will mostly be done at the

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

International Organization for Migration

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

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

- International cooperation on migration is now firmly set in train and will increase, but not without disturbances. Countries sharing common interests along geographical and/or thematic lines will form or build on dialogue mechanisms, and these will evolve as interests and alignments change.
- Competition for highly skilled labour is increasing and will continue to do so. Demand for labour at all

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

B. SUGGESTED THEMES FOR THE HIGH-LEVEL DIALOGUE

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

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

1. The importance of moving from a uni-dimensional approach to **a comprehensive and cooperative approach to migration management** must be seen as a priority and has been a significant theme of IOM's approach to migration management for several years. Identifying essential component parts of a national migration policy is one important step in the development of a strategy to manage migratory flows. The development of a comprehensive approach would require consideration, among others, of policy elements such as: opportunities for legal migration, effective border management arrangements (for the security of borders, protection against crime, maintenance of the integrity of the asylum system), and acceptance and participation of migrants in the host society. But beyond that, the various component policy elements should be developed to take account of the impact one has on the other, and integrated into a comprehensive whole, capable of managing migration in an orderly manner. The HLD would provide an ideal opportunity for the international community to identify issues of common interest and to provide impetus for more effective coordination at the national level of the numerous government agencies involved in the migration management process. Beyond regional mechanisms, there is obviously an ideal opportunity to assess and consider progress achieved through the significant broader global processes mentioned earlier.
2. An increasingly important element of the Organization's work has been in contributing to better **understanding and dialogue at the regional level, through regional consultative mechanisms or processes**

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

Increasingly, the international community is recognizing and emphasizing the positive effects of

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

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

ANNEX
MANAGING MIGRATION

MAIN AREAS

MIGRATION AND DEVELOPMENT

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

FACILITATING MIGRATION

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

REGULATING MIGRATION

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

FORCED MIGRATION

Asylum and Refugees
Resettlement
Repatriation
IDPS
Transition and Recovery
Former Combatants
Claims and Compensati

INTERNATIONAL MIGRATION IN THE ARAB REGION AND SUGGESTIONS FOR KEY ACTIONS

League of Arab States

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

Most of the region's countries witnessed rapid economic liberation and significant impacts of structural adjustment programmes; in addition to, the expansion of the globalized media and information. The region have also endured several conflicts and wars, and an increase in poverty and unemployment rates. This lead to amplifying migration pressure. Furthermore, and due to the tightening of forbidden policies practiced by Tthe sre,nemdocu2(e)0.3(nted,2.7(9)1th.bp7)d] .tna6 Tw [sevi.tna6t,2.7(9)1 the forced and the skilled migration.

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

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

A. PROMINENT EMERGING CHALLENGES

1. Contraction of Migration Opportunities

At a time when the Arab region accustomed for decades to migration to the Western countries and recently to the Gulf, and to remittances and other migration benefits, and while the migration pressure noticeably increased and is expected to continue increasing during the next era (Arab Human Development

visa, tightening procedures on the borders, arrests and control of foreign residencies and recently the

4. Skilled Labour Migration Is Rising

conventions and protocols related to migrant rights, combating smugglers and human trafficking, reducing illegal migration, most of the Arab sending countries have adopted a positive approach to the skilled

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

International Union for the Scientific Study of Population

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

Segmentation of the labour market also contributes to a structural dependence on foreign labour. A segmented market includes a capital-intensive primary sector and a labour-intensive secondary sector. Workers in the primary sector usually hold stable, skilled jobs that allow them to accumulate human capital. In contrast, workers in the secondary sector generally hold unstable, unskilled jobs and may be laid off at any time with little or no cost to the employer. They thus become the means of adjustment during cyclical downturns. Native workers have no incentive to take the unstable jobs characterizing the secondary sector so foreigners flow in. In some countries, the recent but persistent erosion of working conditions in some primary sector occupations has been accompanied by the

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

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

D. TRADE, DEVELOPMENT AND INTERNATIONAL MIGRATION

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

It has been argued that expanded trade between countries of emigration and their receiving counterparts is perhaps the

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

The International Metropolis Project

The United Nations High Level Dialogue, scheduled to take place in 2006, offers a rare opportunity for the United Nations to discuss migration and its effects on societies, be they societies that send migrants, receive migrants, or through which migrants travel on their way somewhere else, a passage that

already a large number of organizations in the migration field whose work is recognized as of excellent quality and against which the contribution of the United Nations will be judged on whether it adds value or not. The Metropolis Project supports this particular entry of the United Nations into a holistic migration discussion and offers the comments in this paper as suggestions for ensuring that the High-Level Dialogue has beneficial results, both for Member States and for the United Nations itself.

In preparing for the High-Level Dialogue, the United Nations ought to plan for the long-term, not just for this one event. It ought to consider one of its principal objectives as being to position itself as an effective forum for multilateral debate on international migration. The planning, including setting the agenda, must strive to avoid an outcome on which Member States may be deeply divided and which

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

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

A. THE HIGH-LEVEL DIALOGUE AGENDA

1. Migration and development

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

This set of issues has become highly fashionable, particularly from the point of view of countries of

-L

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

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

2. Protecting vulnerable migrants and their families

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

d. Protecting the well-being of the families of those who engage in migration, especially circular

B. CONTRIBUTIONS OF THE METROPOLIS PROJECT

The Metropolis Project is a multinational network of policy makers, academic researchers, international organizations, and non-governmental organizations. It encourages academic research on migration issues that is useful to policy makers, and it convenes meetings and arranges other communication fora whereby discussion amongst these groups can take place, all with the aim of improving migration-related policies. The Metropolis Conference has become the world's largest annual conference on migration, attracting members of the world's key migration organizations to discuss the current issues facing the migration community. Its meetin

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

United States Census Bureau

In accordance with the U.S. Census Bureau's strategic objective to provide accurate, timely, and relevant data, the U.S. Census Bureau is pleased to announce the release of the 2018 Annual Report on International Migration Statistics (CENSU858gtt).

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

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

C. IMPACT OF IMMIGRATION

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

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

AUDITING AND EVALUATING IMMIGRANT AND IMMIGRATION POLICIES OF THE UNITED STATES

United States Government Accountability Office

The U.S. Government Accountability Office (GAO) regularly audits and evaluates immigrant and immigration policies of the United States, as well as other policies and programmes across the federal Government. Known for many years as the U.S. General Accounting Office, the Congress changed its name

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

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

GAO has recommended that the Department of State “improve its implementation of the visa process to improve its effectiveness and consistency among its overseas posts.” GAO determined that “a l(“-4.6.3(t)-8.9(ma)-tclcyir

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

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

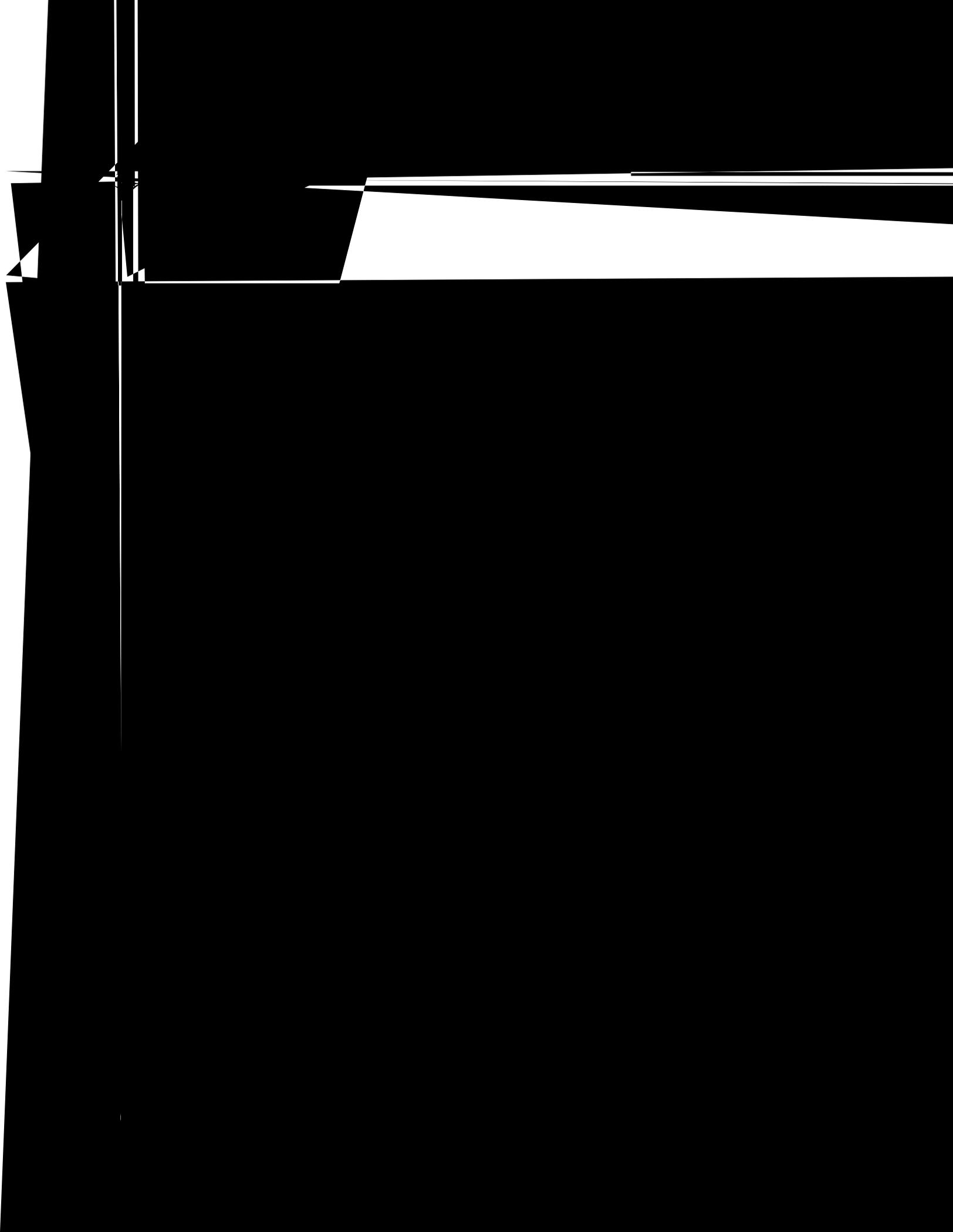
C. CONCLUSIONS

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

REFERENCES

- United States General Accounting Office (1985). Immigration: An Issue Analysis Of An Emerging Problem. SP-108. 087804. Washington, D.C.: GAO, September.
- _____(1989). Immigration Reform: Major Changes Likely Under S.358. GAO/PEMD-90-5. Washington, D.C.: GAO, November.
- _____(1993). Illegal Aliens: Despite Data Limitations, Current Methods Provide Better Population Estimates. GAO/PEMD-93-25. Washington, D.C.: GAO, August.
- _____(1995). Illegal Immigration: INS Overstay Estimation Methods Need Improvement. GAO/PEMD-95-20. Washington,

ANNEXES



I. Introduction

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

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

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

A. United Nations Secretariat

1. Department of Economic and Social Affairs

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

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

Secretary-General entitled "Role of the Un

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

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

22. The primary mandate of the Office of the United Nations High Commissioner for Refugees (UNHCR) is to provide protection and durable solutions for refugees and other persons of concern, including asylum-seekers, returnees and stateless

part of the international trade in services and therefore the economic importance of the movements of workers who stay temporarily in a country for the purpose of providing a service in any of the categories identified in Mode 4 under the General Agreement on Trade in Services.¹⁴ In July 2003, UNCTAD held in Geneva, in collaboration with IOM and ILO, a three-day Expert Meeting on Market Access Issues in Mode 4 (Movement of Natural Persons to Supply Services) and Effective Implementation of Article IV on Increasing Participation of Developing Countries

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

29. One of the most notable activities carried out by the United Nations Office on

C. Specialized agencies

1. Food and Agriculture Organization of the United Nations

32. Although the activities of the Food and Agriculture Organization of the United Nations (FAO) do not focus specifically on international migration, the types of developmental interventions promoted by the Organization are highly relevant to migration. For instance, an important component of the work of FAO on food security, poverty reduction and sustainable agricultural development is to promote

frameworks for protecting nationals working abroad. In addition, ILO has been also requested to provide advisory services to regional economic groups such as the Association of South-East Asian Nati

assure the free movement of people and workers in conjunction with appropriate measures regarding external border controls, immigration, asylum and the prevention of crime. In 1997, the Treaty of Amsterdam¹⁸ established for the first time EU competence on immigration and asylum. Subsequently, the European Council, at its meeting in Tampere, Finland, on 15 and 16 October 1999, called for a common policy on immigration and asylum and set forth a framework within which to achieve it. In this framework, partnerships with countries of origin are seen as essential elements for the success of migration management. In May 2004, an additional 10 countries joined the 15 member States of EU. Although the access of citizens of new member States to the labour markets of the old member States is at present restricted by transitional arrangements, the free movement of workers from the new member States is expected to be fully achieved by 2011.

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

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

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

0.1629 eTc 0.1276 Tw T*3c283 Twt o

.12 lptesretu[(atte(maintai)-7(nin(estadm221 Tw T*-6(5-5(eeeringtur

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

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

53. The United Nations has played a critical role in establishing legal norms and standards in relation to international migration. The International Convention on the

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

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

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

Notes

¹ POP/DB/MIG/2003/1.

² United Nations publication, Sales No. E.04.XIII.3.

³ Ibid., table 16.

⁴ See *Official Records of the Economic and Social Council, 2004, Supplement No. 5/E/2004/25*, sect(5(i)-3/247(1)3(Cou246 Tmtj) chap. I, sect(5(i)-4(a)7(1)3(Cou246 Tmtj)ET59.0435(ig)-6(r)2(a)-6(t)2(ion)6(whose)6(r)14(e)2(po)-6(r6 leve., sc)0 8.52 123.12



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 ssiof

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 (ent, as well)Jcil0192 F 0.4413 UKC

Forms of Racial Discrimination,⁸

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

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

INTERNATIONAL MIGRATION REGIMES AND ECONOMIC DEVELOPMENT *

Robert E. B. Lucas

A. THE CONTEXT

International migration is attracting increasing attention, both among governments in the industrialized countries and within various international agencies. Trade continues to dominate the international agenda, though migration is also becoming a focus of interest for good reason. Recent simulations indicate that small increments to global miAssistance and total remittances perhaps capping direct foreign

Amidst this mounting interest, this study is concerned with the links between international migration and economic development in the lower income countries. This interplay is two-way: development affects migration and migration affects development. The effects of development on migration and of migration upon development are intimately linked and both influences are controversial.

The former link has attracted increasing attention in some of the OECD countries where inability to control migration has focused efforts on migration management, including the role of economic development at origin as a device for reducing migration pressures. However, it is the second element of interplay, the effects of migration upon development that is the main focus of the present study. In the process of migration, despite the high rents that are extracted by many middlemen, voluntary migrants presumably believe they will gain by moving. However, the economic consequences of departure upon those left at home is far more ambiguous and is the subject of this study. In particular, this is an investigation into the effects of international migration to the high income countries upon the economic development of the lower income countries from which many of the migrants originate. The focus is on labor migration, but not exclusively: the margins between migration for work and other forms of migration are blurred.

Although this study focuses upon the effect of migration upon economic development, the reverse effect cannot be neglected and the contentious nature of both influences is drawn out and reexamined. The prevailing lack of resolution may not be inappropriate: the links between migration and development differ from context to context, varying with the extent and nature of migration streams, the migrants' experiences, and the economic, political and social setting in the home country. Alternative migration regimes, with variegated patterns of skilled and unskilled workers, of temporary and permanent movers, of men and women, of solitary sojourners and families shifting domicile, should not be expected to have uniform consequences for development.

* This is an executive summary of the report "International Migration Regimes and Economic Development", prepared for the Expert Group on Development Issues in the Swedish Ministry for Foreign Affairs. The full report is posted at the following website: <http://www.egdi.gov.se/migraiton.htm>. The final version of the report will be available from Edward Elgar Publisher in 2005.

1. *Four Case Study Areas*

To explore the diversity of experiences in the linkages between migration and development, four migration regimes were selected for specific attention within this study, each exhibiting distinct characteristics, though all represent major migration streams from lower to higher income countries. Together, these four regimes encompass a substantial portion of global migration from low to high income countries while representing a diversity of migration experiences:

Migration to the Europe Union: A case in which coordination of migration policies among member countries, control of irregular migration, widespread use of short term migrant workers, and strategies toward refugees and asylum seekers come to the fore.

Contract workers in the Persian Gulf from South and Southeast Asia: A case dominated by migration on fixed period contracts, without family accompaniment, exhibiting a rising role for female labor migration.

The brain drain to North America: A case of selective legal migration in these countries of traditional settlement, resulting in a bimodal distribution of migrant skills; highly skilled migrants are admitted on a more permanent basis with family accompaniment, and unskilled workers enter both with and without legal documentation.

Migration transition in East Asia: A case of increasingly integrated labor markets as the higher income countries experience migration transitions, legal migration being almost exclusively short term though combined with widespread employment of trainees, students and irregular over-stayers, all being impacted by the East Asia financial crisis.

B. THE DETERMINANTS OF MIGRATION

1. *A Snapshot of Migration at the Millennium*

Despite fears of massive migration from the countries in transition after 1990, the net migration rate into the EU, relative to population, has actually been about half of that into North America in the last

asylum seekers and refugees are fleeing situations of real conflict; violence which is both influenced by economic development and in turn prejudices development prospects.

C. LABOR MARKET RESPONSES TO EMIGRATION

Virtually all of the evidence indicates that tighter labor markets at home discourage departure. Does departure of international migrants also result in tighter labor markets for people who are left behind?

Yet there is a less positive possibility, namely when emigration of skilled personnel restricts labor demand and hence employment opportunities of less skilled counterparts who remain at home. Within the set of countries examined in this study, no clear evidence of such cases emerges, yet the general possibility cannot be denied.

D. EMIGRATION OF THE HIGHLY SKILLED

The international mobility of highly skilled people takes a wide variety of forms: applic5n(t.9(ED)]id)13.5

stems from the universal subsidization of education, and hence the view that emigration also exports the returns on this public investment. Yet, at the time of emigration, these are sunk costs.

Despite these potential costs, not all movements of highly skilled migrants, from low to high income countries, necessarily represent a 'brain drain' in the sense of imposing a net loss. In the end there is a dearth of evidence establishing clear costs. Yet one should not infer from the lack of systematic evidence that costs are never incurred. No doubt the truth is mixed. It is dubious that the departure of information technology experts from India since 1990 has imposed very real losses on the average Indian at home; the same be said of most professionals leaving the Philippines; the loss of medical personnel from South Africa may be quite another story. In the balance, the number of governments that seem actively concerned with the process of brain drain is less than one might think. Indeed, a number of governments have become sufficiently concerned with the lack of opportunities at home for their college graduates, and the political threat that this poses, that they are quietly encouraging and aiding emigration: a situation sometimes dubbed a 'brain overflow'.

There are also other ameliorating factors. Highly skilled migrants remit, though the evidence on whether they remit more than less skilled counterparts is mixed; the highly skilled earn more but they also settle more permanently and are permitted to bring their families with them, severing ties with home. Some have argued that an educated overseas diaspora confer other forms of benefits on those at home through transnational networking, though the evidence in this regard suggests a limited scope particularly for the lower income countries. Recently, there has also been some attention to the possibility that emigration of highly educated persons may induce additional education amongst stayers. In such contexts as the Philippines the high departure rate of college educated adults has almost certainly motivated additional college attendance within the Philippines and even influenced the choice of discipline for study. Yet it is doubtful that this has left more college graduates remaining at home. More generally, an examination of global evidence reveals little support for an expansion in the tertiary educated labor force at home as a result of high-skilled emigration.

Study abroad is not only a form of migration of the highly skilled in its own right but presents important opportunities to turn an overseas education into more permanent forms of migration: opportunities both for the student and the host country. Among the developing countries, a negative association is demonstrated in this study between the rate at which students stay abroad after graduating overseas and the income level of the home country. For the lowest income countries this presents a dilemma: exposing students to high quality study abroad can be important for local development, if they return, but in most cases relatively few return.

More generally the OECD countries appear to be heightening the competition to attract the most able, not only in North America but more recently in Europe and, at least by statement of intent, in East Asia. It seems unlikely that the industrialized countries will show much restraint in their efforts to recruit the highly skilled; the world is exhibiting skill-biased technical progress and the demands on the highly skilled are steadily increasing. The notion of refunding the country of origin, at least for educational costs incurred, has resurfaced recently, with proposals to compensate for state recruitment of healthcare

Moreover, the skills and experiences acquired abroad often prove of limited value in the lower technology settings of the developing countries.

A last option is to reconsider the financing of higher education in the lower income countries. The social costs of tertiary education are extraordinarily high, especially relative to incomes in the poorer countries and the social rates of return on this higher education are lower than on additional funding to more basic education. Moreover, the major beneficiaries of college education are frequently the sons and daughters of the wealthy elite. The outcome of these heavily subsidized educations, at least in some contexts, is a brain overflow and emigration after graduation.

E. REMITTANCES

Among those developing and transition economies where labor market slack is a chronic problem, exporting labor in return for remittances poses an attractive component of a development strategy. The global system of remittances comprises both formal and informal transfers. Systematic data exist only on the formal flows; far less is known about the flows of remittances through informal channels

Several countries from our case study areas, including India, the Philippines, Turkey, Russia and Morocco are amongst the highest recipients of formal remittances, given their net migration rates, while Thailand, Bangladesh, Sri Lanka and Tunisia are also within the top twenty countries. On the other hand, Pakistan, Indonesia, Bulgaria and Romania record only small remittances despite high net out migration levels.

Some of these differences represent the relatively greater importance of informal remittances in specific countries, such as Pakistan, or the inadequacy of recording mechanisms, as in Indonesia. Yet differences in the composition of migration and the policy stimuli to remittances matter too.

Temporary migration to the Gulf has generated massive remittances over an extended period. The expansion of temporary labor migration within East Asia has also spawned large, though predominantly unrecorded remittances. For Turkey and the Maghreb countries, a mix of recorded and unofficial remittances provide a critical resource, and some of the countries of Eastern Europe have become utterly dependent for day to day living on remittances from undocumented migrants. Very few refugees in camps command the resources to remit at all, yet global evidence suggests no lower rates of remittance to countries generating large numbers of recognized refugees. The wider diaspora appears to be an important part of this story, with resettled refugees and asylum seekers in the higher income countries remitting home, possibly though the near diaspora in camps in third countries.

Recognition of the importance of remittances as a source of external finance has evolved rapidly among the developing countries of the Western Hemisphere where, by 2000, gross reported remittances exceeded 40 percent of the current account balance and a quarter of the inflow of direct investments. Of all countries in the world, the US is the largest single source of reported remittances, but relative to the stock of migrants the EU sends more and the GCC states far more. Moreover, Mexico's reported remittance inflows amount to almost a third of the US reported outflows and most of the evidence points to a relatively low rate of remittance compared to the very high earnings of the highly skilled from the rest of the developing world residing in North America. The upshot of these regimes is that, on average, the lower income developing countries receive a higher portion of their incomes from remittances than do the middle income countries, although remittances received per capita are lower among the poorer countries.

Within countries, the evidence on whether the impact effect of remittances tends to equalize the income distribution is mixed, though accounting for multiplier effects of remittance spending, both within

and across villages, seems to tip the balance toward a more equalizing effect. Similarly, although remittances seem to be a significant source of investments in some countries this is not the case in others. One suspects that much of this difference in inducement to invest reflects the overall attractiveness of investing in any given economy, but this remains to be tested. Whether remittances accelerate economic growth, through investments or otherwise, remains a matter of dispute and the evidence is again mixed. However, remittances clearly do raise income levels for many, and not necessarily only the recipients of

enjoyed only small technology gains from their diasporas, in part because of the lack of pre-existing technological capital and in part because of their technology gap in relation to the OECD regions. It is the higher income countries, such as Taiwan, Korea, Ireland and Israel, that have been able to take most advantage of technology transfers from their diasporas, again reflecting the state of the home country economy rather than the skill base or location of the diaspora. Meanwhile, most of the low income countries are left out of this virtuous cycle; although the relative rate of brain drain (at least to the US) tends to be higher among the poorer countries, few of these countries are well positioned to experience any of the beneficial forces of brain gain. The Philippines has one of the highest rates of emigration and of brain drain in the world; the resultant diaspora did contribute to the overthrow of the Marcos regime but there has been no subsequent improvement in economic performance and no signs of any brain gain effects.

The extent to which migrants enhance trade flows, foreign investments by others or themselves, and transfers of technology, may be susceptible to policy interventions. Yet the efficacy of such interventions remains poorly understood. A number of countries do offer incentives to overseas nationals to invest in the home country. China offers substantial tax breaks and infrastructure support to foreign investors in general and investment has been massive, yet the link between these incentives and realized investments remains unclear. Non-Resident Indians are permitted to invest, subject to approval, in a wider range of real estate options than are other foreign investors, allowed greater equity participation in civil airlines, and to acquire a greater range of immovable properties. However, major irritants to Non-Resident Indian Investors are reported to remain. In the Philippines, efforts to involve the diaspora in investments go unmonitored and are apparently ineffective.

Fostering contacts with the overseas diaspora, and especially the intelligentsia, may facilitate the emergence of more active knowledge networking. Actively encouraging and supporting the formation of transnational associations involving researchers at home and abroad may complement such efforts. Yet how effective government efforts prove in this vein remains uncertain. First, some of the more active formal networks appear to have emerged from private initiatives and not from government sponsored efforts. Second, it is far from clear how effective these networks ultimately prove as vehicles for realized improvements in productivity at home.

There are indications that migration of highly skilled people may prove important in overcoming prevailing barriers to trade in a world where reliable information is scarce. Yet, to the extent that positive feedback effects through trade, investment and technology transfer are observed, it tends to be through networking with the highly skilled, not through the unskilled. Yet the highly skilled migrate in large numbers only to North America. Nonetheless, for some countries the diaspora indeed plays a major role. For some of the poorest countries this appears to be far less true. Indeed, it is in some of the poorer countries that parts of their diaspora are more actively involved in promoting or supporting instability and violence at home.

G. RETURN MIGRATION

Although reliable historical perspectives are not available, it seems that circular migration has increased globally. Not only have various forms of guest worker programs expanded, but rotation of highly skilled persons is occurring more frequently too, both on short term bases and after a period of settlement.

The vast majority of guest workers return home, though the duration of stay can be substantial in the interim. The lengths of stay depend in part upon the fixed costs of reentry and the odds of being able to return abroad again. Intensive repeat migration is prevalent in the border areas of Mexico and among seasonal workers in the EU; Albanians who return voluntarily have been away only a year on average; but

reduce the stocks of foreign nationals, by offering financial incentives to return, proved ineffective: the incentives were simply too small. The more recent revival of labor contracting and use of seasonal labor in Europe appears to be resulting in less permanent domicile. In any case, irregular migrants can become fairly permanent too, as among some of the urban-based Mexicans in the US, and indeed such permanence tends to be reenforced by an inability to come back yet again. Whether temporary and irregular migrants are substitutes or complements appears mixed. Critics of the newly proposed guest worker program in the US claim that the earlier *bracero* program induced subsequent undocumented movement, though some expansion in irregular migration would surely have occurred anyway. Certainly some of the European countries today are either assuming that expanded legal entry will reduce the number of asylum seekers and irregular movements, or exploring bilateral deals to regularize recruiting in return for efforts to reduce irregular migrations.

The OECD countries show little inclination to permit permanent entry of unskilled foreign workers. The future implications of migration from the developing countries for economic development in those countries of origin, and specifically for their poor, will consequently hinge critically upon the continued evolution of temporary worker programs. In a few contexts, conscious decisions have been taken to reduce long term reliance on imported labor, though such decisions were not always realized. Attempts to

which families are better off because of migration or whether members migrate more commonly from better off families.

The migration-remittance nexus may be particularly effective in addressing issues of transient poverty. First, migration may prove a viable option in the face of sudden crisis or economic downturn. Massive refugee flows have resulted from the onset of violence and associated poverty in the last two decades, though not all of these incidents have proved to be transient. Migrations, both internal and international, also resulted from the onset of the East Asia financial crisis. Moreover, there is evidence that remittances move counter-cyclically, thus offering relief during recessions, perhaps motivated by altruism during times of crisis but also stimulated by exchange rate depreciation. On the other hand, to the extent that remittances are indeed motivated by altruism, and hence concerns for loss of income at home,

Health: A number of health related issues arise from international migration. These range from concerns for the mental health of migrants, to the lack of healthcare workers as a result of their emigration, and the potential for the spread of diseases through migration. The last of these has become particularly acute with the spread of HIV-AIDS which has been clearly shown to have followed international truck routes in Africa and concern continues over the links between international mobility and transmission of HIV-AIDS. To the extent that migrants are aware of potential personal health problems that they and their families may face, these concerns tend to be weighed in the decision whether to risk the migration undertaking. HIV-AIDS is different in this respect: the costs can spread far beyond the migrants' families, raising major social concerns requiring societal and indeed multinational solutions.

Family cohesion: Many international migrants are married and have children. In some of our case study areas fathers and mothers are the majority of migrants. Family accompaniment is relatively rare, except among more highly skilled migrants. In some instances, the resultant separation can be for extended periods. The average tour to the Gulf is probeE(4(ov)12.(4(ovo)1u2.5(r)-2.4(ob10.9(to b)0.9(fo

oe(

eas9295(ns(

bpn(thn)12

cee

poweringb opp((r)8 Ttunb)123(ii)-3.2(t)77(ii)-3.2ense rs ipbily cretaa pyobwe(r)8 T vyacuom (ha(t)7

haep(a)1268rt(m)9.i(a)1268l svlanasugbesunash.

I. WINNERS AND LOSERS IN I

intent to return home, links with the diaspora evaporate over time: remittances and the stimuli to trade, capital flows and technology transfer die. Students and other highly skilled people who settle permanently abroad, and are able to bring their family or form a family abroad, contribute little to their home countries. The migrants themselves probably benefit more from permanent settlement, but those left at home do not.

MORE THAN REMITTANCES: OTHER ASPECTS OF THE RELATIONSHIP BETWEEN MIGRATION AND DEVELOPMENT

*Ronald Skeldon**

A. BACKGROUND

That there is a relationship between population migration and development is axiomatic. Just what that relationship might be and how migration affects development, and development migration, is not, however, at all clear. Neither must it be assumed that migration and development are independent variables. This writer has maintained that migration is an integral part of development and the one cannot be truly separated from the other (Skeldon, 1997). Migration, or the more inclusive "mobility", can be conceptualized as the dynamic, spatial dimension of any society or economy. The mobility patterns of a country with a high Gross National Product (GDP) per capita, an economy dominated by service industries and the population distribution concentrated in urban areas, are clearly different from those of a country where the gross national product (GDP) per capita is low, the economy is based on agriculture and the population is dispersed throughout the rural sector. Equally, the mobility patterns of wealthier groups within any country are very different from those of poorer groups. Nevertheless, levels of development are not neatly correlated with particular volumes or types of migration. For example, within the developed world itself, the mobility rates of populations vary greatly. Mobility rates in the settler societies of Australia, Canada, New Zealand and the United States, where between 17 and 20 per cent of the population change their usual place of residence every year, are consistently higher than in most European countries and Japan, where generally less than 10 per cent of the population change residence every year (Long, 1991; Newton and Bell, 1996). The nature of the housing market in the respective countries is seen as one factor that can help to explain the differences; this raises the issue of appropriate policy intervention to influence the volume and direction of population movement.

Forms of population migration are often seen to increase with rising levels of GDP, or development (Zelinsky, 1971). Yet, in so much policy intervention, migration, both internal and international, is seen as an aberration and if levels of development in the rural sector or in the developing world could only be improved, then people would not have to migrate either to cities or to more developed countries. Research has not supported this idea but suggested that as any country develops, initially at least, rising levels of out-migration can be expected (Nyberg-Sørensen and others, 2002). Similarly, development is almost always associated with increased urbanization, much of which can be attributed to rural-to-urban migration. Concentration of population whether nationally, regionally or globally appears to be an integral part of development under the current dominant model of free markets and liberal democratic political systems.

While certain paths of development can generate migration, migration itself can be the facilitator of profound changes in economy and society that can be considered to be "development". Migration allows the transfer of goods and ideas from destinations back to origins, and perhaps the clearest link between migration and development is the sending of money back to the home area in the form of remittances. Estimates placed the volume of remittances from global international migration in 2001 at some US\$72.3 billion per annum through formal channels (Ratha, 2003). This sum can easily be increased substantially through the addition of the vast but unknown volume sent through informal channels. Even the volume through formal channels exceeds the volume of monies in direct foreign

* University of Sussex, United Kingdom. This is a chapter prepared for the Population Division of the United Nations, New York. It will be a chapter of the forthcoming report "Emerging Issues of International Migration", to be issued by the Population Division.

assistance from the developed to the developing world and is demonstrably a major force for change at national and local levels in countries of origin of migration. It is of such importance in the migration-development nexus that a separate paper is being prepared on this topic. The present paper will focus on other aspects of the complex relationship between migration and development and it will do so through the identification of a series of "dimensions" that allow different perspectives on the complex relationship. These dimensions include economic, demographic, environmental, political and gender perspectives on migration and development. Although the paper examines these dimensions as discrete entities, in reality they are but different filters through which we can examine the same phenomenon from distinct points of view.

economy and have seen China attain annual gross domestic product per capita growth during the period 1990-2001 of 8.8 per cent (United Nations, 2003, p. 280).

In manufacturing trade, the Republic of Korea and Taiwan Province of China had emerged as significant nations by the year 2000 and the former was also represented among the leading states that trade in services. Until the 1980s, these economies had been characterized as net exporters of labour and population, primarily to the oil producing countries of West Asia, in the case of the Republic of Korea and the United States, in the case of Taiwan Province of China, but also elsewhere. With rising costs of labour, labour-intensive industries such as textiles were moved off-shore as industries came to focus more on technology and capital-intensive activities as well as services. Both economies shifted from net emigration to net immigration in what have been called "turning points in migration" (Abella, 1994). Thus, increasing trade can indeed substitute for out-migration but lead to rising pressures for in-migration, with a likely increase in the total volumes of population movement. This theme will be pursued further below under the demographic dimension.

b. Distortions in the trading system

One clear difficulty in any search for a relationship between trade and migration is that models are based on the assumption that areas will capitalize on their comparative advantage in the supply of tradeable commodities. Each area should thus produce locally what it can either grow or manufacture most cheaply and trade these items for goods that can be generated more cheaply elsewhere. Thus, trade theory is based upon complementarities. However, despite stated commitments to the principles of free trade, in reality, it is rare that countries respond to strictly economic criteria. Tariff barriers erected by rich countries to protect primarily their agricultural sector, but also manufacturing, produce distortions that are likely to be prejudicial to the alleviation of poverty in developing countries and yet further complicate the complex relationship between migration and trade. For example, it is possible that North American and European farmers are exporting agricultural products at more than one third of their costs of production, thanks to subsidies given to the farmers (Oxfam, 2002). One of the most blatant examples of distortion is the subsidy given to producers of sugar in Europe where costs of production of sugar are more than six times that in Brazil. Brazil is estimated to lose around US\$500 million a year in market share, with even less efficient producers like Mozambique losing around US\$38 million in 2004 (*The Economist*, 17 April 2004). Subsidies given to European and American cotton growers undercut potentially more efficient producers in West Africa. The destruction of markets in the developing world may be a factor to force farmers off the land towards cities, with subsequent sp

trafficking of women is a possible future scenario unless changes are made nationally towards the migration of women, and internationally to the nature of the global trading system in textiles.

These distortions are likely to be amplified by the global patterns of foreign direct investment (FDI). Although two thirds of FDI in 2000 was concentrated within countries of the developed world, the distribution of the remaining third largely determined where export-oriented industrialization was established in the developing world. China has emerged as the leading recipient of FDI that is likely to accelerate internal migration to the coastal regions and larger cities. An associated effect, however, has been a reduction in FDI in other countries as foreign investors redirect funds to areas where higher return is expected. FDI in countries such as Indonesia, the Philippines, Thailand and Viet Nam has seen a marked decline following the crisis of 1997 but declines have continued into the twenty-first century in at least some of these countries (Organisation for Economic Co-operation and Development, forthcoming). What impact the decline in FDI will have on migration is as yet difficult to conclude but it is likely to be a factor in encouraging more people to leave for other countries or, more importantly, for their governments to accelerate existing policies to export labour overseas.

Although subsidies and quotas unquestionably prejudice farmers in developing countries, they are but part of a broader picture. The lack of infrastructure also plays an important role. In particular, future improvements to port facilities and customs regulations are seen as one way to stimulate significantly growth in intra-Asian trade (Wilson, Mann and Otsuki, 2003). Similarly, improvements to roads and airports will allow a more level playing field in global trade policy to operate effectively and to the greater benefit of people in poor countries.

c. Trade and migrant protection

The conditions of the workers in the manufacturing enterprises established under the export-oriented pattern of industrialization in developing countries raises yet another aspect of the trade and migration equation. In the drive for development, many countries have sidelined the issue of labour conditions and migrant rights and the multinational or transnational corporation (TNC), seen as a key player in this pattern of industrialization, has attracted much criticism (for example, Klein, 2000). While the drive for profit as the rationale of the TNC may have led many to ignore environmental and labour conditions, equally the TNCs are the most open to international scrutiny. TNCs are likely to pay higher wages than local companies (Legrain, 2002, p. 137). The worst abuses are likely to be perpetrated within the mass of subcontractors that are more difficult to monitor. The industries are established in developing countries

standards must be implemented from within. As the philanthropist entrepreneurs in late eighteenth- and nineteenth-century Britain discovered, a well-fed, well-housed and protected labour force is in their own

b. Regional integration

There are many types of regional trade arrangements. The most advanced form is the economic union in which there is a harmonization of all economic policy within the countries of the union, including the free movement of labour and the removal of all internal barriers to trade. The European Union (EU) is the most complete example in the world today, but there are many others that are moving at variable speeds towards such a union, including the North American Free Trade Agreement (NAFTA); the common market linking the southern Latin American nations (MERCOSUR); the Association of Southeast Asian Nations (ASEAN); and the Asia-Pacific Economic Cooperation forum (APEC).

a. Impacts on countries of origin

Governments in developing countries can view the migration of the highly skilled from two very different points of view: first, that the out-migration of the skilled is detrimental to the development of the country and every effort should be made to retain the skilled at home so that they may contribute to future development; second, that there is a global market for particular skills and it is to a country's advantage to channel manpower that cannot profitably be used at home into that market so that the country can tap into outside sources of revenue. The Philippines is perhaps the "classic" example of the second strategy, exporting over 800,000 workers every year since 1998 (Go, 2004), but other Asian countries such as China, Bangladesh, India and Viet Nam are following suit. A critical issue is to establish facilities in-country whereby workers can be trained to the standards required in overseas markets.

It is the first point of view, however, that has perhaps attracted more attention from development specialists: that the loss of the skilled is detrimental to the developmental prospects of the country concerned. Nevertheless, it is difficult to attribute specific development paths to anything as specific as the emigration of manpower. It is possible that the factors that encouraged the skilled to move away were also those inhibiting development in the first place, although this was certainly not universally the case. For example, large numbers of students left mainly for North America from about the time when a rapid economic growth began in the Eastern Asian economies and it would be difficult to imagine those economies having grown any faster if the students had remained at home. However, what applied in Eastern Asia need not be relevant to other situations. It has been estimated that Ghana lost some 60 per cent of the output of the main medical college over a 10-year period (Dovlo and Nyonator, 1999) and, between 1993 and 2002, some 3,157 health workers left Ghana that was equivalent to over 31 per cent of the health personnel trained in the country over that period (ISSER, 2003). Just what the impact of this exodus has been on Ghana's development prospects is, however, not yet clear.

If one assumes feedback between the exodus of the skilled and the behaviour of those entering the labour market, the migration can be viewed as essentially positive for development. Entrants to training programmes may deliberately opt for training in an occupation that will give them a higher probability of migrating. Not all, however, will be able to migrate owing to the limited number of positions overseas and the selection process of potential destinations, leaving the origin country with a larger pool of those specific skills than it had originally. Certainly, at the height of the emigration from Hong Kong in the lead-up to 1997, when up to 60,000 people were leaving every year, the majority of whom were highly educated or skilled, the pool of skilled personnel in Hong Kong continued to increase. Such an outcome

perhaps a more appropriate term in many parts of the world, although return appears less likely to those countries characterized by low economic growth and political instability. There, skill losses may be very real and, for obvious reasons, difficult to prevent.

One element of the migration of the skilled to the developed world is "skill wastage" where those with particular expertise enter occupations with much lower skill requirements. In part, the difficulty of obtaining professional accreditation may be responsible, and host countries may need to introduce bridging courses to allow migrants both to improve their skills and as a means to have existing skills recognized. In part, too, better-educated migrants often opt for any channel that will secure a position overseas, with one of the clearest examples of "deskilling" being female domestic workers. For example, around 1990, some 30 per cent of Filipina and Thai domestic workers in Hong Kong, for example, had some form of tertiary education, 24 per cent even having a degree (AMWC, 1991).

The migr e cleareha eecles

emigration will persist once recent sharp changes to the political and economic systems have stabilized remains to be seen. The identification of which areas are likely to make whole or partial "migration transitions" consequent upon their potential for local development still remains largely unresearched. However, prior out-migration and the resultant return flows of money, ideas and the return of some of the migrants themselves seems to be a key to the process at both national and local levels.

D. THE ENVIRONMENTAL DIMENSION

Geographical differences in the patterns of migration and development in the global system have just been discussed. Location, resource endowment and physical attributes of relief, climate and vegetation all play a role, all too often ignored, in how development proceeds. This is not to say that development is geographically determined but that the physical environment provides the attributes of the all-important space in which development occurs. Resources are not spread evenly throughout the world; neither are the kinds of favoured environments that have given rise to dense populations and the origins of civilizations. The relative importance of cultural and environmental factors in development lies far beyond the confines of this brief paper. Rather, there are specific developmental impacts on the environment that are likely to give rise to future population migrations.

1. Global climate change

Whether there is presently global climate change and whether human intervention is contributing to any such change remain controversial and contested topics. What appears certain is that human activity as a result of development is increasing the levels of greenhouse gases such as CO₂ in the atmosphere, primarily through the increased burning of hydrocarbons. These greenhouse gases trap heat and lead to global warming. Increases in average temperatures of 1.4 to 5.8⁰C are forecast through the twenty-first century by the Intergovernmental Panel on Climate Change (IPCC). However, the extent to which human interference is contributing to what may be long-term secular changes in temperature is less certain. The consequences of such long-term shifts are also contested, although evidence of melting glaciers, thinning ice caps and reduced snowfall seems to be well established in both Northern and Southern Hemispheres. Despite the uncertainties in the data, as far as the theme of this paper is concerned, the rise in sea level as a result of global climate change that itself is the consequence of increasing development appears to be the critical issue.

The projections of future rises in sea level are laden with uncertainty. Projections by IPCC place likely increases in the range of 0.11 to 0.77 metres by 2090 (IPCC, 2001). Projecting the likely areas and populations that will be affected by such a rise is even more problematic. Assuming a worst case scenario of a rise of 1 metre this century, and present populations, it has been estimated that some 6 million people

2. Other development-induced migrations

From the long-term and largely unknown consequences of development and environmental change we move to consider much more direct impacts of development on the environment that lead to population displacement. These development-induced migrations largely encompass those people displaced by the expansion of urban areas and the construction of roads and dams. Over the last decade of the twentieth century, it was estimated that between 90 and 100 million people were involuntarily displaced by infrastructural projects (Cernea and McDowell, 2000). The majority of these involved significant change, both direct and indirect, to the environment. Perhaps the most significant of these projects involves the construction of dams and the creation of reservoirs. In China, it has been estimated that schemes for every 100 GWh of electricity generated from large and medium hydroelectric schemes requires the flooding of 50 hectares of farmland and the resettlement of 560 people (Smil, 1992). The massive Three Gorges project alone will displace more than a million people.

Downstream of the dams, the reduction in river flow may cause hardship and the reduction of agriculture in traditional farming areas as, for example, along the Mekong River in Lai T haa
lw(ing)1245(

displacement

nt of agricultural -13.141(t)-2.8, to ld(rf)]Tban mectajasp(a)

il,

eiveop

onsanen trprvdsi α(s)-0.5(n o)1217e Smt

HE OLs IMENSION

T he iatliandispis of(eiv)12.6(e)4(op m)1881t(ntri)1(t)

dicuns mere13.136(t)ugnse

r

e(n

the (s)-0.5(ri)81((s)-0.5(ng)12.7(e)0.1(nera)1(ul)8.1(l)-2.8yp)287

lowoa coShip(ecl)784ivvt toSmebnfeugeesoSmeprteca

thifrlfrf

The linkages between the emergence and consolidation of the nation state and population migrations are well known. Less well known are ideas about the long-term evolution of the state and linkages to economic development and to migration. Perhaps the most comprehensive treatment of the development of the state remains (Finer, 1997). More recently, Bobbitt (2002) has attempted to link state development with technological development and particularly the te

The policies of Canada, Japan and the United Kingdom can be used to illustrate quite different aspects of the responses. Canada, like Australia, New Zealand and the United States, is a creation of migration and has persisted with policies that will favour a regular intake of the kinds of migrants best suited to the needs of the state. The emphasis is on the "best and the brightest" or those who can contribute most to both nation building and future economic development. The emphasis in immigrant selection is on transferable skills. In 2002, over half of the annual intake, or 53.2 per cent, was made up of skilled workers and business immigrants and their families (Canada, 2003). The United Kingdom has a long tradition of immigration but, in the perceived threat of mass migration from its former colonies in the post-Second World War period, has attempted to close the door on much of the new immigration. Under increasing pressure to fill gaps in the labour force at various skill levels, the United Kingdom Government introduced the Highly Skilled Migrant Programme in 2001. That government is also reviewing and has more than doubled the number of migrants admitted under the Seasonal Agricultural Workers Scheme since 2001, and it introduced a new low-skill work permit scheme in 2003 (Organisation for Economic Co-operation and Development, 2003b). The preoccupation of the United Kingdom is still towarw [((O123 Tc 0.071 t)8.]TJ Ts Schu(w)6.9aiu61g18 Tw023 Jt D 0.13.2(413 T lt0(anmund8 Tw02

their general subjugation to men in many cultures in the developing world. Women are particularly

1. Diaspora as a global phenomenon

The diaspora is made up of migrants from a particular area living scattered outside their place of birth but remaining in contact with it through transnational linkages. As Cohen (1997) has demonstrated, there are several different types of diasporas, trading, labour, cultural as well as victim diasporas, to the extent that the word "diaspora" has virtually come to mean "international migration" in the current discourse on migration. The value of the concept is that it has drawn attention to the continued contact between origins and destinations and particularly to the circulation of migrants backwards and forwards that is the basis for transnational communities. In a post-Cold War world, and increasing population migration within a globalizing economy (Castles and Miller, 2003), diasporas provide a foundation for social identity among "deterritorialized" peoples.

The danger with the idea of diasporas is that it is essentialized into a coherent, homogeneous entity rather than the constantly changing and fractured phenomenon that it appears to be (Skeldon, 2001). The migrants may have been dissidents in their homeland or come from different areas or classes: diasporas can be highly heterogeneous. Some of the migrants and more of their children are likely to come to identify primarily with destination societies even without losing their roots. Assimilation does occur and policies of integration are important factors in deciding whether and how fast any such trend will take place. Nevertheless, any trend towards the market state, as described above, is likely to see the strengthening of "deterritorialization" and the emergence of increasing numbers of p Wao cleiiz112.6(en8(s".1.1()TTJ 20.

channels, which represented almost 4 per cent of the country's total economic output in that year (Woods,

REFERENCES

- Hugo, Graeme, Diane Rudd and Kevin Harris (2003). *Australia's Diaspora: Its Size, Nature and Policy Implications*. Canberra: Committee for Economic Development Australia.
- IPPC (2001). Climate change. Intergovernmental Panel on Climate Change. www.grida.no/climate/ipcc_tar/wgl/408.htm, accessed on 15 April 2004.
- ISSER (2003). *The State of the Ghanaian Economy in 2002*. Legon: Institute of Statistical, Social and Economic Research, University of Ghana.
- Kannan, K.P. and K.S. Hari (2002). Kerala's Gulf connection: remittances and their macroeconomic impact. In *Kerala's Gulf Connection: CDS Studies on International Labour Migration from Kerala State in India*, K.C. Zachariah, K.P. Kannan and S. Irudaya Rajan, eds. Thiruvananthapuram: Centre for Development Studies, pp.199-230.
- Kempadoo, Kamala and Jo Doezema (eds.) (1998). *Global Sex Workers: Rights, Resistance, and Redefinition*. New York: Routledge.
- Klein, Naomi (2000). *No Logo*. London: Flamingo.
- Kramer, Roger G. (2003). Developments in international migration from Asia to the United States. Paper presented at the Workshop on International Migration and Labour Market in Asia, Tokyo, Japan Institute of Labor and Organisation for Economic Co-operation and Development, 6-7 February.
- Lardy, Nicholas (1992). *Foreign Trade and Economic Reform in China, 1978-1990*. Cambridge: Cambridge University Press.
- Legrain, Philippe (2002). *Open World: The Truth About Globalization*. London: Abacus.
- Li, Peter S. (2000). Overseas Chinese networks: a reassessment. In *Chinese Business Networks: State, Economy and Culture*, Chan Kwok Bun, ed. Singapore: Prentice H/F3 1 ep7 mih5(a reas)7.ature

_____ (1997). *Migration and Development: A Global Interpretation*. London: Longman.

_____ (2001). The dangers of diaspora: orientalism, the nation state and the search for a new geopolitical order. In *International Migration into the 21st Century: Essays in Honour of Reginald Appleyard*, M. A. B. Siddique, ed. Cheltenham: Edward Elgar, pp. 109-125.

_____ (2002). Migration and poverty. *Asia-Pacific Population Journal*, vol. 17, No. 4, pp. 67-82.

Table 1. Manufacturing Trade and the Relative Importance of Immigration, 2000

	<i>Exports</i>		<i>Imports</i>		<i>Migrant stock as a percentage of national population</i>
	<i>Percentage of world total</i>	<i>Rank</i>	<i>Percentage of world total</i>	<i>Rank</i>	
United States	12.3	1	18.9	1	12.4
Germany	8.7	2	7.5	2	9.0
Japan	7.7	3	5.7	3	1.3
France	4.7	4	4.6	5	10.6
United Kingdom	4.5	5	5.1	4	6.8
Canada	4.3	6	3.7	6	18.9
China	3.9	7	3.4	8	0.0
Italy	3.7	8	3.5	7	2.8
Netherlands	3.3	9	3.0	10	9.9
China, Hong Kong SAR	3.2	10	3.4	9	39.4
Belgium	2.9	11	2.7	12	8.6
Republic of Korea	2.7	12	2.4	13	1.3
Mexico	2.6	13	2.7	11	0.5
Taiwan Province of China	2.3	14	2.1	15	--
Singapore	2.2	15	--	--	33.6

Sources: P. Dicken, *Global Shift: Reshaping the Global Economic Map in the 21st Century*, London, Sage Publications, 2003, Fourth Edition, p. 40; United Nations, *International Migration 2002*, New York, Population Division, Department of Economic and Social.

Table 2. Relative Importance of Trade In Services, 2000

	<i>Exports</i>		<i>Imports</i>	
	<i>Percentage</i>	<i>Rank</i>	<i>Percentage</i>	<i>Rank</i>
United States	12.3	1	13.8	1
United Kingdom	7.0	2	5.7	4
France	5.7	3	4.3	5
Germany	5.6	4	9.2	2
Japan	4.8	5	8.1	3
Italy	4.0	6	3.9	6
Spain	3.7	7	2.1	12
Netherlands	3.6	8	3.6	7
China, Hong Kong SAR	2.9	9	1.8	15

Belgium .0017.ium2 9 0 07.36 -0.48 re f BT 9 0 0 9 1a,ie119G-20 93.4a,ie119186.6(1.8)493.4(15)JTJ -15.4533 -(2.438