

THE INTERNATIONAL ORGANIZATION
FOR MIGRATION IS COMMITTED
TO THE PRINCIPLE THAT HUMANE
AND ORDERLY **INTERNATIONAL**
MIGRATION **DIALOGUE** BENEFITS
MIGRANTS AND **ON MIGRATION**
SOCIETY IOM ASSISTS IN MEETING
THE GROWING OPERATIONAL
CHALLENGES OF MIGRATION
MANAGEMENT **82nd SESSION**
ADVANCES **OF THE COUNCIL**
UNDERSTANDING **27-29 NOVEMBER**
OF MIGRATION **2001** ISSUES
ENCOURAGES SOCIAL AND
ECONOMIC DEVELOPMENT
THROUGH MIGRATION UPHOLDS
THE HUMAN DIGNITY AND WELL-
BEING OF  **MIGRANTS**

*Fiftieth Anniversary of
the International Organization
for Migration*

**INTERNATIONAL
DIALOGUE
ON MIGRATION**

*Eighty-Second Session
of the Council
27-29 November 2001*



IOM - Migration Policy and Research Programme

This book is published by the Migration Policy and Research Programme (MPRP) of the International Organization for Migration. The purpose of MPRP is to contribute to an enhanced understanding of migration and to strengthen the capacity of governments to manage migration more effectively and cooperatively.

Opinions expressed in the chapters of this book by named contributors are those expressed by the contributors and do not necessarily reflect the views of IOM.

Editor : Dr. Thomas Lothar Weiss

Publisher: International Organization for Migration
Migration Policy and Research Programme
17, route des Morillons
1211 Geneva 19
Switzerland
Tel: + 41 22 717 91 11
Fax: + 41 22 798 61 50
E-mail: hq@iom.int
Internet: <http://www.iom.int>

ISBN-92-9068-130-6

© 2002 International Organization for Migration (IOM)

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording, or otherwise without the prior written permission of the publisher.

***INTERNATIONAL
DIALOGUE
ON MIGRATION***

TABLE OF CONTENTS

INTRODUCTION	9
REFLECTIONS ON THE OCCASION OF THE FIFTIETH ANNIVERSARY OF IOM MINISTERIAL STATEMENTS	13
H.E. Mrs. Ruth Metzler-Arnold, Federal Councillor, Minister of Justice and Police of the Swiss Confederation	15
H.E. Mr. Antoine Duquesne, Minister of the Interior of the Kingdom of Belgium	23
H.E. Mrs. María Eugenia Brizuela de Avila, Minister of Foreign Affairs of the Republic of El Salvador	31
H.E. Mr. Abdullah Al Noman, Minister of Labour and Employment of the People's Republic of Bangladesh	39
H.E. Mr. Arturo D. Brion, Undersecretary of Labour and Employment of the Republic of the Philippines	45

H.E. Mr. Essop G. Pahad, Minister in the Presidency of the Republic of South Africa	51
MIGRATION CHALLENGES FOR THE TWENTY-FIRST CENTURY	59
PANEL OF EXPERTS	
Mr. Joseph Chamie, Director, United Nations Population Division, New York	61
Mr. Hamid Mamdouh, Director, Trade in Services Division, World Trade Organization, Geneva	75
Mr. Ali Kazancigil, Deputy Director General for Social and Human Sciences, United Nations Educational, Scientific and Cultural Organization, Paris	81
Mrs. Rosaline Frith, Director General, Integration Branch, Department of Citizenship and Immigration of Canada, Ottawa	91
COMMENT ON THE PANEL OF EXPERTS	97
Mr. Manolo Abella, Chief of the International Migration Branch, International Labour Organization, Geneva	99
STATEMENT BY THE UNITED NATIONS SPECIAL RAPPORTEUR ON THE HUMAN RIGHTS OF MIGRANTS	105
Mrs. Gabriela Rodrigues Pizarro, United Nations Special Rapporteur on the Human Rights of Migrants, Office of the United Nations High Commissioner for Human Rights, Geneva	107

CONCLUSION	115
ANNEXES	121
Resolution no. 1055 (LXXXII) on the Role of the Council as a Forum for Migration Policy Dialogue	123
List of IOM Members and observers	125

INTRODUCTION

The Eighty-second session of the IOM Council, held from 27 to 29 November 2001, marked a watershed in the history of the International Organization for Migration. It was unique in many respects.

In the first instance, the session took place as the Organization celebrated its fiftieth anniversary, looking back at the evolution of IOM's work at the service of governments and migrants since 1951. Furthermore, it examined migration within the context of today's global dynamics, including the tragic events of 11 September in the United States, which have profoundly affected international relations and influenced international migratory trends. Of greatest moment, IOM launched a forward-looking process aimed at establishing within the Organization a global forum for migration policy dialogue focused on the management of international migration, in accordance with the Organization's Constitution.

Although migration dates back to the dawn of human history and has helped shape civilisations, it is not until recently that this important phenomenon has found a place on the policy agendas of governments. The world migration landscape has undergone sweeping changes in recent years. The multidimensional character of migratory flows and stocks constitutes the hallmark of the new dynamics of mobility.

The number of people and nationalities directly involved in mobility is rising steadily. Today, there is no longer a single nation untouched by migration. All States – whether they are countries of origin, transit or destination, or all three simultaneously – recognize and appreciate the contribution migrants have made and can make to the strengthening, diversification and enrichment of their social fabric, and to their economic prosperity. The international community is becoming increasingly aware that irregular migration poses potentially significant risks of instability and insecurity. Moreover, globalisation is adding to the pace and complexity of migration. The challenge presently faced by stakeholders is therefore to extract maximum benefits from migration whilst minimising its potential risks.

The magnitude of the task at hand exceeds the capacity of individual States to address. The effective management of migration must be undertaken while upholding respect for State sovereignty. Nonetheless, it is increasingly clear that effective management requires cooperation and coordination. Such an approach would create the conditions necessary to ensure that migration is taking place in an orderly fashion and in respect of human dignity. Guided by this conviction, IOM decided to devote its fiftieth anniversary session of the Council to discussing major migration policy issues, and invited its Member and observer States and other partners to consider the future challenges of migration management for civil society and governments.

As the principal governing body of IOM, the Council meets for its annual regular session in late autumn in Geneva. It brings together representatives of Member States of the Organization, as well as observers from non-member States and international organisations, both governmental and non-governmental, in order “to determine the policies of the Organization” (Art. 6 (a) of the IOM Constitution).

The anniversary session of the Council of the Organization offered an opportunity for the international community to reflect upon fifty years of migration management and to prepare for the new challenges posed by migration at the start of the twenty-first century.

This document reproduces the texts of keynote statements delivered by Ministers representing several IOM Member States. It also contains the substance of discussions conducted by a panel of international experts concerning the future challenges associated with migration.

The ministerial statements, which were delivered by participants representing countries of origin, transit and destination, offered an appraisal of IOM's first five decades of activity. They also examined a series of issues relevant to migration management, such as international cooperation, labour migration, as well as the contribution of diasporas to the development of countries of origin.

The topics examined by the panel of experts were focused more specifically on the relationship between migration and demography, trade and globalisation, as well as the issue of integration of migrants. A commentator from the International Labour Organization outlined conclusions that could be drawn from the presentations. As guest of honour at the closing session, the United Nations Special Rapporteur on the Human Rights of Migrants provided a presentation on the connection between migration management and the human rights of migrants.

This document concludes by identifying some lessons and recommendations emerging from the discussions of the Eighty-second session of the Council that accompanied the ministerial statements and the panel of experts.

It also includes as annexes the Resolution adopted unanimously by the Council calling for the strengthening of the role of the Council as a forum for migration policy dialogue and a list of the Organization's members and observers.

***REFLECTIONS
ON THE OCCASION OF THE
FIFTIETH ANNIVERSARY
OF IOM***

***MINISTERIAL
STATEMENTS***

***H.E. Mrs. Ruth Metzler-Arnold
Federal Councillor
Minister of Justice
and Police
Swiss Confederation***

Mr. Chairman,
Mr. Director General,
Your Excellencies,
Ladies and Gentlemen,

I should like to congratulate the Chairman, the Vice-Chairpersons and the Rapporteur on their election. I am sure that under their guidance, our discussions will be fruitful. I would also like to extend a warm welcome to the new Member States.

“The international dialogue on migration“ is an opportunity to open a window on the cultural, demographic and ethnic landscape of the future.

It is also an opportunity for us today to reflect on that landscape as we seek the paths that will take us there and chart the routes that will cross it.

I wish to seize the opportunity afforded me by this fiftieth anniversary of the International Organization for Migration to help to open that window.

Swiss – IOM Cooperation

The location of the seat of a body such as IOM in Switzerland and more precisely in Geneva, with its international and humanitarian vocation, is something that we truly appreciate.

The roughly 12 million migrants who have been assisted by IOM since its inception are testimony to the immense usefulness of the Organization. I take this opportunity to thank the Organization itself and its entire staff for the quality of the work done.

Switzerland has cooperated with IOM on numerous occasions on the voluntary return of people who have had to leave our territory.

In that context, IOM has always amply demonstrated its effectiveness in providing logistic support and in preparing and implementing repatriation programmes.

It displayed exemplary competence and professionalism at the time of the voluntary return or repatriation of some 40,000 Kosovars to whom Switzerland had offered protection.

In addition to the transport of persons, and in cooperation with UNMIK,* IOM undertook the delicate mission of managing the arrivals and offering optimum security to people who had often feared being disoriented upon their return. Thanks to impeccable logistical arrangements, they were able to return in a dignified and efficient manner.

* United Nations Interim Administration Mission in Kosovo (editor's note)

The changing migration challenge

IOM has accompanied the major migratory events over the 50 years of its existence. Yet, in the space of a half a century, migration has evolved from the scale of regional microcosms to assume universal dimensions. Today, States must come to grips with new challenges.

The issue of migration is a complex one that must be tackled in a dispassionate and interdisciplinary manner and above all from an international perspective. For a long time, some countries refused to consider themselves as countries of immigration. Reality has now caught up with them.

In addition, they now find themselves confronting demographic issues, the malfunctioning of complex labour markets and a shortage of qualified manpower. Some countries must also grapple with increasing illegal migration, and must therefore act on several fronts.

On the one hand, they face the problem of illegal labour that largely escapes official control and hence any administrative regulation. This could adversely affect the economy and upset social balances.

On the other hand, these States are faced with the fact that migrants are increasingly using asylum claims as a pretext for entering a country in search of a better economic future. Equitable solutions must therefore be found to this problem as well.

Like the receiving countries, the sending countries must themselves also come to grips with certain acute problems. They must deal with issues such as brain drain, fluctuating remittances by emigrant workers and the voluntary or involuntary return of their citizens from abroad, especially in times of economic crisis. They are also concerned about the situation of their nationals living illegally abroad and who cannot enjoy the fundamental rights accorded to foreigners.

Lastly, all States, whether countries of immigration or emigration, must deal with the very often negative rhetorical constructs put on migration. The events of 11 September are a good example of this. States must be careful to avoid adopting alarmist attitudes. They must therefore develop approaches that reflect reality and also underscore the benefits of migration as a generator of economic and social well-being.

It is no accident that all of these issues are at the heart of the debate now taking place in Switzerland. My country is at the centre of Europe, at the crossroads of migration routes from South to North and from East to West. Switzerland is an open country that is divided into linguistic and cultural regions and, like many other States present here, it has had to promote dialogue and manage differences.

Major efforts have been deployed in recent years to integrate foreigners and Convention refugees. We need to provide people from all backgrounds with greater opportunities to enter the labour market through specific and general programmes for imparting the languages and the culture of host countries.

Professional integration is undoubtedly the ideal path to successful social and cultural integration. Experience has taught us, however, that the best solutions to migration issues cannot be found strictly at the national level.

Openness and international cooperation are no less important. Indeed, the scope of the current problems calls for responses that go beyond national frontiers. It is no longer possible to reflect and act alone when it comes to certain questions such as:

- How should migration flows from countries in the East and the South be managed from the standpoint of the labour markets in the North?

Or:- What quotas of immigrants can a State absorb to counter a dwindling population without risking social problems?

Or:- How should the voluntary or involuntary return of migrants be carried out?

Or even:- What benefits can the countries in the South obtain from better-managed and controlled migration?

Only a coherent and realistic international policy in conjunction with the available instruments can help find new avenues for adequate, humane and efficient migration management that takes account of the interests of countries of origin, transit and destination.

Efficient migration management and cooperation

Admittedly, the answers are not easy to find, as the issues are difficult to pinpoint, define and formulate. Yet there are already ideas and actions in motion.

Governmental and non-governmental initiatives have taken shape at the regional and interregional, even global levels. These are projects designed to create and implement processes for efficient, humane and successful migration management.

A case in point is the Migration Policy and Research Programme (MPRP) recently set up within IOM, inter alia, to launch regional consultative processes on migration.

Switzerland too has made a meaningful contribution to the start of a new dialogue on migration. By launching the “Berne Initiative“, which this summer brought together government representatives of countries from the North and South, NGOs and academics, Switzerland created a platform for international discussion.

The outcome has been encouraging. Despite divergences, the governmental and non-governmental participants drew the following conclusion:

Cooperation is a necessity and must be aimed first at establishing dialogue amongst States and subsequently at drawing up a framework of guiding principles for migration

management that respect national sovereignty and the relevant international standards.

A review of the situation may be made in 2003 in a second edition of the “Berne Initiative”, which may take place in a country in the South. The purpose of “Berne Initiative II” will be to formulate effective guiding principles to manage migration.

But there are still other areas to be explored. I should like to describe two of them that seem important to me. One concerns host countries and the other countries of origin.

The matter of minimum social standards for migrants has been developed largely through international instruments of the International Labour Organization and through domestic legislation. These standards reflect the evolution of migration and the migratory pressure on the countries concerned.

A coherent international policy in this regard is indispensable. If the differences between such policies in the various host countries are too great, however, migrants could be channelled only towards some countries to the exclusion of others.

I believe that strategies for assisted returns and reintegration in countries of origin must be developed in a perspective of international cooperation so as to avoid duplication of efforts, as this could well jeopardize positive repatriation policies. The involvement of countries of origin in the dialogue is an essential prerequisite for the success of such strategies.

Role of IOM as a laboratory for reflection and action

This naturally brings me to describing the role that Switzerland would like to see played by IOM. To echo a felicitous expression used by Mr. Boutros Boutros-Ghali, I see IOM as a “laboratory for reflection and action”.

First, a laboratory for reflection: IOM has 50 years of experience in the logistics of migration. It is familiar with the entire evolution

of the world migration landscape over a half a century and is therefore a bridge linking past, present and future. In other words, IOM has the experience, the ability to synthesize and the perspective.

As an apolitical and intergovernmental organization, it is a privileged place for pulling together all the migration-related initiatives coming from the most diverse circles. IOM must become a specialised centre of reference in the field of migration and must take on the role of coordinating knowledge that is still lacking.

Next, a laboratory for action: I have shown all throughout my presentation that general, regional and interregional solutions must be found for issue involving migration and that they must be coherent and open to change.

It is my hope that with the support of its Member States, IOM will have the resources to play the role of leader in this field and that based on its experience, it will be able to promote a responsible migration policy on the part of States open to new solutions.

On this basis, I look forward with confidence to the emergence of the future migration landscape.

***H.E. Mr. Antoine Duquesne
Minister of the Interior
Kingdom of Belgium***

Director General,
Ladies and Gentlemen,

It is a great honour for me to be able to speak today, on the anniversary of IOM, as President of the Justice and Home Affairs Council of the European Union, an office I will hold for a few days yet. Belgium will then once again become a small country but, I can assure you, this, too, has its advantages. After all, as the saying goes “small is beautiful”.*

But before giving you my view of the European common policy on immigration, I would first like to thank IOM for its excellent work in a field as sensitive as that of migration.

Today, I still welcome the initiative taken precisely fifty years ago by the Belgian Government to arrange an international conference on migration, an initiative which led to the founding

* In English in the original speech (editor's note)

of IOM. Even back in those days, Belgium was skilled at playing its role as the architect of compromise by proposing to host that new international organization in Brussels.

Belgium's partnership with IOM*

Since its inception, IOM has always been a key partner of Governments. In an increasingly global world, where the means of communication are turning the whole planet into a single village, migratory patterns are altering, speeding up and sometimes become hard to monitor, as the tragic events of 11 September have just reminded us.

Since I took office as Minister of the Interior, a very close collaboration has developed with IOM, especially with its office in Brussels. Our first joint conference organized by Commissioner Vittorino on the eve of the European Council in Tampere, during the Finnish Presidency of the Union, was concerned with the trafficking in human beings and made it possible to establish guidelines for combating both this practice and organized crime.

My European colleagues and I realize that closer collaboration is necessary between States if migration flows are to be brought under control. The experience built up over the years by IOM makes it a point of reference and a source of advice about the management of international migration and the introduction of policies related to immigration.

IOM's role in the management of international migration

The various initiatives of IOM in its chosen fields, i.e. assisted voluntary return, measures to counter the trafficking of human beings, questions linked to migration and health, population movements, mass information, technical cooperation in the field

* Sub-headings inserted by the editor

of migration, humanitarian assistance and the setting up of partnerships with countries of origin, are evidence of the wide range of activities carried out by the Organization in order to cover all aspects of international migration, to champion the dignity of migrants and to help them to lead a better life.

I would also like to emphasize the importance of IOM's regional offices which have played the crucial role of intermediary both with the central office in Geneva and with our European and transatlantic partners. In this respect, the regional office in Brussels constitutes a fine example of this extremely close collaboration. Many IOM projects have received the support of my department at the national and European levels, insofar as they have been in line with my Government's policy.

The European dimension of managing migration

In Europe, the approach to migration is admittedly a sensitive issue, yet it is a vital concern of all Governments and our fellow citizens.

The interest shown in this subject by the 15 Ministers of the Interior is all the more important, as immigration and asylum policies have been included in the Community's field of competence since the entry into force of the Treaty of Amsterdam.

The goal of the Treaty is ambitious, in that it sets out to do no less than create an area of freedom, security and justice within a period of five years.

The aims of this Treaty were reconfirmed at the Meeting of Heads of State or Government during the Tampere Summit in October 1999 and four main areas of action were mapped out: a partnership with countries of origin, a Common European Asylum System, fair treatment of third-country nationals and better management of migration flows.

These texts therefore paved the way for action by the ministers responsible for migration policy by thus giving the European

institutions a central role to play with regard to legislation and operations.

My interpretation of this mission is that European action in these spheres will provide value-added for our States. As I have said time and time again, the only proper way to deal with these matters is to give them a European dimension.

Moreover, we must not be content with merely adding together 15 sets of national laws. On the contrary, we must find a balance between the interests of each party and agree on basic minimum common rules.

Since the beginning of its Presidency, Belgium has advocated the global, balanced and transparent management of immigration.

European discussion of a global, integrated migration policy

Since Belgium is convinced of the need for open political debate about immigration, in October it convened, together with the European Commission and European Parliament, a European conference on migration, at which IOM was able to express its views.

In the course of that meeting, which I would term a world meeting, since it was not exclusively reserved for the member States of the European Union, but was also open to countries of origin, we were able to enlarge upon a number of ideas and thoughts which I would like to share with you today.

Europe is aware that if it wants to manage migration efficiently, it must ensure that policies in such diverse spheres as the management of migration flows, development cooperation, preventive diplomacy and integration policy for lawfully resident migrants is better coordinated.

It must rapidly create the requisite legal framework to implement such policies by developing common, sufficiently

flexible standards which can be adapted to the changing and sometimes specific needs of the member countries. When formulating such policies, Europe must, however, bear in mind the countries of origin and the conditions which must prevail in these countries in order that they can develop.

This presupposes the introduction of clear, precise, transparent and accessible regulations for the management of migration flows. For example, a first category of clearly stated rules would provide a legitimate basis for measures, including punitive measures, to control flows. For instance, the prevention of trafficking in human beings, a modern form of slavery, calls for wide-ranging, efficient and resolute measures.

Partnership with countries of origin

Another essential element of this global, integrated policy is cooperation and partnership with countries of origin. A migration strategy resting on the concept of partnership makes it possible to establish a relationship between equal partners which negotiate their reciprocal commitments. A policy which thus forges in the most direct manner possible a link between cooperation and collaboration when managing migration flows would probably pay dividends for all concerned.

In this connection, I welcome the efforts made by IOM under the Migration for Development Programme in Africa, MIDA and, above all, its programme for the Great Lakes region, to which Belgium has given special support and which is an example of an innovative initiative giving migration a positive image and offering advantages to both the countries of origin and the host countries.

The establishment of these new types of partnership within the framework of the Cotonou Agreement,* which have been

* Signed in 2000, in Cotonou, Benin, this partnership agreement between African, Caribbean and Pacific countries (ACP) and the European Union provides for the inclusion of migration under the heading of partnership (article 13) (editor's note)

developed by IOM will permit all of the actors, including the State of origin, the State of transit, the host State and migrants themselves, to find solutions to their own problems.

Diasporas and migrant workers

We must also examine the issue from the point of view of the resources which countries of origin can obtain from diasporas in the host countries. During the conference on immigration in Brussels, mention was made of the US\$25 billion that the ACP diasporas transfer every year to their countries of origin, a sum far greater than development aid.

Similarly, before reviving the debate about new waves of immigrant labour, we in the host countries or countries of destination must think about the mixed effects of the migration of skilled persons. We believe that it would be completely irresponsible to accept these persons without consulting the countries of origin. If need be, these persons must be employed within the framework of a partnership, while at the same time trying not to deprive these countries of the qualified managers they sorely need for their own development.

Migrant workers and diasporas ought to play a more direct role in the development of their own countries by sharing the experience they have acquired abroad with their nationals.

Migration policies – the fruits of a global review

More thought should to be given to identifying the causes of migration more clearly, especially when movements are involuntary. To that end, an energetic policy must be put in place, first to prevent conflicts and, secondly to promote the establishment of a satisfactory social, political and economic environment and, to be honest, because I think that it is the right term, a more just environment.

Among the interests taken into consideration when drawing up a Community policy, I regularly point to those of third-country nationals who have sometimes been living in the member States of the European Union for a long time. In increasingly diverse societies, the chances of achieving successful integration are predicated on mutual, reciprocal respect. Local populations should welcome the enrichment of cultural differences that the new communities bring with them and the immigrant populations must adapt and not call into question the basic values which form the foundation of our democracies. This is what constitutes reciprocal understanding and it goes by the name of enrichment through tolerance.

Lastly, I will end with asylum policy. I wish to reiterate that Europe considers it being part of its responsibilities to receive those who are the victims of persecution. There can be no exceptions to this principle. But it is true that in 90 per cent of all cases, the procedure is hijacked to the detriment of those who really need it.

Especially as in this field, our countries have nothing to be ashamed about; they do their utmost to receive a large number of migrants in accordance with our national commitments which cannot be called into question. To quote the figures for my country, in 2000, we took in more than 46,000 asylum-seekers.

In Europe today, we are witnessing a shift of emphasis in this debate. The mere fact that all the member States of the European Union agreed to participate in the Brussels conference on migration and to discuss the subject of legal migration is a sign that Europe wished to clear up a misconception that is as widespread as it is erroneous. Europe is definitely not fortress Europe.

Both I and my European colleagues are certainly worried about illegal immigration; it is a serious problem with which we will continue to grapple. But I hope that we have shown that it is not the only challenge facing us and that we are in favour of a more comprehensive review of the migration phenomenon.

The Community approach to migration

In conclusion, I would like to reiterate that the regional, European approach to migration which the 15 of us want to put in place is a necessary, essential exercise. The fact remains that it is difficult. As part of the run-up to the Laeken Summit on 14 and 15 December 2001, we have recently carried out a preliminary assessment of the results notched up in the field of justice and home affairs.

While they are encouraging, they lead me to believe that much effort is still necessary. It is clear that we are on the right road, but we must take care to avoid detours and pitfalls if we are to attain our goal as soon as possible.

What is at stake is our credibility and the trust our fellow citizens place in us in an area where an inward-looking attitude must be extirpated by a policy of responsible, tolerant openness.

Thank you for your attention.

***H.E. Mrs. María Eugenia Brizuela
de Avila
Minister of Foreign Affairs
Republic of El Salvador***

Ladies and Gentlemen,

I should first like to thank the International Organization for Migration, and especially its Director General, Mr. Brunson McKinley, for inviting me to this forum for dialogue and reflection, the basis for harmonious coexistence between peoples, and for being able to share this meeting with such outstanding world experts.

I consider that this event, which is promoting the exchange of experiences and international cooperation in migration matters, is a good example of the work which IOM has been doing during these 50 years which we are commemorating today, 50 years which find a strong organization comprising 86 Member States at the beginning of this Council, and which will rise to 91* Member States at the end of the Council, with over 40 observers

* Annexed to this document is a list of IOM Member States and observers (editor's note)

and a large number of governmental and non-governmental organizations. All this reflects its very great credibility and its universalization.

Migration and economic development*

Today, when globalization is leading us to a smaller world, shortening distances and blurring frontiers, the work done by IOM is acquiring special importance in enhancing understanding of the movements of persons and in recognizing their effect on the development of the countries of origin and destination. IOM acts as a kind of market for cooperation by all the actors involved in the migration process.

It is readily apparent that we must continue to make progress in understanding the phenomenon of migration. In studies on the question of migration and economic development, two extreme points of view have been expressed. First, that of the new economy of the migration of labour, which states that the decision to migrate is taken by families in order to improve their earnings and that remittances set in motion a kind of machinery for development. At the other extreme, attention is drawn to the impoverishment of the places of origin, which see their social capital, and hence their possibilities for development, declining. As Professor Taylor** states, the truth must lie somewhere between these extremes.

The immediate macroeconomic impact of substantial international emigration is the flow of remittances. According to data for 1994, in the Dominican Republic total remittances were equal to the country's level of exports. They accounted for 75 per cent of exports in El Salvador, Egypt and Jordan, 50 per cent in

* Sub-headings inserted by the editor

** Taylor J. E., 1999, "The new economics of labour migration and the role of remittances in the migration process", *International Migration* 37(1): 63-88

Yemen and Greece, 25 per cent in Bangladesh, the Philippines and Pakistan, 14 per cent in Turkey and 12 per cent in Mexico.

When a human being takes the decision to migrate, he is prompted not only by the desires and fears which drive him to leave his country, but also by all his abilities and determination to progress and achieve the well-being of his family. Consequently, the link between migration and development is a key to understanding this phenomenon.

Situation of migration and international remittances in the context of El Salvador

In El Salvador, understanding migration is fundamental to understanding our situation, especially since this pattern of behaviour has continued for years up to the present day. In fact, almost 25 per cent of our population live abroad.

It is for this reason that the Government Plan of President Francisco Flores has set as a priority the strengthening of attention to and links with Salvadorans abroad, in order to convert Salvadoran migrants into promoters of national development.

Thus we in the Government are developing various initiatives to facilitate the integration of the emigrants into the places of destination where they have chosen to live, promoting respect for their human rights during their journey and when they arrive in their new homes.

In addition, the Government is generating opportunities and facilities for our migrants for the purpose of making investments and setting up businesses in El Salvador, promoting the establishment of an axis of development on the basis of the productive use of remittances.

These remittances which Salvadorans send to their families constitute a fundamental factor in understanding the impact of migration on national development. Today they account for 13

per cent of GDP and, together with the *maquila** industry, constitute our country's greatest source of foreign earnings.

In addition, we have to take into account the fact that remittances have a multiplier effect within the economy. They not only benefit the direct recipients but, importantly, they are often used for education, a heading which is not classified as investment but is obviously an investment in human capital.

Since the signing of the peace agreements in 1992, remittances have steadily increased, which has enabled us to overcome the always difficult post-war period and to promote economic take-off during the period of peace. We have recorded a total of 1.2 billion dollars in remittances for the year 2001.

In that year, during which my country was hit by two earthquakes, the contribution of remittances, and the solidarity and assistance in the form of foodstuffs and vital goods sent by our compatriots, were vital in enabling us to overcome our problems. But it is also true that the earthquakes prompted the reunification of families abroad, accelerating the emigration of relatives living in the areas that were hardest hit.

The role of the Salvadoran diaspora

There are innumerable examples of the support given by Salvadorans abroad, who, individually or organized in private associations, take concrete action through the collection of funds or similar activities in order to reconstruct and/or contribute to the development of their places or origin.

In this way, in addition to the personal support of relatives, many places with a large number of migrants have benefited through the construction of schools, clinics, churches, streets and sports centres, and through the provision of medicines, ambulances, educational materials and other much needed items.

* Textile industry producing for exportation (editor's note)

On the other side of the coin we have the contribution of migrants to the society receiving them. As a Government we promote, in the friendly country concerned, recognition of the contribution of Salvadorans to those societies. During the 1980s, IOM played an important role in the execution of various programmes for safe and orderly migration to countries such as Canada and the United States.

In their concern to progress in an honourable and hard-working manner, migrants struggle to overcome the obstacles and difficulties presented by a new environment and culture and enter the labour market with determination, offering their skills and knowledge and adopting new procedures and patterns of conduct.

In this way, the migrant acquires greater “value-added”, to use this economic term, since he learns a new language, enriches his skills and adapts to the conditions of his new home by becoming involved in social activities, and contributing to the social cohesion of the country of destination.

Various studies, such as a recent one by UCLA* on the Los Angeles area, confirm the contribution of migrants in their receiving societies. For example, this study found that while Latin men have historically been the most active group in the labour force of the State, Salvadoran Americans are the most active subgroup within the Latin population.

The migrant, in turn, by maintaining contact with the family he has left behind transmits the culture to which he is being exposed. In El Salvador too we are passive subjects in areas such as “transculturization”. Unfortunately the negative aspects are also transferred and the maras, or gangs, in Los Angeles, where almost a million Salvadorans live, now have their base in El Salvador.

* Hayes-Bautista D. E. et al., *Salvadoran-Americans: a profile*. Center for the Study of Latino Health, Culture Division of General Internal Medicine, Health Services Research Department of Medicine, University of California in Los Angeles

Given the actual situation facing us, we have also had to initiate an Emergency Fund for the Return of Salvadoran Migrants in Mexico and Guatemala, in order to finance the repatriation of those who have died in their attempt to cross into the United States or who are seriously injured or sick. In addition, the “Welcome Home” programme provides for the reception of deportees and facilitates their return and reintegration in El Salvador.

Over the years we have seen how many countries of destination not only develop programmes for the social integration of migrants, but also recognize the migrants’ economic and social contribution to that country.

But here is the great paradox: still today in many places we are separated by a huge gulf of intolerance and lack of solidarity, which may be accentuated after the events of 11 September.

Association of IOM with El Salvador

We have worked together with IOM for half a century. Age must not tire us, but strengthen us in the accumulation of our experiences. We must advance in the knowledge that the task has not yet been completed.

We must continue to struggle to ensure that punishment is meted out to those who traffic in children, women and men who are seeking nothing more than a better future. We must strive to achieve agreements and treaties which guarantee recognition and protection of the human rights of travelling migrants. We must provide the facilities which deportees need.

In my country we have legislation which punishes trafficking in migrants and, with IOM, we are continuing to work to further develop migration legislation and migration policies.

We must also continue, with determination, the development of our countries in order that they may find within their frontiers the realization of their dreams. We watch with hope the initiation

of a new round of WTO negotiations, which is aimed at supporting our policy of combating poverty through the creation of more and better jobs.

I should like to end by expressing deserved recognition of, and our deepest gratitude for, the support which IOM has extended to El Salvador at all times, both in achieving our priority objective of giving support and attention to our migrants, and in specific reconstruction activities after the earthquakes.

At the same time, I wish to take the opportunity to associate myself, on behalf of the people and Government of the Republic of El Salvador, with this just tribute and recognition of the important work which IOM has done during its 50 years of activity, in the construction of a more tolerant world and with greater understanding between the countries of origin, transit and destination of all migrants around the world, ensuring respect for the human dignity and well-being of migrants.

Thank you very much.

***H.E. Mr. Abdullah Al Noman
Minister of Labour and
Employment
People's Republic of
Bangladesh***

Mr. Chairman,
Excellencies,
Distinguished Delegates,
Ladies and Gentlemen,

As I speak, I am reminded of the days when reckless devastation and extreme hardship during the Second World War gave birth to the Intergovernmental Committee for European Migration (ICEM) in order to oversee migration matters. From humble beginnings, IOM has emerged as a global Organization. Today, the Organization addresses almost all facets of migration. It provides hope for millions of migrants who strive to change their lives. I congratulate Ambassador McKinley, the Director General, and his team, for transforming the Organization into what it is today.

Migration has been a constant feature of civilization and human history, amid the rise and fall of societies and states.

Economies and societies of countries of origin and destination benefit through the movement of workforce and people. History is replete with examples of nations benefiting immensely from immigrants and their integration.

Antipathy and intolerance towards migrants is not new, only their scope and intensity have reached alarming proportions. Moreover, despite all our commitment to free trade and free movement of factors of production, labour is subject to severe restrictions. Wherever economies are compelled to accept aliens, mainly owing to acute shortage of workers, migrant workers seldom receive fair and equitable treatments.

Migration and its many challenges*

Let me try to catalogue some of the major challenges posed by the present day migratory realities:

- understanding the reasons, motives and complexity of the asylum-migration nexus and mixed flows in a globalized world;
- perceiving migrants and migrant workers as threats to the socio-cultural fabric;
- seeking solutions to migration management problems through border and migration control, at the risk of neglecting economic, social and human rights dimensions;
- failing to ensure mobility of workforce to keep pace with increased mobility of goods and capital;
- absence of genuine dialogue among countries of origin, transit and destination to facilitate orderly migration.

There are other misperceptions relevant to the major migration questions. More than half of the globe's migrants live in the developing world. Yet, migration is painted as a North-South phenomenon. Migrants not only help to reduce labour shortages, the destination economies are exempt from huge investments in

* Sub-headings inserted by the editor

human capital. They do not need to wait for years required to transform people into specialists with a range of desirable skills and competences. Yet, allowing migrants and migrant workers into countries of the North is perceived as granting favours to the countries of origin.

As a consequence of erroneous perceptions, migrants and migrant workers often face adverse situations in countries of transit and destination. These can be easily identified as follows:

- subjected to detention while in transit, and arbitrary arrest and detention in host countries upon arrival;
- receiving wages below national standards and other discriminatory and degrading treatments;
- subjected to confinement and forced labour on grounds of failure to fulfill contractual obligations;
- enduring confiscation or destruction of identity documents;
- facing barriers to repatriate earnings and savings.

Such treatments are rampant in the case of undocumented migrant workers as well as victims of smuggling and trafficking.

Whether we, the countries of origin, admit or not, the truth is that we create factors “pushing” our populations to leave. Our unemployment levels, recurrent crises and weak economies compel emigration. Of course, we benefit from remittances sent by the diaspora. When people of our diaspora finally return, they bring back invaluable experience, expertise and know-how.

For my country, Bangladesh, the expatriates’ remittances represent the second highest source of foreign exchange earnings, totaling around one third of our export earnings. Moreover, one fifth of my country’s import bill is financed by workers remittances. Nearly three million Bangladeshis work abroad and, in the year 2000, they remitted about US\$2 billion. Thus, the contributions of these workers to our efforts in poverty alleviation and economic development speak for themselves. Our workers abroad have also earned considerable reputation for their dedication and hard work. It is thus incumbent upon us to promote orderly migration, in partnership with other concerned parties.

The importance of regional dialogue and effective role of IOM

The question is how best we can create partnerships to facilitate migration. Frequently, on account of our lack of clear understanding of the issues involved, we are unable to develop coherent policies. International and intergovernmental organizations like the International Labour Organization, the World Bank and the United Nations Development Programme have important roles to play in forging effective partnerships. The challenge is to negotiate satisfactory labour migration agreements and to reduce the incidence of irregular migration. Dialogue at the sub-regional levels is vital to address these challenges. In Asia, the Manila Process, the Asia Pacific Consultations and the Bangkok Declaration have set the ground for cooperation in order to contain irregular migration and trafficking. Now, the stage is set for a dialogue with the receiving states.

The convening of this international dialogue on migration clearly demonstrates IOM's commitment. It can help countries of origin to negotiate better agreements with countries of destination, support the evolution of regional mechanisms for protecting the interests of migrant workers, and channeling the benefits of overseas labour. We sincerely appreciate recent IOM initiatives such as the Migration for Development in Africa Programme and the anticipated establishment of a Labour Migration Service in addition to the existence of the Rapid Response Transportation Fund. New ventures such as health assessments for former combatants, HIV/AIDS prevention for migrant workers, law enforcers' training courses to combat trafficking, regional remittance management, pilot projects on assistance to victims of trafficking and many more are measures in right earnest.

IOM can earn many a laurel, and turn itself into a global forum for dialogue, if it attaches equal priority to emigration in the same manner that it promotes evacuation, transfer and return of migrants. Migration dialogue represents an important

constitutional mandate, in which we wish to see IOM taking a more proactive role.

The Doha ministerial meeting of the World Trade Organization has opened the door for discussion on trade in services, particularly on the movement of natural persons. While progress is made regarding the movement of highly trained professionals and corporate service providers, unskilled and semi-skilled workers should no longer be left behind. IOM, as the leading voice on migration matters, has a unique opportunity to contribute to the process leading towards the building of a global labour movement.

I thank you.

***H.E. Mr. Arturo D. Brion
Undersecretary of Labour
and Employment
Republic of the Philippines***

Mr. Chairman,
Excellencies,
Distinguished Delegates,
Ladies and Gentlemen,

I wish to start by extending our congratulations to the International Organization for Migration on its fiftieth anniversary. Allow me to express my gratitude to IOM for giving the Philippines this opportunity to share with you our views and experiences on the importance of labour migration in the development of a labour sending country such as mine.

Labour migration in the development of countries of origin

We started our overseas employment programme in 1974 as a “stop gap” measure against our high unemployment problem,

and as an economic measure to generate foreign exchange in order to ease our foreign debt burden and the growing balance of payment deficits. Twenty seven years later, our overseas employment programme still serves the same purposes, but we have stopped regarding the programme as a “stop gap” measure.

Having realized how overseas employment has helped our development throughout the years, we are now concentrating on the programme’s efficient management and the productive utilization of its fruits, rather than on year-to-year short-term measures. However, we have not as of yet reached the pro-active stage of making the programme a permanent fixture to which our economic plans are anchored and driving our human resources development programmes.

Our experience as a labour-sending country teaches us that overseas employment has positively affected our development, economically, socially and politically.

The effects of labour migration – effect on employment

The Philippines is a country with a high labour force growth which is unfortunately not matched by our economy’s capability for job creation. To date, there are about 7 million Filipinos living and working abroad, out of a total population of some 78 million people. Every day, about 2,300 workers are deployed for employment overseas. No other sector in the domestic economy matches this rate of employment generation. In 1998, for example, more than 800,000 workers were deployed overseas, while only less than 200,000 jobs were generated in the local labour market. Last year, again, more than 800,000 workers were deployed to overseas jobs, while employment in the domestic economy decreased by almost 300,000. Thus, without overseas employment, the unemployment rate last year would have been much worse, approximately around 14 per cent, instead of the recorded 11 per cent.

Effect on the economy

The most profound economic effect of overseas employment lies in the generation of foreign exchange that has helped support and sustain our economy. Dollar remittances grew from a meager US\$100 million in 1975, to US\$1,5 billion in 1991, and close to US\$7 billion in the year 2000.

Over the years, these dollar remittances from our overseas workers have been very useful in addressing our foreign debt burden and balance of payment problems, and have been a source of investment and capital for economic growth. They helped sustain our growth even during the crisis years by providing funds that enabled us to experience consumption-led growth. For example, from 1991 to 1998, our gross national product (GNP) managed a slim positive growth rate primarily due to the dollar inflows coming from the remittances of our migrant workers, even if the amount of remittances in 1998 fell by 14 per cent. It accounted for about 7 per cent of the GNP in 1998 and about 16 per cent of the total export earnings for that year.

At the micro-level, the favorable effects of remittances on the overseas worker's family income and savings cannot be overemphasized. These remittances have fueled investments, sent siblings to schools, paid for relatives' medical needs, built houses and acquired appliances and amenities, among others. Studies have shown that families with members working overseas have been financially better off compared to those who have none.

Exposure to the challenges overseas, to superior forms of organizations and the handling of state-of-the-art technology develops and enhances the skills of our overseas workers. For our nation, these new skills and experiences represent assets serving our development efforts when these workers return home. In this sense, returning workers and their enhanced skills yields economic benefits for the sending country.

Having said that, I would like to point out that these economic gains do not really come as free windfalls to a labour-sending country such as the Philippines. They must rather be viewed as returns on investments, particularly on the investment that the Philippines placed on the education and training of its workforce. This is particularly true for the medical, the information technology and other workers with specialized technical skills whose training did not happen overnight, or at small cost. It should also be considered that the outflow of talent is at times at the expense of the Philippines' own needs. These are the "brain drain"– and the "experience drain"– effects of overseas employment, a negative development that sees the best, the brightest and the most experienced sometimes lost forever to our country.

The social effects of migration

The micro-level economic effects of migration help to reduce the income disparity that has long plagued the Philippines' society. In this sense, overseas employment has a profound social effect because it lessens the tension that pervades a society characterized by a wide gap between the rich and the poor. In many localities, the migrant worker and his family even become an emerging middle class because of their new level of economic well-being and the distinct status of having worked and traveled abroad.

Overseas employment, however, has its own social costs. Prolonged temporary employment abroad often results in breaking-up of families, directly attributable to the separation between the spouses. When families are split, the worse affected are often the children who may suffer psychologically and economically leading to trauma that may result in drug dependency or criminality later in life. Ultimately, all this might impact on the society to which these emotionally and psychologically impaired individuals and families belong.

The political effects of migration

The economic and social gains from migration, particularly its effect on employment, necessarily produce a political stabilizing effect on the labour-sending country. This is particularly pronounced in a country such as the Philippines where there is an active communist insurgency and a muslim separatist movement. Our studies show that overseas employment has deprived these movements of many recruits who otherwise would have fought against the Government. We see this political effect confirmed in traditional communist insurgency areas, like in the Central Luzon region, which has been politically quiet since it began registering very high overseas placement rates.

On the whole, the possibility of overseas placement and of a high earning job abroad has had a politically calming effect on our populace, even in times of economic crisis, because of the hope that it awakens in the Filipino, particularly in those who have devoted time and effort to education and training that can be used overseas. Management of the crises that struck our country would have been different and would have hit much harder without the demonstrable benefits that a safety valve like the overseas employment programme provides. Certainly, the peaceful revolutions in 1986 and earlier this year might not have been as peaceful had there been no safety valves showing that desperate and violent measures were not yet called for.

In closing, I want to say that the Philippines has a lot to thank for the blessings that its overseas employment programme has brought. These thanks are due particularly to the labour-receiving countries which have opened their borders and shared their job opportunities with our workers. Looking back, we know that we and our partner countries have done a lot to improve the programme, but a lot still needs to be done, both at the sending and receiving ends.

Now may not be the time nor the venue to dwell on how country-to-country improvements can be made. Therefore, aside from expressing our gratitude, we can just voice our hope that in the future more cooperative and collaborative efforts will be shared so that our respective nations may all to the maximum extent benefit in their development from an increased exchange of labour and services.

Thank you very much.

***H.E. Mr. Essop G. Pahad
Minister in the Presidency
Republic of South Africa***

Chairperson,
Mr. Brunson McKinley,
Director General of the International Organization for
Migration,
Distinguished Delegates,
Ladies and Gentlemen,

Allow me, first, to congratulate IOM on its fiftieth anniversary and in particular its Director General.

We welcome the launching of an international dialogue on migration at this session of the Council. It is a very timely initiative and my Government trusts that all states that are members of IOM will support and participate in it wholeheartedly. This dialogue offers a wide forum at which to discuss the broad issues that relate to migration worldwide.

Secondly, I wish to congratulate the steering group for its insightful and useful selection of the themes to be addressed during the present session. I wish to align the position of our

Government with the content of the analysis and the selection of themes that will guide our deliberations. Much of what is contained in the analysis document addresses many of the issues about which my Government has strong feelings, and can serve as a useful roadmap for our discussions both now and in the future.

Migration, xenophobia and intolerance*

Migration is on the rise all over the world and migrants are subject to racism, racial discrimination and xenophobia and all the related intolerances that go with these evils. In the Southern African region, South Africa is a recipient of legal and illegal migrants, especially from our neighbouring countries. The basic human rights and dignity of these people must be protected on the basis of international human rights law.

In May 2001, President Thabo Mbeki observed that all South Africans must be vigilant regarding evidence of xenophobia directed towards immigrants from other parts of our continent. He noted that it is fundamentally wrong and unacceptable that South Africans treat people, who come to South Africa as friends, as though they are enemies.

In 1997, believing that migrants, as all human beings, have rights, the South African Human Rights Commission (SAHRC) identified xenophobia as a major source of concern from the point of view of both the need to support respect of human rights and the exigencies of democracy in the country. In 1998, the SAHRC, in partnership with other agencies and the Government, launched a public and media education programme known as the “Roll Back Xenophobia Campaign.” Despite such efforts, a recently televised event shocked the international community, when six South African policemen set dogs on three defenceless black male migrants and subjected them to a torrent of racist abuse. The policemen are facing criminal charges, and three of them were convicted of the crime of assault with intent to inflict grievous

* Sub-headings inserted by the editor

harm. The cases against the others will be decided in the near future.

Recently, we had the honour to host the Third World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance. The Durban Declaration contains very comprehensive provisions relating to the treatment of migrants worldwide as it is quite clear that they continue to be subject, in many countries, to shameful discrimination on a daily basis.

In many instances, they are prone to harassment and brutal violence merely because they are different. Negative stereotyping of migrants has become a handy way for the citizens of many countries to rationalise their maltreatment and abuse of foreigners. The media, often through lack of adequate investigation and proper research, sometimes reinforce these negative stereotypes. Migrants from the developing world in particular are easy prey for traffickers in human beings, who profit from their predicament and often abandon them into brutal working situations. Women and children are especially vulnerable, and are often subject to physical and sexual abuse and to slave-like working conditions. Families become divided, the poor and overcrowded working conditions raise their exposure to communicable diseases, and there is little chance to escape from the vicious cycle of poverty that made them become migrants in the first place.

The Durban Plan of Action requests and urges states, international organisations, civil society, the media and others to take certain steps to address the wide-scale abuse of migrants in our societies. There is insufficient time available now to provide an analysis of the recommendations of the Plan of Action, but I wish to focus on a number of issues that, from the South African perspective, appear to be most relevant to the present debate.

South Africa's migration legacy

South Africa is a country in which migrants have played a considerable role in building its economy and institutions. Many

of us are descendants of migrants. Many of our present leaders spent long periods in exile as migrants or refugees. Yet, regardless of our experience, troubling instances of xenophobia and discrimination against migrants continue to occur despite our best efforts to prevent them. These incidents are dehumanising and degrading to the victims, and an affront to our common humanity. If left unchecked, they can seriously destabilize our society as they disrupt the lives of many, split communities, turn neighbour against neighbour, and create suspicions and calls for revenge. They offer a most fertile ground for demagoguery. They attack our efforts at reconciliation and nation building, in the face of our history tainted by apartheid.

We come from a region where there are high levels of unemployment and low levels of development. These problems have become compounded over the years by a number of conflicts, particularly intra-state conflicts, in Sub-Saharan Africa and further afield, which have devastated the economies of some countries. Often, one group or another within the society has felt constrained to flee its traditional area of residence due to racial or ethnic discrimination or xenophobic action, and violation of its basic human rights. Many of these victims of violence, persecution, discrimination and economic deprivation have fled to South Africa to seek either asylum, or a better economic future for themselves and their families.

Given the role of migrant labour in South Africa and the experience of illegal and abusive labour practices, to which many migrants are subjected, the Government is working towards a comprehensive and coherent labour migration policy that will ensure that standards and the rights of migrant workers are not undermined. It is important to note that South Africa's labour legislation does not discriminate against migrant workers, as they are automatically covered by the prevailing legislation. Legislation requires that these workers must be treated as any other employees, according to the laws and regulations of the country. It should also be noted that labour legislation, conditions of employment and collective bargaining agreements are as fully implemented and enforced in respect of foreign workers as they are in respect of nationals.

South Africa has ratified the following ILO Conventions, which protect migrant and local workers alike:

- Convention 19, on Equality of Treatment of 1925;
- Convention 29, on Forced Labour of 1930;
- Convention 105, on Abolishment of Forced Labour of 1957;
- Convention 111, on Discrimination in Employment and Occupation of 1958.

It is an accepted norm that regional integration can create the basis for economic development in our regions. Key to regional integration is the free movement of capital, goods and services. It seems to me that specifically in our own region, the SADC* region, we have gone a long way towards building regional integration. The challenges that we face today and are going to face in the future, is that although we have achieved the free movement of goods, capital and services, we are going to have to address the issue of the free movement of labour. This represents a challenge especially for South Africa.

IOM's role in enhancing the positive aspects of migration

Almost three months have gone by since the World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance. It will not be just during this Session of the Council that member states will outline in detail what has been achieved thus far. But as member states of IOM, we have an obligation to promote the ideals, vision and the mission of IOM. To realize this, South Africa believes that the following principles should guide our future work:

We encourage the IOM to organize, in collaboration with Governments, the UN and NGOs, training workshops on migrant's and human rights, at both national and regional levels, targeting border managers, other law enforcement communities,

* Southern African Development Community (editor's note)

business people and educational institutions. One example of this is the Migration Dialogue for Southern Africa,* recently launched by IOM for the SADC states.

We encourage IOM, with its expertise in mass information relating to migration issues, to organise or participate with other agencies in information campaigns at national, regional and international levels aimed at curbing xenophobia against migrant workers and “foreigners” in general.

We encourage IOM to make provisions for delivering humanitarian return migration assistance to migrant victims of xenophobia and racism who wish to go home but are unable to do so without such assistance.

We further encourage IOM to continue investigating the feasibility of assisting qualified African nationals either to return home, or to assist economic development in their countries of origin through innovative measures such as temporary return, virtual mentorships, etc.

We urge IOM, in cooperation with other stakeholders, to carry out integration programmes aiming at population and community stabilization in all projects undertaken in areas that accept migrants, displaced persons or returnees. Such activities would help to convince host communities that migrants can bring valuable contributions to their adoptive societies, and help them understand the value of preserving their dignity.

We therefore encourage all states:

- to consider acceding to or signing the major conventions and protocols that relate to refugees, migrant workers, trafficked and smuggled migrants, women and children;
- to review immigration laws, ensuring conformity with international principles on treatment of migrants;

* Bringing together the 14 member states of SADC, IOM's Migration Dialogue for Southern Africa (MIDSA) aims at facilitating cross-border State and agency cooperation and managing migration issues in the Southern African region (editor's note)

- to conduct intensive campaigns in order to sensitize all government service providers, at all levels, to the special needs of migrants, and not to refuse them basic or emergency social needs merely because they are migrants;
- to adopt a regional approach to the formulation and implementation of policies in respect of migrants, so as to create an environment that would facilitate the movement of skilled and economically active persons;
- to donate generously to activities carried out by IOM in the previously mentioned areas;
- and, finally, to speak out strongly and regularly, at the level of political leaders, against the harm that is caused to the whole of society through xenophobia and discrimination against migrants.

Africa's challenge in eliminating the root causes of migration

In our own continent, with the adoption of the New Partnership for African Development, the NEPAD, we now have a common vision and a firmly shared conviction that we have a pressing duty to eradicate poverty and to place Africa on the path of sustainable growth and development.

NEPAD envisages new relationships and partnerships between Africa and the international community, especially the highly industrialized countries, so as to overcome the development schism that has widened over centuries of unequal relations, slavery and colonialism.

NEPAD identifies the following necessary conditions for development: peace, security, democracy and political governance, economic and cooperative governance with focus on public finance management and regional cooperation and integration. Guided by these endeavours, we have identified key areas of focus, including infrastructure development, information and communication technology, human development, agriculture and promotion of the diversification of production and exports.

When he recently addressed Parliament in South Africa, President Mbeki said in this regard: “We are not asking for favours but for fairness and justice, a better life for Africans and a secure future for all humanity. Africa is remarkably well endowed. NEPAD states that ‘the resources including capital, technology and human skills that are required to launch a global war on poverty and under-development, exist in abundance and within our grasp’. What is required to mobilise these resources and to use them properly is bold and imaginative leadership that is genuinely committed to a sustained effort of human upliftment and poverty eradication, as well as new global partnership based on shared responsibility and mutual interest. We will determine our own destiny and call on the rest of the world to complement our efforts. There are already signs of progress and hope. Democratic regimes that are committed to the protection of human rights, people-centred development and market-oriented economies are on the increase. African peoples have begun to demonstrate their refusal to accept poor economic and political leadership. These developments are, however, uneven and inadequate and need to be further expedited.”

African patriots cannot turn a blind eye to the endless conflicts that continue to ravage the lives of the people of our continent. The challenge facing the collective minds of Africans is to find a solution to these matters. In turn, realization of the objectives of the NEPAD will eliminate many causes of human suffering on our continent. The principal causes of migration can thus become something of the past.

Chairperson, honoured guests, ladies and gentlemen, in conclusion let us commend the work done by IOM. For the Organization to achieve its strategic objectives, member states should support IOM enthusiastically. The South African Government strongly supports IOM in its endeavours, now and in the future.

I thank you.

***MIGRATION CHALLENGES
FOR THE
TWENTY-FIRST CENTURY***

***PANEL
OF EXPERTS***

Mr. Joseph Chamie
Director
United Nations Population Division
New York

Excellencies,
Ministers,
Distinguished Guests,
Colleagues,
Ladies and Gentlemen,

It is indeed a pleasure for me to address you today. I would like to thank the host of this conference, the International Organization for Migration, for inviting me. I am very pleased to be here and I wish to congratulate IOM on its fiftieth anniversary.

I'm a demographer at the United Nations. I am not a diplomat but a technical demographer. The question arises as to what is a demographer? Some people think a demographer is an accountant without a personality. I have been working for years to dispel that myth. Today, I will be talking about world population in the twenty-first century, while focusing particularly on international migration.

The topic of my speech is very intriguing, but what is the message. Often, when people speak in public, the message is slow in coming and difficult to decipher. I am hoping today that my message will be clearer. When people speak in different languages, there is often a problem with translation.

For example, I recall a famous slogan of a pen company which guaranteed that the pen wouldn't leak in your pocket and embarrass you. Translated into Spanish in Mexico, the slogan amounted to – “it won't leak in your pocket and make you pregnant”. We have often problems with translation. We even have problems when we speak in one language, even when we speak to our colleagues and friends, even between spouses we have problems.

Let me relate to you a short example of one that I experienced myself some weeks ago. My wife and I were at home having a discussion, actually it was an argument. She argued that I didn't listen to her and I said I had very good ears, I listened very well. “You have a problem, you don't listen to me”. After a few minutes, we decided to go to our separate corners, so I went to the kitchen and she stayed in the living room reading the newspaper. As a scientist I decided I have to test who has difficulty understanding the other. So I stepped behind her, about 30 meters, and whispered – “Can you hear me?” No response from the lady of the house. So I walked up and now I was only 10 meters behind her and I whispered – “Can you hear me now?” Still no answer from the love of my life. Then I was standing right behind her and I whispered for the third time – “Can you hear me now?” She turned around and she said – “Yes, I can hear you for the third time now!”

Well, today, what is my message? What am I here to deliver and talk about? The easiest way that I have found is to repeat a story that I have told on occasion about a famous migrant, a famous scientist, Albert Einstein who was working at Princeton University some years ago. At that time, one of his colleagues dropped him off at Princeton junction at the train and waved him farewell. In a few minutes, the conductor entered the car and asked for all tickets. Well, Professor Einstein reached into his coat to look for his ticket. He could not find it in his coat, so

he stood up and went over to get his overcoat and went through all the pockets – still no ticket. After a while, the conductor was moving down the aisle still asking for tickets and Professor Einstein by this time had taken his suitcase and put it in the aisle and opened it and his shirts, ties and socks were scattered all over the aisle. The conductor noticed the famous scientist's silhouette and so he quickly walked to him and put his hand on his shoulder and said – “Dear Professor Einstein, please don't worry, I am sure that Princeton University has enough money to cover the cost of your ticket.” He looked up and he said – “My dear Mr. Conductor, I am not worrying about the cost, I am trying to figure out where I am supposed to be going.”

Remarkable trends in demography*

That's the subject of today's speech: Where are we going? I will be talking about projections made by my division about the coming 50 years – talking not only about migration, but also about fertility, ageing and, to some extent, mortality. As a demographer, I am very fortunate. This is the most exciting period in the world's history to be a demographer. It is equivalent to being a sailor at the time of Christopher Columbus and Vasco de Gama. This period is the most exciting, the most unprecedented period in world history, demographically. Indeed, the twentieth century was the demographic century achieving more records and more unprecedented changes than all the other centuries combined.

Let us look at what happened during the last thousand years. World population at year 1000 was far below one billion. In fact, when Columbus set forth to the new world, in the current Bahamas, the world's population had hardly reached half a billion, and by the time Malthus had written his famous essay at the end of the eighteenth century, the population had not even reached a billion. Today, the world's population stands at 6.1 billion. Also, by then, most of the world's population lived on farms. The majority of people were working in rural areas; in fact, for thousands of years the world's population was basically

* Sub-headings inserted by the editor

rural. Even in 1800, less than 10 per cent of the world's population was urban. This is now changing very dramatically. In a few years, we are going to witness the historic change where the majority of the people living on this planet will be urban dwellers. That will be the first time in the world's history that the majority of the people will be urban dwellers and this will have enormous social, economic and political significance.

Before turning to the twenty-first century, let us look at the twentieth century and consider why it was so distinctive and so remarkable. The population in the twentieth century nearly quadrupled. It started at 1.6 and ended at 6.1 billion – very easy for students to remember – 1.6 at the beginning, the reverse 6.1 at the end. It had the highest population growth rate ever recorded.

At the end of the 1960s, the world's population was growing at its maximum. When Neil Armstrong set foot on the moon, the world's population was growing at approximately 2 per cent. It's somewhat of a coincidence that when humanity was setting foot on another planet, the world's population had reached its peak growth. We are now growing at 1.2 per cent, substantially lower than the previous peak. We had the largest annual increase at the end of the 1980s, around 86 million people were being added annually to the world's population. Today, we are adding 77 million per year. We had the shortest time to double the number of people on Earth. From 1960 to 1999, we went from 3 to 6 billion, the shortest time ever in human history to double. We project that the world's population will not likely double again. We had the shortest time to add one billion people – 12 years between 1987 and 1999. That's the shortest period in world history, and likely the shortest period in the future, to add one billion people.

We had revolutionary declines in mortality, and this I want to stress. At the beginning of the twentieth century, we had an average life expectancy of 30 years. Today, it has doubled to reach approximately 65 years. In my personal view, as a demographer, the changes and improvements in mortality and life expectancies are the greatest achievement of humanity. Increased life, reduced misery, reduced mortality, reduced suffering – these are indeed great achievements of which we should all take note.

We have had unprecedented declines in fertility. In the twenty-first century, we went from an average family sizes of six to a current level below three. We have seen extraordinary changes, especially with the introduction of modern contraceptives, remarkable declines in fertility have occurred virtually everywhere in the world.

As I mentioned earlier, we have had increased urbanization. We have also had the emergence of mega-cities. In 1950, there was only one mega-city, New York City. Today, we have scores of mega-cities in the world and this has also important implications for migration. And finally we have had significant international migration in the twentieth century, which is anticipated to continue.

The demographic revolution

What kind of demographic future will the new century bring? By 2050, the world will be larger. According to our medium variant, we project that we will add approximately 3 billion more people in the next 50 years. Today, we are at 6.1 billion – by 2050 we will be approximately 9.3 billion people. Second, nearly all of this growth will be happening in the developing countries. Third, we will see a slower growth rate in the world. As I mentioned, we were growing at a peak of 2 per cent in the late 1960s; today 1.2 per cent and that rate will continue to abate due to fertility decline. That's the fourth point. We are witnessing an extremely low fertility rate in Europe, in the developed countries generally, including Japan, and increasing declines in birth rates in many other countries. In Iran, for instance, my colleagues informed me that the present fertility rate is approaching replacement. Many of the countries with previous high fertility rates are experiencing reductions because couples are opting for smaller families and a planned number of children more than they had in the past.

We are also moving toward lower mortality rates and longer life expectancy. As remarkable as it may sound, people will be living longer in the future, surprisingly longer. Living for 100

years will no longer seem as an exceptionally long life as it does today. In the coming years, through technology, and especially biotechnology, people will enjoy the possibility of living 100 years or even 125 years.

Another important transformation going on in the world is the increased number of the elderly. Generally, there is an older world population, and a changing relationship between the young and the old. Many people are aware of the Russian Revolution, the French Revolution, the American Revolution, the Iranian Revolution. However, not as many people are aware of the demographic revolution. Some years ago we had a historic reversal. More specifically, 15 years ago, we observed in countries of Europe the higher percentage of people above 65 years old compared to that of children under 15. This phenomenon I refer to as a historic reversal since it marks the first time in human history that there are more elderly people than children. Indeed, there are roughly eight countries in the world in which the number of children are fewer than that of people above 65 years of age.

This demographic transformation has enormous implications for the concerned societies and for the world as a whole. We are more organized and more urbanized. After all, urbanization changes life. It is very difficult for example to become politically active in the middle of a cow field. You cannot march down the fields of corn as easily as you can through avenues. Increased urbanization has enormous implications for our societies, leading to increased migration, globally.

How the demographic revolution affects countries

Now let us look at some examples. We have seen above the remarkable growth in the world's population and more particularly between the years 1950 and 2050 – this growth will continue. Our low, medium and high variants all show growth. At a minimum, we will add two billion people to the world's population up until 2050. At our medium variant, we will add three billion; and according to our high variant, the figure will

even be higher. The population growth rates of the world, for the developed and developing regions are also decreasing. For the world, the rates peaked at around 2 per cent in the 1960s, today they stand at 1.2 per cent, and by 2050, as we will see, they will even be lower.

What is driving this decline in growth rates? It is the decline in fertility. Between 1950 and 1995, if we look at a number of countries (such as Brazil, China, India, Iran, Italy, Jordan, Nigeria, Russia, the United States, and the World average) all their growth rates are coming down, irrespective of the region. Some slower than others, but all are reducing. By 2050 we anticipate that the world's fertility rate as a whole will be very, very close to replacement. However, there will be differentials.

If we look at the growth rate for the 48 least developed countries (LDC), we will see enormous growth in their populations. In 1950, the populations of the LDCs stood around a couple of hundred million, by 2050, they will be approaching 1.7 billion people.

If we consider the projected growth rate for the United States, we find that the present US population, according to the last census, amounts to approximately 283 million people. We project in our medium variant that they will increase to nearly 400 million people; and a great proportion of that growth, approximately 80 per cent, is being fuelled by international migration. In fact, the United States absorbs more migrants than any other country in the world.

In Pakistan for example, in 1950, the population consisted of 40 million people. Today it counts 140 million, and by the year 2050 its projected population will be 340 million. There is an enormous growth potential in Pakistan.

Italy, for instance, displays a sharp contrast. In the absence of increased migration and fertility, the population projection for Italy will be lower in 2050 than it was in 1950.

Japan also provides a good example. Similarly to Italy, Japan's fertility is very low, 1.3 to 1.2 children on average per woman.

Japan's population is also projected to decline in the forthcoming decades.

The example of South Africa demonstrates the impact of AIDS. We see a worsening situation in terms of the growth rate, but hopefully a recovery in ten to fifteen years, and continued growth in the future.

When we compare, in relative terms, the developed regions to the developing regions, we note an enormous difference in 1950. But as one looks across population growth rates, it is evident that the developed regions are changing very little, while the developing regions are increasing very rapidly. In 1950, for every person in the developed regions, there were two in the developing regions. Today, for every person in the developed regions of the world, there are four in the developing. It is anticipated that by 2050, for every person in the more developed countries, there will be seven in the ones developing.

If we examine the top ten contributors to population growth, we realize that, annually, six countries account for approximately half of the growth: India, China, Pakistan, Nigeria, Bangladesh and Indonesia. Indeed, India contributes one-fifth of the growth. India's growth is so remarkable that it is equivalent to the next three. India adds as much people as China, Pakistan and Nigeria combined, every year. Another example pointing out how rapidly India is growing can be established by comparing its growth to that of the European Union with its fifteen member states. In the year 2000, the natural increase for the European Union, for the entire year, was achieved by India in the first six days of this year. In other words, for the entire year 2000, the natural increase for the fifteen member European Union, was achieved by India in six days, or, one year of the European Union's population growth was equivalent to six days for India.

Let us now look at some of the changes in population for a number of countries over the next fifty years. We project a decline of more than a quarter in Italy's population, Russia's as well, Japan's around 15 per cent, Europe's as a whole 12 per cent, Germany's around 12 per cent, the United Kingdom's slightly

less, a slight increase for France, a very large increase for Korea, and of course, a large increase for the United States.

In comparing certain specific regions such as Europe and Africa, we find out that in 1950, Europe had approximately three times as many people as Africa. Presently, the two regions are about even. But by 2050, Africa's population will be three times as large as that of Europe's. This transformation constitutes a complete reversal between Europe and Africa in a hundred years.

Another consideration illustrating the changes in population differentials stems from Europe's position vis-à-vis the rest of the world. In 1900, Europe accounted for 25 per cent of the world's population. Today, this percentage lies at 12 per cent. It is expected that in 50 years, Europe will account for 6 per cent of the world's population.

A comparison between China, India and Europe reveals that in 1950, Europe and China contained approximately the same population, with India as a distant third. Today China and India are far ahead of Europe and in fact, by 2050, India will overtake China to stand as the most populated country in the world. Meanwhile, Europe's population will have declined.

The comparison between Russia and Pakistan is similarly interesting. While in 1950 Russia's population was nearly two and a half times larger than that of Pakistan, today, they are about the same size. However, by 2050 the population of Pakistan is projected to be nearly three times as large as Russia's.

Regarding ageing, particularly with respect to the percentage of people above 65 years old, in 1950, 5 per cent of the world's population were aged above 65. This figure amounted to roughly one in every twenty people. The 5 per cent figure, which also applied to Japan at that time, has today jumped to 17 per cent. Meanwhile, the rest of the world is experiencing a 7 per cent increase in people over 65 years old. During the next 50 years we are going to experience globally a significant rapid population ageing process, which will move at an even faster rate in the developing world, largely due to the declines in fertility.

Understanding the impact of demographic changes through the Potential Support Ratios

The relationship between the segment of the population making up the workforce and that of persons above 65 is referred to in demographic parlance as the Potential Support Ratio. This ratio indicates the number of people of employment age for every person above 65. In 1950, there were roughly 12 people of working age, falling between the ages of 15 to 64, for every person of 65 years old and above. This is very important to note. In 1950, for Japan and for the world, there were roughly 12 people of employment age for every person above 65. Today, the average for the world is about nine, but for Japan and most of Europe it is close to four. It is expected that by 2050 the world's average will be four, but that in Japan the ratio will be of approximately 1.4. The ratio for Japan is also applicable to Italy, Spain and a number of other countries.

Let us now consider the impact of this changing ratio between workers and retirees in light of migration. The ratio today for China, for instance, is of 10. Ten persons of working ages for every person above 65. For France, it is 4.1; Germany, 4.2; Italy, 3.7; Spain, 4.0, and the United States, 5.4. However, by 2050, China's will have declined at 2.7; France's, 2.1; Germany's, 1.8; Italy's, 1.5; and Spain's, 1.4; and the United States', 2.7. In other words, we are having a change in the number of workers per retiree, which has enormous implications for the pension system, for health care systems, for the society as a whole. These changes are of great economic, social and political significance to these societies.

Some people argue that if the retirement age is increased, the problem could be solved. In examining this scenario, let us assume that we want to keep the same ratios as today in 2050. In other words, for China keep it at ten, for Italy and Spain at approximately four. What would the age of retirement have to be, in order to keep those ratios constant for China, France, Germany, Italy, Spain, and the United States? The age at retirement for China would have to be 78.7, higher than we predict their life expectancy will be, so one would basically work until

one dies. For France, it will be 74; Germany, 76; Italy, 76.5; Spain, 76.8; and the United States, 73.1. While it is true that people are going to live longer, it would not be feasible for them to be working at such advanced ages. Therefore, we will experience a significant change in the ratio between the working age population and the retired population, and this ratio carries an enormous impact on migration.

Migration cannot reverse demographic decline

At the international level, government policies of receiving countries from 1976 to today provide us with some interesting insight on migration. In 1976, six per cent of the countries of the world implemented policies to reduce immigration. That's roughly one out of every six countries. That proportion has been increasing every decade. In the mid-1990s, the percentage stood at about a third, and a recent assessment indicates that roughly 40 per cent of the countries of the world wish to reduce immigration.

Looking at the dwindling numbers of the populations of the developed regions, one wonders about the future of these regions without migration. Without migration, the population of the developed regions would decline within one year or two. With migration at the present rate, the developed regions as a whole will experience a decline at around 20 to 25 per cent. However, there are differentials. The United States, Canada and Australia show exceptional signs for the future in terms of growth, compared to the other developed countries. Let us consider what would happen in the United States without migration. If we begin today with zero migration, by 2050, the US population will be substantially lower, slightly above 300 million. And as I indicated earlier in our projection of around 400 million people for the United States, 80 per cent of that growth will be due to migration, and of course, to descendants of the migrants coming to the United States.

In contrast, Germany's population is projected to decline, even with some migration. Now I want to demonstrate how much

migration we are talking about by means of the “string exercise”. According to our projection for Germany, there will be roughly 200,000 migrants coming in next year. Now assume for one moment that one meter of string corresponds to 100,000 migrants. The string that I hold up here is two meters and corresponds to 200,000 migrants, the number that we assume for Germany in the coming years.

Now what would we need, if we want to keep the population in Germany stable? How many migrants would we need? This string shows us how many migrants we would need, if we want to keep the population constant. It looks like a little more than three meters, a little more than 300,000 migrants per year to keep the population constant.

However, if the interest shifts from maintaining a stable population growth, to keeping the labour force constant, more migrants are needed. In order to keep the labour force constant, Germany would need every year 486,000 migrants lengthening the string to 4.86 meters.

On a final note, let us consider how many migrants would be needed in order to keep constant the ratio between the workers – the working-age population – and the retirees? In other words, to keep constant the age structure and the labour force ratio to the workers, one would need 36 meters of string, which is approximately 3,6 million migrants per year.

Hence, the “string exercise” proves that the ageing problem cannot be resolved through migration. Migration will not keep constant the population number, the working age, and the ratio between the working age and retirement age. Europe simply cannot address the ageing workforce problem through migration.

Ladies and Gentlemen, allow me to add a note of caution regarding the numbers I have submitted. These numbers comprise great diversity – they amount to averages and trends. There are enormous socio-economic differences in all countries, whether they are developed or not. Therefore, these averages show a great deal of differentials, as issues of equality and equity in the distribution of goods, services and opportunities will be a

major concern in the twenty-first century, especially for migrants arriving to very diverse societies.

What should be done? Some decision makers argue that the numbers are wrong. The numbers may be wrong, but they are not that wrong. Decision makers who believe that the numbers are erroneous deny what is going on in these countries. They deny that they are having a population decline or a population increase, they simply reject the numbers. After we have had a chance to discuss those numbers with them and their scientists, they delay, they say – “Wait, let us wait until we have a commission, a task force, a full report, and then we will take some action”. After the report is completed, it is placed on the shelf, and they do nothing.

I offer a different suggestion. I suggest we embrace the future challenges, the future demographic trends. We need to rely on a bold vision. We need leaders who have a vision of the future based on facts and reality, not on their wishes. We need strong and enlightened leadership. We need leadership that is not only strong, but that has the wisdom and the knowledge to provide the guidance necessary in the coming decades. And finally, we need resources – human, financial and other resources to meet these challenges.

I will end with the quote which says that – “A world where some live in comfort and plenty, while half of the human race lives on less than two dollars a day, is neither just nor stable”. This was not said by the Pope. This was not said by some scholar at an ivory tower university. This was said on 17 July of this year in Washington by President George W. Bush of the United States.

Ladies and Gentlemen, you have been very patient.

Thank you very much.

Mr. Hamid Mamdouh
Director
Trade in Services Division
World Trade Organization
Geneva

Director General,
Excellencies and Ministers,
Ladies and Gentlemen,

It is a pleasure to be with you today. I am afraid that I don't have anything remotely as exciting to say as Mr. Chamie. I am not a demographer, I am a lawyer – nobody is perfect. What I am going to talk to you about is trade and there is some relevance to people, or precisely the movement of people, in the part of trade that I am responsible for at the WTO.

Traditionally, trade has always played the role of a substitute for migration. The classical scenario of international trade is the production of a good in one economy which then crosses the border to another economy in another country, and a payment crosses the border in the opposite direction. For trade in services, that classical scenario obviously does not work out because the supply of a service so often requires the physical proximity of

the producer and the consumer and sometimes also involves simultaneous production and consumption. The famous example that the drafters of the GATS* agreement during the Uruguay Round used to illustrate this is the “haircut”. A haircut has to be consumed whilst being performed and the supplier and consumer would have to meet and be in the same place so that the transaction would be executed.

The General Agreement on Trade in Services and its connection with migration**

So obviously, the GATS, the General Agreement on Trade in Services in the context of the WTO, which covers the liberalization of trade in services, had to define trade in a fundamentally different way, involving the cross-border movement of factors of production, such as capital and labour. Therefore, we define trade in services as the supply of any service through any of what we call the modes of supply which are four in number.

There is the cross-border supply through telecommunications such as the one happening on the internet every day. There is the consumption abroad where the consumer goes to the country of the producer, such as tourism – for example a Swiss tourist going to Egypt. And then there is the establishment mode or commercial presence, such as the establishment abroad of the branch of a bank or an insurance company. And then there is what we call the cross-border movement of natural persons, such as a lawyer, an accountant, a nurse, or any other natural person crossing the border to another country in order to supply a service.

* In January 1995, following the Uruguay Round negotiations, the WTO replaced GATT (General Agreement on Tariffs and Trade), which had been in existence since 1947, as the organization overseeing the multilateral trading system. The system consist of rules and agreements among which the GATS (General Agreement on Trade in Services), the first ever set of multilateral, legally-enforceable rules covering international trade in services (editor's note)

** Sub-headings inserted by the editor

We need to remember that the GATS is a legal framework which covers the temporary movement of people only incidentally. GATS considers the movement of people only with respect to the supply of a service. The GATS legal framework does not actually cover migration in the full sense, but the temporary stay of a person. The period of time involved is determined by the host country. It generally ranges from two to five years, and may exceptionally go up to seven years, but it is a limited period of time.

When a person moves to another country and starts functioning as a supplier of a service, that might eventually turn into a migration situation, but at that point, the legal coverage of the WTO or the GATS ceases to apply.

The GATS was negotiated in the Uruguay round which created the WTO and entered into force in 1995. The first package of commitments to liberalize the supply of services internationally, including through movement of natural persons, was negotiated in the Uruguay round. The question of cross-border movement of persons as a subject for trade negotiations in the legal framework, as I am sure most of you know, was extremely sensitive politically during the Uruguay round. This was stemming from the fact that immigration policies are considered as being sensitive for all countries, both developed and developing. Therefore, the commitments that were negotiated were quite limited in range and effectiveness.

These commitments were confined to persons within a very limited range of skills, such as managers, executives and specialists. Only these limited categories were subject to liberalization, but then mostly in the context of so-called “intra-corporate transferees” designating people who are transferred within the same corporation from one country to another or people who deal with the establishment of commercial branches in the export market. If Switzerland, for example, was to establish a new bank to supply banking services in Pakistan, the liberalization commitment of Pakistan would cover only those people who would be working in that bank. The commitment would exclude natural persons who are independent service suppliers, i.e. service suppliers who would go to another market

to provide a service in their own personal capacities, whether they are lawyers, accountants, nurses, doctors, software specialists or any person who is not employed by a legal entity.

Movement of personnel – a subject of common interest to developed and developing countries

Since WTO has started a new round of services negotiations, which is in its second year, we have come to that subject once more. There are several proposals now on the table for negotiation but the most exciting aspect about movement of people is that regulators and negotiators are approaching it from a completely different perspective.

First of all, movement of personnel has become a subject of common interest to both developed and developing countries, unlike in the Uruguay round where it was only the claim of the developing countries. Second, there is no shyness now in talking about immigration policies and administrative procedures. Some of the proposals we have on the table are examining administrative processes such as visa procedures, work permits and issues such as the portability of social security. We are looking into the extent to which those procedures can be streamlined, even when keeping the existing policies. It is interesting to see, for example, that the overwhelming majority of legal services that are supplied internationally are supplied by or through lawyers travelling from one country to the other. It is likewise interesting to observe that the overwhelming majority of lawyers travelling do so with a tourist visa because obtaining a business visa is such a cumbersome process, making it completely impractical. There is now a proposal to look into what is being termed as a GATS visa, a new visa procedure, which would be specifically designed to administer the liberalization commitments undertaken under the GATS. This, for instance, would have been unthinkable during the Uruguay round. All this is not to say that the proposal is accepted or that it is agreed to but at least there is willingness to examine and look into it very seriously.

The positive aspect of this process consists in that all countries are approaching it with a very positive attitude. As developed countries are interested, so developing countries are also required to make commitments and contemplate their current procedures and policies. It is very difficult to speculate about how these negotiations are going to end up. However, it is safe to conclude so far that with the Doha* meeting, and the fact that we have launched a broader round of negotiations or broader agenda for negotiations, there are now many positive elements in the new agenda that will give more impetus to the services negotiations, including the negotiations on the liberalization of the movement of natural persons.

Thank you very much.

* The fourth WTO ministerial conference took place in Doha, Qatar, from 9 to 14 November 2001 (editor's note)

***Mr. Ali Kazancigil
Deputy Director General for
Social and Human Sciences
United Nations Educational,
Scientific and Cultural
Organization
Paris***

Director General,
Excellencies,
Distinguished Delegates,
Ladies and Gentlemen,

It is a genuine pleasure for me to address on behalf of the Director General of UNESCO, Mr. Koïchiro Matsuura, this international dialogue on migration. I would like to congratulate the International Organization for Migration on its fiftieth anniversary and its work accomplished so far. We at UNESCO hope to further our cooperation with IOM, as both organizations develop complementary activities conducive to creating synergies and joint programmes.

I have been asked to speak about international migration, social integration, multi-cultural issues and their interrelations. Indeed, cross-border population flows lead to increased diversity within receiving societies requiring policies and programmes that inherently promote respect for the rights of migrants. Such programmes and policies need to underscore the benefits of cultural and ethnic diversity in a society that create tolerance and mutual understanding, and maintain a cohesive fabric of shared values within the population. I shall begin with a quick overview of the issues at stake.

The United Nations' legal framework on cultural and ethnic diversity issues*

The founding fathers of the United Nations were motivated by the desire for international cooperation, peace, development and the respect for human rights. Mindful of the experiences of Jews, Gypsies and other minorities who had been victims of genocide, they were also aware of the need to address the pleas of cultural, religious and ethnic minorities. Therefore, over the years, the UN elaborated a series of legal and normative instruments in this area.

The Universal Declaration of Human Rights of 1948 is the first legal instrument referring to the respect of cultural rights. Article 27 of the 1966 International Covenant on Civil and Political Rights is also of special importance in this respect.

The 1992 Declaration on the Rights of Persons belonging to National, Ethnic, Religious and Linguistic Minorities extends the coverage of the previous instruments to include the rights of persons belonging to minorities to participate in cultural, religious, social, economic and public life.

The International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families also

* Sub-headings inserted by the editor

represents a major step toward enabling States to design policies that respect the particular needs of countries of origin and destination. Other relevant instruments are the Convention on the Elimination of All Forms of Discrimination Against Women and the Declaration on the Human Rights of Individuals who are not Nationals of the Country in which they Live.

Understanding of diversity in multicultural societies

Some time ago, UNESCO developed three definitions of multiculturalism.* The first is of a demographic and descriptive nature in which the term multi-cultural is used to refer to the existence, in its empirical sense, of ethnically or racially diverse segments in the population. The second is a programmatic, political definition, which refers to specific types of programmes and policy initiatives designed to manage ethnic diversity and promote social cohesion. The third is an ideological and normative definition of multiculturalism which, in fact, generates the greatest amount of debate since it represents a model for political action. It revolves around the sociological, ethical and philosophical foundations of diversity and discusses the specific position in contemporary society of persons with culturally distinct identities.

Acknowledging the rights of migrants also poses challenges. We register a growing respect for the rights of minorities voiced by advocates of multiculturalism, transnational networks and different groups or associations of migrants. These maintain that acknowledgement and respect of migrants' rights benefits both individuals and the larger society by reducing pressures for social conflict based on cultural and ethnic difference. Finally, the question of diversity should not only be seen in cultural terms but also in terms of socio-economic differences, such as inequalities, poverty and various types of discrimination.

* Inglis C., 1996, *Multiculturalism : New Policy Responses to Diversity*, Management of Social Transformations (MOST), Policy Papers no. 4, UNESCO, Paris

The changing nature of societies and international migration

One of the key issues in the changing nature of multiethnic and multicultural societies is the increase in international population movements since the 1990s. Affecting directly the ethnic composition of most societies, international migration has reduced to zero the number of states with a homogeneous population.

Today, some 150 million people live in foreign lands as migrants. The characteristics of migrants in terms of their origin, and in terms of their gender are changing. Women are becoming increasingly involved in labour migration. Women and children have become the principal victims of trafficking in migrants.

Migratory flows are by definition of a mixed nature. Some are desired by receiving countries, especially the movement of highly skilled people, professionals and managers. But there is also the movement of unskilled labourers motivated by economic reasons or because of violence and war. Trafficking is emerging as a great scourge. Controlled by criminal organizations, this modern slave trade has become an important component of the globalization of criminal activities.

The increase in international migration we have seen in the 1990s, and which will no doubt continue, relates especially to five categories of people on the move: refugees, asylum seekers, permanent migrants, contract migrant labourers and illegal migrants.

The fact that international migration will most likely continue in the future is due to demographic structures but also to the transnational flows of information, commodity and capital. These accompany the powerful driving forces of globalization. Therefore, different policies and control mechanisms may reduce these movements, but they won't be stopped totally. It seems obvious to us at UNESCO, and I am sure that the thinking is alike in IOM, that there is a need to manage these migratory flows

through agreed long-term strategies and policies involving both the sending countries and the receiving countries. Together with their member states, international organizations have an important responsibility in this area.

Dealing with the impact of migration – application of policies favoring multiculturalism

Another point to which I want to refer concerns the application of multi-cultural policies as a response to the impact of migration. In this field, issues are numerous and very complex and policies are to be developed respecting the migrant's rights and, at the same time, fostering their integration for their own benefit and also for the benefit of the receiving countries.

The successful application of these policies play a key role in the successful management of social cohesion and integration in the context of the increasingly multicultural nature of today's societies.

There are many issues that need to be addressed. Let me just enumerate some of them: housing problems, health problems, welfare problems, the judicial system, the legal status of immigrants including citizenship, equality in getting education, access to employment, exercise of citizenship, individual autonomy, etc. These complex issues require attention and demand very difficult policy choices. They also demand persuasive explanations by governments to the local populations whose concerns have to be taken into consideration by policy makers. Often, local populations feel insecure and there is sometimes a tendency to blame migrants for unemployment and other economic difficulties or insecurity.

It is also obvious that, in the relationship between international migration and social integration, countries that develop participatory approaches and policies to understanding and regulating the transformations induced by such population movements, are better able to create positive relationships

between autochthonous populations and migrant populations. If properly channelled, the input of migrant population into the receiving society and the economy yields positive results.

Since globalization seems to lead more and more towards diverse and multicultural societies, we register a lot of new types of situations. I am thinking of a certain dissociation between nationality and citizenship. Often, migrants who obtain citizenship rights are not considered, or do not consider themselves, as a “genuine” national of the country. There must be, of course, a democratic effort to keep these two notions together, but in certain cases, a better recognition of the identities of these populations, a lesser emphasis on the partly mythical unity of the nation which we have developed over the centuries in different countries, may help. The idea behind this approach is connected to what the Canadian political theorist Charles Taylor referred to as the “politics of recognition”.* According to its own parameters, each society should go as far as possible in accepting the different identities of foreigners and citizens.

UNESCO recommends recognizing increasing multiculturalism and dealing with it through democratic policies, rather than risking marginalization of migrants and ensuing conflict and violence. Indeed, these represent a much greater threat to the unity of a country than a policy of recognition of cultural diversity.

UNESCO's experience

This rapid overview of issues prompts me to tell you what UNESCO has done in this field. Over the past eight years, UNESCO has developed an intergovernmental programme in the social sciences, the Management of Social Transformations (MOST) Programme.

* Taylor C., 1997, *Multiculturalism and “The Politics of Recognition”*, with commentary by Amy Gutmann et al., Princeton University Press, 1997 (editor's note)

MOST aims at promoting interdisciplinary and comparative policy-relevant research in selected areas, among which international migration and social cohesion. In designing measures to increase the use of social science research in policy-making, we have the objective to turn results of social science research into instruments assisting in the policy-making process.

One of the key research networks, to which IOM has contributed, is the Asia Pacific Migration Research Network (APMRN). This network covers 14 countries and has developed research and policy guidelines on international migration and integration issues in the Asia-Pacific region.

I will give you two brief examples on how this network addresses some of the issues I have raised above.

- Cross-comparative research in Hong Kong, Australia and New Zealand by APMRN academics established that there was considerable return migration to Hong Kong after reunification with the People's Republic of China. Significant proportions of the migrants obtained citizenship rights in their countries of destination before returning.

Many returning men left children and other family members in the destination country while they went back home to work. This produced the phenomenon of "astronaut families", where the adult males (or sometimes both parents) live in Hong Kong, while some of their dependents continue to live abroad in order to take advantage of education opportunities and other state-subsidized services. However, research in New Zealand and Australia suggests that this migratory process was not as common as some politicians of these countries claimed, and that it was not a process designed to enable migrants to exploit their host country's welfare infrastructure while avoiding to pay taxes.

Facilitated by UNESCO, cross-fertilization between researchers and policy-makers in New Zealand interested in this family phenomenon ensured that politically-motivated attacks on migrants originating from Hong Kong did not result in any significant long-term policy shifts disadvantaging Hong Kong Chinese migrants when seeking residence in New Zealand.

- My second example refers to a UNESCO project focusing on international migration integration and citizenship in 16 selected European cities. The Multicultural Policies and Modes of Citizenship in European Cities (MPMC) Project is built around the assumption that increased international migration obliges cities to weave together the various communities into a reasonably cohesive society, respectful of cultural and ethnic diversity.

Focusing on so-called “channels of activation and mobilization” in these cities, which are entities through which immigrant and ethnic minority communities are making their interests and concerns known to municipal decision-makers, research has established that the application of the concept of citizenship leads effectively to integration of migrants through participation in local public decision-making and this in due respect of the migrants’ human rights.*

A call for cooperation

In concluding, please let me emphasize that we at UNESCO consider that there is a real need to establish a policy-oriented collaboration between research in social sciences and policy-making in the context of international migration. In order to be efficient, this collaboration requires a constant and dynamic dialogue between universities, research institutions and international organizations, such as UNESCO and IOM.

Currently, there are excellent opportunities for widespread public acknowledgement of contributions that the social sciences can make to problem-oriented public policy debate. Social sciences should prepare to take up the challenge of gaining acknowledgement by using languages, concepts and research methods that policy makers and members of the public can

* Results of this study were published by UNESCO in 2001: *Multicultural Policies and Modes of Citizenship in Europe*, United Kingdom, Ashgate

understand. On the other hand, policy-makers should support, and use more systematically, research and data produced by the social sciences.

Let me conclude, Ladies and Gentleman, by underlining that addressing all of these issues in an efficient way requires that international organizations, the agencies of the UN and IOM, pull their forces together in developing joint activities. As a concrete measure, I am suggesting the creation of an inter-agency research programme on the different facets of migration. In cooperation with IOM and other relevant actors, UNESCO is willing to undertake a feasibility study on how to develop joint programmes on issues which will be at the core of international migration in the coming years.

And again, let me congratulate IOM on its achievements and wish it another very successful 50 years.

***Mrs. Rosaline Frith
Director General
Integration Branch
Department of Citizenship and
Immigration of Canada
Ottawa***

Mr. Director General,
Distinguished Delegates,
Ladies and Gentlemen,

I was asked to speak today about the role of integration, in reducing discrimination, racism and xenophobia. Let me start by telling you about how racist we were as a country in our early years and how we have evolved over time.

Immigration has always played a central role in Canada's history and it was always assumed that immigrants would become citizens. But immigration was not always open to everyone. Pre-1960 immigration policies favoured Britons and other Europeans. When the majority felt threatened, laws were adjusted to limit access to the country. For example, because there was concern that the Chinese would not assimilate to Anglo

conformity, Chinese immigration was curtailed in 1902. In response, business leaders brought in Japanese and Indian labourers and this led to the 1907 anti-immigration riots followed by further curtailment of non-white immigration through the 1910 Immigration Act.

There has always been tension between the need for labour and fears that immigrants would undermine the British character or the status of French in Canada. However, the 1960s and the 1970s witnessed the launch of a modern phase of Canada's immigration policies. Immigration over the subsequent four decades has been drastically different from what it was prior to 1960. About two thirds of immigrants come from so-called non-traditional source countries in the Asia-Pacific region, Africa, Central and South America and the Caribbean.

Immigration today is a largely urban phenomenon with more than 85 per cent of immigrants settling in cities compared with only 57 per cent of Canadian-born. Over three quarters of all immigrants to Canada go to three major cities. While there is no danger that traditional European residents of Canada will be outnumbered in the short term, it is projected that visible minorities will constitute 20 per cent of the Canadian population by 2016.

Integration – a celebration of diversity*

Canada's mosaic now includes most races, religions and cultures and it is expected to become more diverse with time. So how does one celebrate diversity? Promote social inclusion, and live in respect and peace? Not an easy objective, and in Canada our integration policies are intended to help us obtain that goal. The term integration illustrates a two-way process of accommodation between newcomers and Canadians. It encourages newcomers to adapt to Canadian society without requiring them to abandon their cultures or to conform to the values and practices of the dominant group, as long as adherence to their cultures does not contravene Canadian laws.

* Sub-headings inserted by the editor

At the same time, Canadian society and its institutions are expected to change over time to reflect the new Canada, the Canada that is constantly in evolution. Canadian integration policy consciously welcomes all immigrants into the Canadian family and strives to ensure their full participation across the important economic, social, political and cultural dimensions of our country. Integration in Canada is managed in partnership with all jurisdictions, non-governmental associations and the public. It is a continuum beginning with information provided to immigrants overseas, orientation and adaptation services in Canada to the acquisition of citizenship after a relatively short period of time.

All three categories of immigrants, which are skilled, family class and refugees, are eligible for settlement services. Skilled immigrants integrate more quickly and are seen as immediately helping to build the nation. Immigrants who come under family reunification criteria take longer to integrate economically but form a nucleus to support social integration. And refugees are admitted for protection purposes – it is accepted that they may need additional assistance to settle and to integrate. As long as the public feels that the immigration programme is well managed, the cost of integration is viewed positively. Whatever the type of immigrant, the ultimate Canadian policy objective is full citizenship within an officially bilingual and multicultural policy. Canada encourages newcomers to adopt Canadian citizenship as an official symbolic act of allegiance and attachment, and about 85 per cent of immigrants take the step. Accession to official citizenship is not seen as the end of the journey – it is recognized that integration may require a lifetime. Indeed, research shows that full integration sometimes requires several generations.

Some recipes for integration, but no general rule

Segregation, ghettos, violence and even inequitable treatment are all signs that tell us that integration may not be occurring. Canada is not experiencing significant segregation, ghettos or violence. However, as I will explain, we do see inequitable treatment.

Immigrants to Canada are free to settle anywhere in Canada. First generation immigrants tend to settle together initially but integrate into broader communities with time. Immigrants are strongly encouraged to respect Canadian laws, and racial violence is not tolerated. Frameworks exist to ensure equitable treatment by governments and employers. The basis is there but we are not always perfect. Issues related to access to housing, health care, schools and other infrastructure inadequacies sometimes lead to discrimination and racism. Whenever absorption capacity is exceeded, the majority has a tendency to fear the pressures of immigration. Xenophobia happens when the public is ill informed. Fear of the unknown can be avoided by making people more aware of each other's cultures. Integration programmes in Canada attempt to address cultural awareness, foreign credential recognition, prior working learning experience and other factors that would lead to better understanding and respect.

One of the measures we use to monitor economic integration is labour market performance. Where effective economic integration is occurring, we would expect to find rates of employment that match the Canadian-born and rates of remuneration that match levels of experience and training. We would also expect to find that newcomers are hired and retained, and promoted at rates to match the Canadian-born. Research has shown that in spite of higher average education than the Canadian-born, recent immigrants are taking longer to catch up to the wages of the Canadian-educated and experienced peers in previous immigrant cohorts. Researchers have also detected significant underemployment and wage inequities in the Canadian market as they affect newcomers. So we know that integration is not happening as effectively as we would like. The question is why. Is it due to systemic or structural barriers? Is it linked to discrimination? No matter the cause, there is broad consensus that certain barriers to integration must be addressed in order for immigrants to make the transition to full participation.

What needs to be done to systematize the recognition of foreign educational and professional qualification? Additional resources need to be applied to the development of occupationally specific language training. Public education programmes may also be required where discrimination is suspected. The federal

government plays a role in addressing all of these barriers, but must rely on its provincial and municipal partners as well as non-governmental organisations to help design and deliver effective programmes.

Political participation is also studied as an in-depth consequence of integration. Here we find that immigrants tend to participate at rates slightly below or equal to the levels of Canadian-born. In federal politics, power is still firmly in the hands of politicians of British or French origins. However, about 33 per cent of federally elected politicians can claim some minority background and many of these politicians are immigrants.

A common sense of belonging

A stable multi-cultural society depends upon the cultivation of a common sense of belonging among all citizens. This sense of belonging cannot be ethnically based since Canada is such a diverse society. Instead, it must be of a political nature and based on a shared commitment to the political community. The commitment to the political community involves commitment to its continuing existence and well-being and implies that one cares enough for it and does not harm its interests or undermine its integrity. The sense of belonging must be fostered by according equal citizenship to both newcomers and the Canadian-born. This means that all citizens must know that there is a real chance that they can influence the evolution of Canadian society. In a sense, they must feel not only that they belong to Canada but that Canada belongs to them.

As a liberal democracy Canada espouses certain core values to which it expects all its citizens to adhere. Values such as mutual respect, the rule of law, equality and the peaceful resolution of disputes are seen as non-negotiable minimum expectations. In return, Canada guarantees such basic human rights as individual autonomy, freedom of association, freedom of religion, etc. It is clear that Canadian society will not tolerate some behaviours. It will not tolerate the subjugation and abuse of women and children for example. In addition to targeted settlement

programmes, Canada depends on its educational system to impart citizenship values to newcomers as well as to the Canadian-born, because if substantive citizenship is our goal, then all Canadians must be integrated in a real sense.

Labour market ministries develop programmes to assist Canadians in developing an attachment to the local or national labour market, while ministries of citizenship and heritage conduct public education campaigns and support initiatives that foster pride and respect for Canadian institutions and cultural products. We attempt to create a welcoming attitude towards diversity by teaching the value of diversity in our schools through public campaigns, such as "Canada - we all belong" and through diversity promotion, anti-racism campaigns, etc. Canada remains a cohesive society with low rates of interethnic conflict and low rates of crime.

Our long history of integrating immigrants and our recent history of welcoming immigrants without regard to race or ethnicity has been a successful experiment. Canadians are not complacent. We recognize that our society's stability is ensured only by constant vigilance and sensitivity to the potential fault lines that might divide us. Canada's multicultural experiment remains a work in progress.

***COMMENT
ON THE PANEL
OF EXPERTS***

***Mr. Manolo Abella
Chief
International Migration Branch
International Labour Organization
Geneva***

Director General,
Distinguished Delegates,
Ladies and Gentlemen,

Let me, on behalf of the ILO, extend to you our very best wishes on your fiftieth anniversary. Our best wishes for the next 50 years of the very important work on behalf of millions of people in this world who need protection when they move across borders.

Mr. Chairman, I thank you for giving me an opportunity to comment on the very interesting presentations that we have heard this afternoon.

Migration and demography*

I think Mr. Chamie has very successfully debunked the myth that demographers are accountants without personality. Being myself one of the people who come from a so-called dismal science, let me first of all say that I am very impressed by Mr. Chamie's analysis of the projected dramatic demographic changes in the world. His conclusion of a need for migration on account of the demographic revolution, owing to the historic decline in fertility not only in the developed part of the world but even in some of the poorest developing countries, is largely shared.

My comments on his presentation have nothing to do with the larger picture that he presented to us, which is very important indeed, and the challenge that it poses in terms of need for leadership and vision. Rather, they concern our need to acknowledge the consequences and to act promptly on the implications of the demographic changes exposed. Mr. Chamie's conclusions have indeed aroused a great deal of interest. I cannot think of any other single UN document published in recent years that has stirred more interest and debate than the conclusions of the UN Population Division report on replacement migration.** However, having said that, I would like to remind that some of his conclusions depend very much on the implicit assumptions underlying his analysis.

One of them is the rationale of a support ratio. What does a support ratio of four members of the labour force for every dependent person mean? Does this concept change with time or with place? I remember the huge number of people active to produce food in order to feed a country such as the United States. Some years ago, approximately 30 per cent of the population used to work in agriculture in order to feed the people. Today only 5 per cent of the population, or even less, are engaged in producing

* Sub-headings inserted by the editor

** United Nations Population Division, 2000, *Replacement Migration: Is it a solution to declining and ageing populations?*, ESA/P/WP.160 (editor's note)

enough, not only to feed the whole American population, but also many other parts of the world. Therefore, the concept of support ratio changes with time and, as it changes, it may change very much the conclusions we draw.

Joseph Chamie mentioned the implications of keeping constant the labour force ratio. In doing this, I guess, one has to take into account deep changes in productivity that have occurred, and are likely to occur. As we enter a new age of the knowledge economy, we will probably see a quantum leap occur in each worker's productivity. Being an optimist like him, I think that probably many of his conclusions were made mainly to draw attention to the need for action rather than to state a definitive conclusion.

Migration, trade and globalization

The discussion we have had on trade and globalization is certainly a very timely one that we in the International Labour Organization have been studying very carefully for a number of years. As you all know, the relationship between trade and migration is based on the assumption that the more the world is able to liberalize trade and increase the flow of goods between countries, the more likely it is that incomes will converge and that people who move around are only those who are explicitly targeted. Most people prefer to stay at home. Indeed, in the European Union only 2 per cent of the EU labour force works in other EU countries than their own. But the convergence of incomes in the spirit of globalization has unfortunately not happened, at least not yet. Our feeling is that things will become worse before getting better.

Globalization and the liberalization of trade have not had a positive impact on a lot of people, nor on a large number of countries. A recent ILO study shows that there are only thirteen developing countries worldwide that have managed to successfully integrate the global market for manufactured products. These thirteen developing countries are responsible for

88 per cent of the total export of manufactured goods from developing countries.

The rest of the developing world is still stuck in the export of traditional crop and natural resources whose markets have been declining over the past two decades. What we see as a consequence is a divergence instead of a convergence of incomes, more precisely a divergence of incomes between the less developed and the developed countries. Only a handful of less developed countries have joined the ranks of the developed countries.

Indeed, the challenge is not simply in terms of leadership in the field of immigration, the challenge is principally to ensure that development reaches the far corners of the poorest parts of the world.

I am glad that we register progress in the area of liberalizing not only the flow of goods or the flow of capital, but to some extent also the flow of factors of production such as labour. This was highlighted by Mr. Mamdouh when he talked about the negotiations regarding trade in services. I am particularly thinking of the movement of natural persons. He noted that immigration policies have so far constituted a barrier to trade in services. I wonder whether in fact one has to wait for this barrier to be torn down before we see some liberalization in the flow of people. My feeling is that the resistance to opening the doors to natural persons – by the way, I cannot think of an unnatural person – may be something that we could foresee to happen within our own lifetime or generation. I would bet that the movement of goods through trade, aided by improvements in transport and technology, and the transfer of capital, as had happened in many of the dynamic countries in Asia and in Latin America, would help to reduce emigration pressures.

Integration of migrants

It was very interesting to listen to the presentations on integration and discrimination of Mr. Kazancigil. Again, this is

an area of work that is very important to the International Labour Organization.

We have also watched with admiration the work, the progress and the success of Canada. I wished that its multiculturalism model could serve as an example for everyone and yet one cannot help but wonder to what extent Canada is a special case. A special case because one sees a strong political commitment to integration, a strong political ideology in fact, an ideology which transforms into a very comprehensive programme involving education, housing, labour markets, health, language in order to combat racism and to ensure that people are efficiently employed, and satisfied.

We are impressed with the work done in a number of countries to address the question of racism through measures that are establishing targets and committing resources aiming at raising the status of marginalized communities. I wonder whether Canada is a special case because I am always reminded that, elsewhere, the large majority of migrants crossing borders today are in any event settling for secondary status by entering countries without authorization, and are being accepted precisely because of that status.

Integration, as Mrs. Frith said, is a journey, often requiring one generation to be accomplished. I think it is a journey which has a very good roadmap in the case of Canada. And it is a very perilous journey because it always involves keeping a balance of interests of different groups of the society. We have been working on some of the ideas to find solutions to conflicts of interest between those affected by immigration and those who benefit from it. In many cases, these conflicts translate into a decline in wages of workers in the domestic economy as well as increasing profits for those who own capital. We have been working on some of these issues to find a way by which those who suffer can be compensated by those who gain from immigration.

Finally, Mr. Chairman, I would like to simply highlight the emphasis that has been placed on approaches, specific programmatic approaches, dealing with prejudice and xenophobia. Earlier this morning, we heard about the Durban

Conference and again the work still required to be done in all countries, whether developing or developed, to address many of the conflictual issues that arise through migration. We need to do so in a rational fashion with appropriate structures, means and legislation. This is where models of success like that of Canada, and many other countries, are so fruitful and we at ILO hope that in collaboration with our friends at UNESCO and IOM, we will be able to bring to your attention some of the best models and best practices on how this can be done.

Thank you very much.

***STATEMENT BY THE
UNITED NATIONS
SPECIAL RAPPORTEUR
ON THE HUMAN RIGHTS
OF MIGRANTS***

***Mrs. Gabriela Rodrigues Pizarro
United Nations Special Rapporteur
on the Human Rights of Migrants
Office of the United Nations
High Commissioner for
Human Rights
Geneva***

Ladies and Gentlemen,

On this fiftieth anniversary, I should like to begin my statement by congratulating IOM on the work it is doing for migrant women, men and children throughout the world. IOM has made a considerable contribution to giving genuine effect to the principle that orderly migration in humane conditions benefits migrants and societies as a whole. I should also like to thank IOM for the support which it has given to the mandate of the United Nations Special Rapporteur for the Human Rights of Migrants since the creation of this office.

The United Nations Commission on Human Rights gave me the responsibility of serving as Special Rapporteur for the Human Rights of Migrants following the adoption of resolution 1999/44. The mandate of the Special Rapporteur as defined in that resolution is to examine the means necessary in order to overcome the obstacles to the full and effective protection of the human rights of all migrants.

In the resolutions which created and developed this mandate (1999/44, 2000/48 and 2001/52), it was recommended that I should take into account bilateral and regional negotiations aimed, in particular, at dealing with the return and reintegration of undocumented or illegal migrants. At the same time, I was instructed to establish criteria and formulate strategies and recommendations for the promotion and implementation of policies for the protection of the human rights of migrants.

With the aim of achieving these objectives, one of my prerogatives is to request and receive information from all relevant sources (States, civil society, social and international organizations, and migrants themselves) on violations of the human rights of migrants and, on the basis of this information, to make appropriate recommendations to prevent and remedy these violations wherever they may occur. At the same time, I am called upon to observe a gender perspective in requesting and analysing the information and to give priority to the situation of unaccompanied minors.

These tasks have not been easy. Every day since I first began my duties as Special Rapporteur I have learned of cases involving migrants who fall victim to the transnational organized crime networks engaged in the exploitation of and trafficking in persons, xenophobic attacks by extremist groups, arbitrary detentions, ill-treatment or exploitation in the workplace, to mention just a few. We cannot ignore this fact if we are to fight these transgressions of human rights. In this connection, we must strengthen measures to prevent illegal migration from States of origin and promote the regularization of migration where a demand exists.

Situation since 11 September

In my public message on the attacks suffered by the United States of America on 11 September, I issued an appeal for the question of terrorism not to be associated with migration, since such an association reinforces the negative stereotypes relating to both phenomena. We have a very serious responsibility to combat all forms of terrorism. In this undertaking we must take great care not to harm the system of rights which characterizes democratic societies and which terrorism itself is trying to destroy. Nor must we regard migrants as a category of persons whose rights may be infringed simply because they are non-nationals. States have the duty to perfect their security and intelligence systems in order to protect all persons living in their territories, including migrants. The alternative to unlawful migration which may jeopardize the security of a State, and in fact does jeopardize the rights of migrants, is the orderly organization of migratory flows, particularly when there is a genuine demand for migration. The regularization and creation of a management framework for migration in which the human rights of migrants are respected and trafficking in and exploitation of persons are prevented is the real challenge which we must face in this new century.

As Robert Paiva,* Permanent Representative of IOM to the United Nations, rightly explained in the General Assembly, migrants are suffering a disproportionate part of the impact of and reactions to the terrible attacks of 11 September. I should like to make myself clear on this point and request States to seriously assume their responsibilities vis-à-vis migrants. We cannot permit the implementation of policies which discriminate against migrants on the grounds of their national origin. In this situation we must be very careful to observe the international commitments undertaken by States in the area of human rights, particularly with regard to the inalienable rights of every human being. Let us remember that the right not to be discriminated

* United Nations Third Committee, item 119(b), Protection of migrants, 13 November 2001: < http://www.iom.int/en/archive/Paiva_UN_MigrantsRights_131101.shtml > (editor's note)

against on grounds of race, colour, sex, language, religion or social origin is an inalienable right, even in countries in a state of emergency.

Exploitation of and trafficking in persons

Another great challenge in this new century is combating trafficking in migrants, the illegal crossing of frontiers and the exploitation of persons. This year, through my work as Special Rapporteur, I have documented the deaths of hundreds of migrants, victims of trafficking, because they have been abandoned on the high seas, have died of suffocation, have drowned or have even been murdered by these gangs during their journeys at sea. States have a joint responsibility with regard to fighting and preventing trafficking in migrants and the exploitation of persons. Exploitation of and trafficking in persons today lead to the most degrading and abusive forms of violations of human rights. States of origin have a great responsibility in preventing the departure of their nationals through unlawful migration channels. They must ensure that the networks concerned do not continue to operate with impunity. Transit States and States receiving unlawful migrants must seriously combat the criminalization of the victims of these networks and ensure that the traffickers themselves and not the victims are tried for these crimes.

In relation to the prevention of trafficking, we can no longer shirk a far-reaching discussion on the orderly organization of migratory flows where a genuine demand for migration exists. At the same time, it is necessary to develop a general framework for management and prevention of unlawful migration, beginning with the States of origin. Contrary to what is commonly believed, violations of the human rights of migrants do not occur only in the migrants' States of destination. The violations begin in the country of origin, where corruption, non-respect for fundamental rights and discrimination create conditions which do not allow nationals to settle in their own country. Economic assistance for development alone cannot solve this problem. It is

of fundamental importance that States of origin should undertake to promote the integration and settlement of their nationals, in political, social and cultural terms as well. In addition, consideration must be given to the effective punishment of traffickers and combating their impunity.

The role which IOM can play in the process of advising States of origin on these questions is of primary importance. Programmes to prevent trafficking and exploitation must cover the appropriate documentation of nationals in the State of origin, the issuing of secure passports, giving wide publicity to lawful migration channels and the risks of trafficking. The idea that trafficking constitutes a “normal” form of emigration must be eradicated.

Human rights and management of migration

I wish to emphasize the importance of the effective protection of the human rights of migrants at all stages of the migration process, in receiving States, States of transit and States of origin. This focus on rights must form an integral part of every migration procedure, including deportation and the return of undocumented persons.

The protection of the human rights of migrants is directly linked to management and must not be left in isolation from its context. Furthermore, it is not incompatible with the sovereignty which States exercise in controlling their frontiers and the entry of persons into their territory. My mandate focuses on all aspects of migration, including subjects such as the return of undocumented persons, the situation of unaccompanied children and migrant women. Migration must be conducted in a context of dignity for the migrants, reflecting the obligations of States in the area of human rights.

My work as Special Rapporteur has also developed a clear position on the link between migration and asylum. Emphasis has been given to the need to promote the effective use and

observance of the 1951 Convention and the 1967 Protocol, which establish the framework for protection of refugees, and at the same time to promote the existing international legal framework, which provides a wide range of rights for migrants. The legal framework which my mandate has developed in the reports submitted specifies the way in which numerous international instruments benefiting migrants are applicable.

World Conference Against Racism

The World Conference Against Racism produced a series of agreements between States which must be put into effect in the action programmes of every country and on an international scale. With regard to migrants, the Conference agreed on over 40 paragraphs which serve as an important basis for the national, regional and international development of migration management in a framework of respect for human rights. In Durban, the sovereign right of each State to formulate and implement migration legislation and policies was affirmed, ensuring that these policies are consistent with the international instruments and general principles applicable in the area of human rights.

Also in Durban, it was recommended that States should implement measures aimed at promoting the access of migrants on an equal footing to health, education and basic services, in cooperation with the United Nations agencies, regional organizations and international financial organizations. Emphasis was also placed on the need to ensure that the police and migration authorities treat migrants in a dignified and non-discriminatory manner, through the organization of specialized courses on the training of administrators, police officers and migration officials. Consideration was also given to the situation of migrant women who are victims of domestic violence, in order that they may be able to escape from their abusive relationship without their status as migrants being affected.

In addition, an appeal was made to States to give special attention, when designing legislation and policies relating to labour protection, to the serious lack of protection of migrant workers, the exploitation and ill-treatment suffered by the victims of trafficking, and the situation of female domestic servants, among others.

Appeal for respect for the human rights of migrants

There are great challenges in the area of migration in this century. I have tried to emphasize some of them and to open up an area for dialogue on this question, from the standpoint of human rights with which I am concerned as Special Rapporteur. I should like to take this opportunity to appeal to States to ratify the International Convention against Transnational Organized Crime and its two protocols, and the International Convention on the Protection of All Migrant Workers and their Families.

Migration is a positive phenomenon from which benefit must be derived in terms of the cultural diversity which it produces and the richness of the interchange which it creates. Beyond the contribution it brings in economic terms, migration is a human phenomenon which must be seen from the standpoint of the migrant himself, his family and what it means for each person to emigrate. It is important that States of origin should provide support for their nationals on their journeys, facilitate their integration and generate means of promoting the contributions of their nationals and the possibility of emigrating in conditions of dignity. There is a priority need for States of origin to combat the unlawful departure of their nationals, as has been emphasized, in order to prevent them from being exposed to the serious abuses which accompany the practice of trafficking, the unlawful crossing of borders, clandestine migration and new forms of slavery.

IOM's mandate, which gives priority to orderly migration in humane conditions, is closely linked to the protection of migrants

and their rights, and constitutes the real challenge for this new century: the regularization and creation of a framework for managing migration in which the human rights of migrants are respected.

Thank you very much.

CONCLUSION

As a major socio-economic phenomenon of our times, migration is present on the political agendas of a growing number of governments. It is at the core of public debate and has become a focus of international media attention. No country or society is exempt from the effects of migration, which is being further fuelled by globalisation.

Similar to other flows, whether financial, commercial, ideological or informational, the increasing flow of international migrants is one of the strongest indicators of the intensity of globalisation. Migration is being simultaneously shaped by “push and pull” factors – including economic development and its disparities, demographic trends, armed conflicts and human rights abuses, the existence of migration networks, access to information and the ease of travel today.

Whereas for a long time the basis of migratory movements lay in established relationships between closely linked poles – in the sense that a country of origin had certain migratory expectations vis-à-vis a country of destination by virtue of long-standing cultural or historical ties – these special relationships are today rapidly changing in light of an unprecedented widening of means to migrate. The growing complexity and scale of migration flows and their increased pace have resulted in a challenge for leaders and communities faced with coping with their impacts.

Sound migration management requires cooperation amongst countries of origin, transit and destination. Increasingly, States are becoming aware of the proven usefulness of IOM in facilitating this cooperation. Through its programmes, the Organization has been providing assistance to countries to enhance the benefits of migration while reducing its attendant risks, particularly with regard to irregular migration.

Based on IOM's five decades of programmatic and diplomatic experience and the steady increase in its membership and observership representing all regions of the world, the IOM Council offers an ideal context in which States concerned can effectively cooperate and share experiences in the field of migration.

At the Eighty-second session of the IOM Council, Member States gave a clear and encouraging mandate to the Organization to frame and lead the policy dialogue on which such cooperation must be based. In Resolution no. 1055 (LXXXII) of 29 November 2001, the membership resolved to strengthen the role of the Council as a forum for migration policy dialogue, consistent with the Organization's Constitution. This step marked the first time that an international intergovernmental organisation was charged by its Member States to lead an international debate on migration.

Moreover, the strengthening of the Council's role regarding policy dialogue is anchored in IOM's Constitution as Article 1(e) sets forth that one of the functions of the Organization shall be "to provide a forum to States as well as international and other organizations for the exchange of views and experiences, and the promotion of co-operation and co-ordination of efforts on international migration issues, including studies on such issues in order to develop practical solutions."

Thanks to the substantive discussions at the Council session marking this fiftieth anniversary, several important areas for increased efforts in migration management have been identified, supported by a strong consensus amongst Member States.

The interventions delivered by the Ministers and international experts reflect five decades of migration management experience.

They outline recommendations for addressing some current migration issues and propose a range of programmatic and diplomatic options to IOM and its membership. The outcome of the Council's deliberations therefore established platforms for further cooperation amongst the various actors concerned with migration management:

- There is broad consensus as to the usefulness of **pursuing constructive migration policy cooperation amongst countries of origin, transit and destination**. Such cooperation could usefully be guided by the concept of partnership in addressing, for example, the demographic requirements of certain developed countries and the imperfect functioning of their complex labour markets, and the development imperatives of less developed countries.
- In the long run, the **institutionalisation of the international migration dialogue** could lead to the formulation of guiding principles, or “best practices”, consistent with respect for national sovereignty and with international standards, to assist States in formulating their policies for the management of migration. Such endeavours should be aimed at creating the conditions essential for good governance concerning migration policy.
- For optimal migration management results, several United Nations agencies and other intergovernmental organizations are channeling their expertise through increasingly **closer cooperation to devise and implement operational programmes and projects to address migration** and its social and economic impacts, through new partnership arrangements.
- There appears to be consensus regarding the proposition that **globalisation can have a positive impact on international migration**. Nevertheless, it should go hand-in-hand with effective measures to combat irregular migration. Such measures require an awareness of the risks attendant to disorderly migration and the lack of respect for human dignity. The international community must therefore seek to maximize the benefits of migration by

undertaking steps to reduce its negative manifestations, particularly with respect to irregular migration and trafficking in women and children.

- **The existence of temporary or permanent labour migration opportunities supports orderly migration.** These programmes encourage and structure mobility. They encourage greater regularisation of job markets and are responsive to the needs and requirements of countries of origin and destination. To avert potential adverse effects of migration of highly-skilled labour on countries of origin, receiving and sending countries could usefully coordinate endeavours to place migration flows within a framework of partnership that benefits all the countries affected by those flows.
- It is widely acknowledged that migration can benefit society through successful integration of authorized immigrants. Accordingly, **creating an atmosphere in the host country that is welcoming to and recognises the contribution of migrants to the diversity of the host society is critical to favourable dynamics of integration.** Amongst other things, this suggests that efforts should be taken to facilitate the proper preparation of immigrants for their new environment and sensitizing the host society in order to minimise incidents involving xenophobia and racism.
- **The contribution of the diaspora, particularly of migrant workers, to the development of the country of origin is crucial.** Countries of origin and destination could usefully encourage the management of remittances by migrant workers. This contribution to the development efforts of countries of origin often yields economic, financial and social benefits for large sectors of the population, including for the economies of the countries of origin.
- **The launching of a new round of negotiations under the General Agreement on Trade in Services (GATS) highlights the linkage between trade and migration policy.** Migration policy makers could usefully explore, including through IOM programmes and IOM fora, the potential of creating conditions that would facilitate the

orderly temporary movement of persons to address the needs for labour of a global economy.

IOM stands ready to work with governments and the migration community to tackle the new challenges and opportunities of international migration in the years ahead while striving to meet the priorities of the countries concerned and aiming to safeguard the human rights and the dignity of migrants.

As in the past, and consistent with its recognised leadership in migration management, the Organization will continue to make available to all Member States and to millions of migrants across the world a wide variety of programmes and projects to meet the growing need for policy and operational responses to migration issues.

There is no doubt that a phenomenon as complex and as rich in opportunities as migration requires a policy platform that facilitates a constructive, dynamic and on-going exchange between all the parties concerned. The Organization undertakes to nurture this exchange and to draw from it the policy and operational conclusions vital to improved migration management.

The Eighty-second session of the Council has thus launched an international migration management dialogue that IOM and its Member States intent to pursue for the greater benefit of all.

ANNEXES

RESOLUTION
NO. 1055 (LXXXII)

(Adopted by the Council at its 439th meeting
on 29 November 2001)

**ROLE OF THE COUNCIL AS A FORUM FOR
MIGRATION POLICY DIALOGUE**

The Council,

Recognizing the need to foster a better understanding of migration dynamics and migration policy matters globally,

Recognizing further the importance of international dialogue on migration to enhance such understanding and to facilitate the search for cooperative solutions,

Considering that one of the functions of the Organization is "to provide a forum for States as well as international and other organizations for the exchange of views and experiences and the promotion of cooperation and coordination of efforts on international migration issues, including studies and such issues in order to develop practical solutions",

Considering further that one of the functions of the Council is to determine the policies of the Organization,

Welcoming the rich and fruitful discussions of migration policy matters at the IOM 50th Anniversary Council session,

Resolves to strengthen the role of the Council as a forum for migration policy dialogue, consistent with the Organization's Constitution.

***IOM MEMBERS
AND
OBSERVERS***

(as of November 2001)

IOM Member States

Albania	France	Philippines
Algeria	Gambia	Poland
Angola	Georgia	Portugal
Argentina	Germany	Republic of Korea
Armenia	Greece	Romania
Australia	Guatemala	Senegal
Austria	Guinea	Sierra Leone
Azerbaijan	Guinea-Bissau	Slovakia
Bangladesh	Haiti	Slovenia
Belgium	Honduras	South Africa
Belize	Hungary	Sri Lanka
Benin	Israel	Sudan
Bolivia	Italy	Sweden
Bulgaria	Iran, Islamic	Switzerland
Burkina Faso	Republic of	Tajikistan
Canada	Japan	Thailand
Cape Verde	Jordan	Tunisia
Chile	Kenya	Uganda
Colombia	Kyrgyzstan	Ukraine
Congo	Latvia	United Kingdom of
Costa Rica	Liberia	Great Britain and
Côte d'Ivoire	Lithuania	Northern Ireland
Croatia	Luxembourg	United Republic
Cyprus	Madagascar	of Tanzania
Czech Republic	Mali	United States
Democratic Republic	Morocco	of America
of the Congo	Netherlands	Uruguay
Denmark	Nicaragua	Venezuela
Dominican Republic	Norway	Yemen, Rep. of
Ecuador	Pakistan	Yugoslavia
Egypt	Panama	Zambia
El Salvador	Paraguay	
Finland	Peru	

IOM observer States

Afghanistan	Turkey
Belarus	Turkmenistan
Bhutan	Viet Nam
Bosnia and Herzegovina	Zimbabwe
Brazil	Sovereign Military Order of Malta
Cambodia	
China	
Cuba	
Estonia	
Ethiopia	
Ghana	
Holy See	
India	
Indonesia	
Ireland	
Jamaica	
Kazakhstan	
Malta	
Mexico	
Mozambique	
Namibia	
Nepal (Kingdom of)	
New Zealand	
Papua New Guinea	
Republic of Moldova	
Russian Federation	
Rwanda	
San Marino	
Sao Tome and Principe	
Somalia	
Spain	
The former Yugoslav Republic of Macedonia	

Organizations holding observership

United Nations, including:

Office of the United Nations High Commissioner for Refugees

Economic and Social Commission for Asia and the Pacific

Economic Commission for Latin America and the Caribbean

United Nations Economic Commission for Africa

Office of the Coordination of Humanitarian Affairs (OCHA)

United Nations Conference on Trade and Development

United Nations Development Programme

United Nations High Commissioner for Human Rights

United Nations Population Fund

United Nations Research Institute for Social Development

International Labour Organization

Food and Agriculture Organization of the United Nations

United Nations Educational, Scientific and Cultural Organization

World Health Organization

International Bank for Reconstruction and Development

International Maritime Organization

United Nations Industrial Development Organization

Council of Europe

Organization for Economic Co-operation and Development

European Union

Organization of American States

Inter-American Development Bank

Italian-Latin American Institute

International Centre for Migration Policy Development (ICMPD)

Community of Portuguese Speaking Countries (CPLP)

Organization of African Unity (OAU)

Organisation internationale de la Francophonie

Asian-African Legal Consultative Committee (AALCC)

International Committee of the Red Cross

Organizations holding observership (cont.)

International Confederation of Free Trade Unions
International Organisation of Employers
World Confederation of Labour
International Council of Voluntary Agencies
CARE International
Caritas Internationalis
Catholic Relief Services
Episcopal Migration Ministries
Federation of Ethnic Communities' Councils of Australia, Inc.
Food for the Hungry International
HIAS, Inc.
International Catholic Migration Commission
International Council on Social Welfare
International Federation of Red Cross and Red Crescent Societies
International Islamic Relief Organisation
International Rescue Committee
International Social Service
Solidar
Japan International Friendship and Welfare Foundation
Lutheran World Federation
Niwano Peace Foundation
Norwegian Refugee Council
Partage avec les enfants du tiers monde
Paulino Torras Domènech Foundation
Refugee Council of Australia
Sasakawa Peace Foundation
Tolstoy Foundation, Inc.
United Ukrainian American Relief Committee
World Council of Churches
Migrants Rights International (MRI)
Assistance pédagogique internationale (API)
Union du Magreb Arabe (UMA)
Australian Catholic Migrant and Refugee Office (ACMRO)

NOTES

NOTES

NOTES

1951 2001
50



IOM • OIM

MANAGING MIGRATION
FOR THE BENEFIT OF ALL