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TRENDS IN INTERNATIONAL MIGRATION

Patterns of migratory movement have changed considerably over time. Already complex migration dynamics are further compounded by two main trends: increasing economic, political and cultural globalization, and transnationalism in the migration process.

With globalization – especially in relation to trade liberalization, global economic integration and electronic communication – has come a much heightened awareness of life and work opportunities in other parts of the world. This awareness, coupled with significant advances in international transport, has led to greater population mobility. Although progress in liberalizing the movement of persons has not proceeded at the same pace as the liberalization of trade in goods and capital, regular and irregular labour migration plays an important role in the international economy.

The improved transportation and communications networks have also amplified the phenomenon of transnational migration, whereby migrants maintain and promote ties between their country of residence and their country of origin by travelling back and forth, maintaining family and/or business in both, or by sending remittances on a regular basis, developing networks or sharing skills.

Globalization and transnational migration have contributed not only to the volume but also to the patterns and forms of

migration movement. Migration, which historically has been relatively unidirectional and permanent in nature, is now increasingly temporary and circular. Nationals of more countries are on the move and more countries are affected by migration than ever before. Countries that were once countries of origin of large emigrant groups are now countries of destination or simultaneously countries of origin, transit and destination. Reports of projected dramatic changes in the demographic make-up of the world's population, and the implications of those changes for migration, have been widely reported. So, too, has the growing feminization of migration, with estimates that at present 47.5 per cent of all migrants are female,[1] although the implications of this for policy makers have not yet been fully developed.

It must be taken into account that the locus of control over migratory movements is now the subject of a struggle between governments, which wish to retain their sovereign right to determine who may or may not enter their territory, and a sophisticated migrant smuggling and trafficking industry bent on circumventing established migration procedures for commercial profit. Even without the distorting and often dangerous interventions of traffickers and smugglers, much migration occurs spontaneously, outside the realm of government programmes.

It is therefore also commonly accepted among policy makers that their priority task is to adjust their migration policies to respond to these changing patterns. Adjustment in this instance is not simply a matter of doing a little more or a little less of what has been done before, but rather of redefining in fundamental ways what has to be done. The purpose of this paper is to prompt discussion in that direction by signposting some issues that call for fresh thinking and innovative solutions.[2]

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[1] World Migration Report, 2000.

[2] For a fuller discussion of these and other significant migration management trends and analyses, refer to the World Migration 2003.

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Labour migration

Labour migration poses one of the principal challenges to migration policy makers in the twenty-first century. People are moving to seek work on a scale beyond the scope of current regulatory mechanisms; at present there is no effective international mechanism to match labour supply to demand, with the result that clandestine flows elude the capacities of national and international enforcement authorities. Not only does the future hold increased mobility, but apparently there is more supply of labour globally than there is demand.

A number of trends in labour migration are emerging:

- Greater attention is being given to the movement of highly-skilled professionals. This is particularly evident in Germany, but also in other European countries;
- A larger number of women are migrating as heads of family, which is tending to increase the exploitation of women (and children) by traffickers or unscrupulous employers;
- Labour migration is being privatized, which means that labour-migration policy is increasingly employer-driven;
- The clandestine movement and employment of unskilled or semi-skilled labour migrants continue to rise.

Irregular migration[3]

Traditionally, destination countries have dealt with irregular migration by seeking to strengthen control or enforcement procedures at points of embarkation and disembarkation. The challenge at present is to develop a more systemic approach. To address the issue of irregular migration effectively, one must make the linkages between the economic, social, political, trade,

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[3] See also Council document MC/INF/257, Workshops for policy makers – background document.

labour, health, cultural, security and foreign and development policy spheres, and the movement of people. These linkages are essential so that realistic goals can be set and actions implemented which address the different aspects without creating improvement in one sphere to the detriment of another.

What must be avoided is the co-existence of two modes of migration: one that is managed by governments, and another parallel irregular approach that feeds on policy inconsistencies (e.g. between migration and employment). One of the big challenges for governments in this area is to establish credibility, best achieved by clearly signposting and providing legitimate channels of entry, while deterring irregular movement.

Migration and security

The terrorist attacks of 11 September 2001 have had a significant effect on migration issues. There has been a natural reaction of concern about national security and how migration impacts social and economic security and stability. Does unlimited geographic mobility accelerated by globalization represent a security threat to States and societies and play into the hands of international terrorism? The effects of 11 September have brought a new clarity of focus on the importance of managing migration effectively, and a growing realization that *ad hoc* approaches are no longer sufficient.

Various measures are being undertaken by States to tighten their migration systems and combat terrorism. Cooperation and making connections between security considerations and migration is of growing importance.

Protection of rights

The protection needs of refugees and the responsibilities of States towards them are well-known and addressed in other fora. The phenomenon of mixed flows of refugees/asylum seekers

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with other voluntary migrants using asylum procedures to gain access to the country of destination, and of asylum seekers travelling through multiple transit countries, often by means of smugglers or traffickers, to reach their desired country of asylum, poses particular challenges for policy makers.

Beyond these challenges, however, are growing challenges to protect the rights of migrants in general, including in particular a dramatic increase in the number of migrants subjected to abuse and exploitation by traffickers in this new "slave trade". Moreover, migrants in an irregular situation are entitled to protection of their fundamental human rights, but are nonetheless vulnerable to discrimination and exploitation, and do not enjoy access to a range of social services and other forms of protection of the host society. In addition, in some countries lawful migrants continue to be subjected to widespread xenophobic and racist tendencies.

The issue of how to manage and integrate the rights and obligations of all migrants and the imperative need for States to manage migration effectively is an issue of growing concern.

Health and migration

Patterns of migration are constantly changing and travel time is faster, often shorter than the incubation period of an infectious agent. Mobile people – whether tourists, business travellers or migrants – can thus trigger health issues, for example by introducing new or re-emerging diseases to countries of transit or destination, or by being vulnerable to conditions acquired from their new host communities and by taking back diseases unknown to their regions of origin. There is a critical relationship between population mobility and emerging or re-emerging infectious diseases such as HIV and tuberculosis.

Health issues can also trigger, delay or prevent migration and can modify how it is conducted, in a way which renders individuals and fragmented or displaced families or groups vulnerable to situations which threaten their health or life.

The link between health and migration is not limited to negative consequences. Some forms of migration have a positive impact on health, both of migrants and host communities. For example, there are a growing number of bilateral and multilateral migration arrangements which facilitate the exchange of health workers, either separately or as part of protocols for qualified labour.

It is becoming increasingly clear that there is an urgent need to expand existing knowledge and information related to the impact and consequences of migration health.

Migration and development[4]

Development and migration are inextricably linked. Many States owe their wealth – whether human or economic – to population movements over the centuries. In the particular case of developing countries or countries in transition, the need to build a bridge between national development needs and the human and economic capital represented by their diasporas is becoming more and more apparent as a means to contribute to growth.

Several issues are being dealt with in an increasing number of fora, including:

- The significance of migrants' resources as financial potential for development (globally an estimated US$ 100 billion are remitted to developing countries which substantially exceeds Official Development Assistance);
- The impact on sustainable development of other non-financial forms of diaspora support such as capacity-building, information exchange, technology transfer, business investment and other grass-roots transnational practices that have a potential role in the development of the country of origin; and

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[4] See also Council document MC/INF/257, Workshops for policy makers - background document.

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- "Brain drain" or "brain circulation" which can result in the loss of skills, frequently without any immediate returns.

Conclusion

While migration remains largely within the sovereign domain of States, one of the most notable trends in international migration is the growing recognition of the need to develop comprehensive and cooperative approaches to migration management at the regional and international levels. More and more States are seeing that international cooperation is needed to effectively address migration which is, by its very nature, international in scope. Equally, they recognize that it is not sufficient to address aspects of international migration in isolation: they must be brought together within a comprehensive framework.

Cooperation is needed to fully appreciate and develop the benefits of migration and reduce potential divergences of interest on the part of countries of origin, transit and destination. Governments are increasingly negotiating strategies which support the sustainable development of countries of origin and the labour needs of countries of destination, while giving due regard to the rights of migrants.

At the regional level this is seen, *inter alia*, in the proliferation of Regional Consultative Processes on migration.[5] At the international level, a growing number of international conferences and fora of the United Nations' organizations and others are addressing aspects of migration, such as migrants' rights at the Durban World Conference against Racism, irregular migration and smuggling and trafficking at the Bali Ministerial meeting

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[5] For a fuller description of these Processes, see A. Klekowski von Kopenfels, "The Role of Regional Consultative Processes in Managing International Migration", IOM Migration Research Series No. 3 and "Managing Migration at the Regional Level: Strategies for Regional Consultation", from IOM's Round Table on Managing Migration at the Regional Level, 5 June 2002.

and the recent European Union meeting on Counter-Trafficking, and migration and development at the Johannesburg World Summit on Social Development.

Beyond these regional and issue-specific international efforts, two major policy initiatives on migration at the international level warrant particular note. The IOM Council's International Migration Policy Dialogue, and the Berne Initiative launched by the Government of Switzerland, are both direct responses to the need for a fuller exploration of migration dynamics and trends. The IOM policy dialogue is designed to enhance understanding of migration issues, through international dialogue, with a view to finding common understandings and approaches and facilitating interstate cooperation in this area. The Berne Initiative is oriented towards similar objectives, through the pursuit of the development of an international framework of principles to guide inter-State cooperation and effective migration management. These and other initiatives can pave the way for a more global agenda on migration.

ELEMENTS OF A COMPREHENSIVE MIGRATION MANAGEMENT APPROACH

Introduction

In a world characterized by global networks for producing and exchanging goods, services and information, international movements of people, whether of a transient, long-term or permanent nature, are established features of the contemporary world. Together with globalization, trade liberalization and global economic integration encourage a more mobile labour force, but also increase differentials in standards of living between the developing and the developed worlds. As a result of this, and of enhanced technological possibilities for movement, new responses are needed to achieve and maintain the orderly movement of persons in the midst of a global society that is more and more committed to mobility.

Historically, governments have responded to changing migratory trends on an *ad hoc* basis, responding to the "issue of the day", often without considering broader impacts. For instance, to the extent that increased control has been effective, it has often had the secondary effect of pushing more people into the hands of smugglers. This in turn has led to exploitation and trafficking, as well as to growing levels of insecurity because of links to organized crime, violence and corruption. More and more governments are recognizing that this "unidimensional

approach" creates other problems, and there is a growing awareness that contemporary migration can no longer be treated as an isolated "issue", but must be considered as a process to be managed in a comprehensive manner. While forced and other abusive types of migration must be prevented and curtailed, most migration, if properly managed, can be positive for individuals and societies and is indeed necessary for today's mobile world.

What constitutes the migration "process"?

The migration process could be said to begin with the impetus for migration (root causes – the push and pull factors, forced or voluntary), moving through the various stages of travel and entry (either by regular or irregular means, and either facilitated – legally or illegally – or spontaneous), settlement and/or return, integration and/or reintegration and, ultimately, in some cases, the acquisition of nationality. There are a number of offshoot relationships, including the potential contribution that diaspora can make to the economic development of their countries of origin, as well as cross-cutting themes, such as protection.

The stages of the migration process are interlinked, and involve a variety of actors, partnerships and policy considerations at different levels and of varying degrees. Participants in today's migration process include such diverse public and private individuals and institutions as employers, family members and community organizations, government migration managers, international organizations, and smugglers and traffickers. The migration process includes complex linkages between, *inter alia*, economic, social, trade, labour, health, cultural and security policy areas, as well as rights and obligations including, at the international level, those of migrants and States.

This complex set of relationships underscores the need for a global understanding and approach to migration management which takes account of the relationship of migration to other contemporary issues of a social, economic and political nature, and pursues a comprehensive approach to addressing these dynamics. In this regard "it will be important to recognize those areas

where, and under what conditions, migration can contribute to economic, cultural and social development, as well as those areas where it does not".[6]

At the same time, partnerships and international cooperation operating within this framework might benefit from some basic shared understandings, for example, that migration properly managed benefits migrants and societies; that legal migration should be encouraged and irregular migration should be discouraged; and that all migrants are entitled to protection of their basic human rights, etc.

A comprehensive and cooperative migration management approach

The challenges in managing migration effectively at the national and international levels include finding and maintaining a balance between measures addressing various migration-related issues, without creating improvement in one sphere to the detriment of another. Identifying essential component parts of a national migration policy is one important step in the development of a strategy to manage migratory flows at the national and international levels. But beyond that, the various component policy elements should be developed to take account of the impact one has on the other, and integrated into a comprehensive whole, capable of managing migration in an orderly manner.

Should any or all migration policy issues be considered within a national, regional and/or international comprehensive approach? Are some elements more important than others? Should the elements be common to all States or will each State develop its own package based on domestic priorities?

Any discussion on elements of a managed migration approach would need to take into consideration both what constitutes a

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[6] See MC/1842, "IOM Strategic Planning: Toward the Twenty-First Century", 9 May 1995, para. 11.

comprehensive set of elements, and who are the partners required to implement these elements.

In considering which elements are key to a comprehensive approach, the following could be a starting point:

- Opportunities for legal migration;
- Effective border management arrangements (for the security of borders, protection against crime, combating trafficking, and maintaining the integrity of the asylum system);
- Voluntary return in safety and dignity, and sustainable reintegration of unauthorized migrants;
- Acceptance and participation of migrants in the host society;
- Recognition and respect of the rights of migrants and refugees; and
- Programmes to address the "root causes" of forced migration, including targeting of international trade, investment and development aid to facilitate development of countries of origin.

Who are the key partners for managing each of the elements? How are partnerships established and maintained? When there are so many players involved, how is consistency in approach assured?

Establishing a comprehensive approach to migration management is not an easy task. On the contrary, it requires a number of necessary preconditions, which must be progressively developed, through cooperation and coordination at both the national and the international levels. Discussion of methods to ensure effective management of the key elements to migration management could include:

I. Increasing coordination among government agencies concerned

Working towards a more and more systemic approach to migration management begins at the national level. Unless there is rationalization within the country, there will be little progress

at the international level. Often migration-related issues are managed with relatively little or even no coordination among concerned government agencies within the same government. Typically, for example, Ministries of Interior or Justice deal with entry control issues, Ministries of Foreign Affairs handle humanitarian issues, Ministries of Social Affairs are responsible for integration, etc. A comprehensive approach would include consideration of the implications and impact of certain policies *vis-à-vis* others, requiring coordination and partnerships among all relevant government agencies within a national government.

II. International cooperation

Very few countries are unaffected by international migration. Given the internationalization of migration, national migration strategies developed in isolation are unlikely to result in effective migration management. Thus, a *sine qua non* for migration management is interstate cooperation.[7]

One clear trend in this regard is the regionalization of international consultation and cooperation as evidenced by the increasing number of Regional Consultative Processes emerging in all world regions.[8] Regional Consultative Processes are cooperative mechanisms for managing international migration which include, *inter alia*, discussions on the benefits of common approaches and even, in some cases, harmonizing policies. There is a clear convergence of ideas among most Regional Consultative Processes regarding many key elements and principles guiding international migration management, including safeguarding migrants' rights, refugee protection, border management and addressing root causes.

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[7] The case for international cooperation in migration management was made most comprehensively and succinctly at the International Conference on Population and Development, Cairo, 5-13 September 1994, where a Programme of Action, including for international migration, was adopted.

[8] For more information on Regional Consultative Processes, see A. Klekowski von Kopenfels, "The Role of Regional Consultative Processes in Managing International Migration", IOM Migration Research Series, No. 3, and "Managing Migration at the Regional Level: Strategies for Regional Consultation" from IOM's Round Table on Managing Migration at the Regional Level, 5 June 2002.

III. The inclusion of all actors involved within the policy-making process

A comprehensive approach should consider migration issues from all perspectives, with relevant governmental and non-governmental partners, and recognize the interrelationship with other cross-cutting issues. Therefore, with the elaboration of a comprehensive approach to the process of migration, a range of stakeholders needs to become involved, including governments, intergovernmental organizations, non-governmental organizations, employers, community organizations and migrants.

IV. Migration policy consistency and coherence

Consistency, coherence and transparency of migration policy and practice are key elements of a comprehensive management approach. It is important that all actors involved in the migration process, including migrants and the host population, have access to consistent and unambiguous information regarding roles, rights, procedures and expectations. For example, to limit the incidence of migrant trafficking and smuggling, it is important for migrants to be aware of the legal migration possibilities. And to limit the incidence of xenophobia and discrimination in host societies, it is important for migrants to be aware of the requirements of local law (and to abide by them) and for migrant-hosting societies to be aware of the positive contributions that migrants can make to their communities.

A comprehensive migration management approach should be based on an agreed framework of guiding principles/common understandings rather than a prescriptive set of measures. This framework would also serve to enhance policy consistency and coherence. While States obviously must continue to have prime responsibility for migration management, common principles would serve to facilitate this. Among others, consistency, coherence and transparency, including common principles, may serve to mitigate irregular movements, facilitate the acceptance of migrants and enhance social cohesion.

V. The development of statistical standards regarding migration

Meaningful data on migration stocks and flows is one key element of effective migration management. At present, much of the statistical and documentary information required for sound decision-making is not available or does not reach policy makers. In addition, information is not shared between governments, partly because information provision and requirements vary from country to country. Reliable data is essential for monitoring flows and understanding trends, as a basis for policy and programme development and cooperation.

Conclusion

The world's population is increasingly mobile. As the level of international migration rises, so does its impact on economic, social, cultural and political policies in most countries of the world. The phenomenon of international migration brings into play many sensitive issues of national security and identity, of social change and cultural adaptation, and of resource allocation. All these questions represent important challenges to migration policy makers. Policy choices made now will help to determine whether migration is managed to maximize its benefits, or whether it will continue to be a source of concern, potential social disruption and friction between States. The key is not to prevent mobility, but to manage it better.

A comprehensive and cooperative approach to international migration management is required to deal with the migration pressures of this century. To be successful, such an approach should include basic elements that would encourage orderly migration and enhance social cohesion. Since regional and uni-lateral migration policies are likely to have an impact, not necessarily in predictable ways, on neighbouring countries or regions, international cooperation and partnerships are also essential features of a managed approach.

To this end, States' migration policies should be reviewed, strengthened or established so as to ensure more correspondence between external pressures and domestic needs, and strong governmental migration structures should exist which could both manage national migration programmes and participate in cooperative international solutions.[9]

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[9] See MC/1842, op. cit., para. 12.

H.E. AMBASSADOR FAROUK GHONEIM
ASSISTANT MINISTER FOR CONSULAR, MIGRATION AND REFUGEE ISSUES
MINISTRY OF FOREIGN AFFAIRS, EGYPT

Madame Ambassador Amina Mohammed, Chairperson of the Council,
Mr. Chairman, distinguished Heads of Delegation,
Mr. Director General, Mme Deputy Director General,
Distinguished Delegates and Guests,
Ladies and Gentlemen:

It is a privilege to address this distinguished gathering of ministers, senior government officials and experts in the field of migration. I wish first to express my thanks to Mr. Brunson McKinley, Director General of IOM, for his kind invitation, while recognizing and appreciating his dedication and untiring efforts, particularly his initiatives to launch this migration policy dialogue between the countries of origin and the countries of destination in order to enhance understanding and cooperation and solve the problems related to migration.

I have been asked to present Egypt's experience as a country of origin, and my Dutch colleague has been asked to present his country's perspectives and experience as a country of destina-

tion. This might suggest that there are some differences between both. On the contrary, the fact is that there is no such distinction since a country of origin and another of destination have common, rather than conflicting interests as far as migration is concerned. One party suffers from a shortage of labour and the other has an oversupply of it, and both definitely benefit from the process of migration.

As far as Egypt is concerned, migration is a relatively recent phenomenon. Egyptians are traditionally reluctant to emigrate. They hate to leave their homeland. This attitude is rooted in the country's history and geography. Until recently, Egypt has been mainly an agricultural country, totally dependent on the waters of the River Nile. Its people have settled on the banks of the Nile for thousands and thousands of years and built one of the earliest and greatest civilizations of the world. Over the years, its essentially rural population developed a deep attachment to the land. True, they may leave for shorter or longer intervals for one reason or another, but they soon feel homesick and return at the first opportunity!

I should point out that Egypt is not only a country of origin as far as migration is concerned, but also a country of destination and of transit for migrants. Because of its central location at the crossroads of three continents, it has received many migrants and has been used as a transit area for illegal immigration to Western Europe and the United States. This influx of migrants and refugees into Egypt is largely due to the less stringent legislation governing the entry and residence of foreigners, and the characteristic hospitality and tolerance of the Egyptians. However, we are deeply concerned by the recent wave of illegal immigration, not only because of the social tensions and economic problem it creates, but also because of its close links with organized cross-border crime, corruption and the physical and psychological abuse of its helpless victims. For all these reasons, we are trying hard to address it through all possible means in order to handle the influx of illegal immigrants.

As a social phenomenon in Egypt, migration dates back to the late fifties of the last century. The pressures of the rapid population growth and the resultant social and economic difficulties

have led many people to seek better employment opportunities in the oil-rich Arab countries which suffer a shortage of labour and need migrants to meet the needs of their expanding economies. Egyptians have played a major role in supporting the newly independent oil-rich Arab states and many Egyptian professionals, academics, accountants, managers and artists have made outstanding contributions in this regard. Having finished their job, most of them returned to Egypt. The attraction of the land and the River Nile seems irresistible. No wonder, emigration is viewed by Egyptians as a short-term necessity rather than a permanent choice or preference.

Many ministries and government agencies are involved in the management of migration in Egypt, some directly and some indirectly. The first group includes the Ministries of Manpower and Emigration, of Foreign Affairs, the Interior, of Social Affairs and Insurance, the Ministry of Finance and the Central Bureau of Statistics. The second group currently involved includes the other ministries and state agencies that undertake the processing of individual applications for employment abroad, either from their own employees or collective applications from their counterparts abroad. This group also includes public sector companies, contractors, as well as Egyptian consulates and diplomatic missions in destination countries. The Emigration Law No. 111 of 1983 defined and regulated permanent and temporary emigration and called for the establishment of a Higher Inter-ministerial Committee for Emigration to be headed by the Minister of Emigration. This committee is concerned with migration affairs, including the training of prospective emigrants, their registration, information on the available migration opportunities and the strengthening of the migrants' spiritual and cultural links with the homeland.

Temporary emigration is regulated by Law No. 10 of 1991. Article 28 states that the recruitment of Egyptians for work abroad should be restricted to employment agencies licensed by the Ministry of Manpower, as well as Foreign Embassies and Consulates accredited in Egypt, if the labour contracts are made with their government departments and ministries or public corporations. Other cases are to be determined by the Minister of Manpower and Emigration.

This law has authorized the Minister of Manpower to set up the rules and criteria for the recruitment and employment of Egyptian workers abroad in collaboration with the Ministers of Foreign Affairs and the Interior, in case no entry visas are required for the countries of destination. The aim of this law is to ensure that Egyptian workers are not subject to exploitation by brokers and middlemen. The Ministry of Manpower and Emigration and, more specifically its External Employment Department, are entrusted with the implementation of this law.

Remittances by Egyptian expatriates are estimated at approximately US$ 3.7 billion annually. Egyptian expatriates have served as goodwill ambassadors to the host countries, and have been a source of mutual inspiration and enlightenment. Mindful of their valuable contribution, the Egyptian government has been eager to keep them in close sustainable and functional contact with the homeland and to maximize their services and contribution to national development.

I would like to share with you some of the policy elements implemented by Egypt in the context of migration management:

1) Creating a database of persons wishing to work abroad, to serve as a reference and valuable source of information on Egyptian human resources for foreign recruitment agencies as well as the Egyptian labour representation offices abroad.

2) Enhancing the existing cooperation between the various government bodies and the Ministry of M anpower and Emigration to organize training programmes to meet the needs of foreign labour markets.

3) Maximizing Egypt's hard currency revenues from the remittances by Egyptian expatriates by reducing bank commissions on money transfers and facilitating money transfers, opening investment opportunities for Egyptian expatriates in Egypt, as well as offering higher interest on their deposits and money transfers.

4) Drawing up programmes to help prospective emigrants adjust to their new environment (e.g. informing them on

local customs, conditions and traditions in the host countries as well as teaching foreign languages).

5) Exploring potential labour markets and identifying their development needs.

6) Upgrading the Egyptian Labour Representation Offices abroad and opening new offices in potential labour markets.

7) Training the personnel capable of planning and supervising the required training programmes.

8) Modernizing the vocational training centres and schools to meet the requirements of foreign labour markets.

9) Introducing the necessary administrative rules and legislation to enable workers seeking jobs abroad to take leave without pay from their work for unlimited periods.

10) Expanding the network of labour agreements with major countries of destination to protect the rights of Egyptian emigrants and regularize their status wherever necessary.

11) Increasing cooperation with Arab countries of destination through the Arab Labour Organization to ensure favourable conditions for Egyptian workers.

12) Introducing new legislation in 1975 permitting dual nationality for Egyptian citizens.

13) Signing academic equivalence agreements with other countries to ensure that Egyptian academic degrees are recognized abroad, thus facilitating the acceptance and the integration of Egyptian emigrants in their new societies.

14) Convening a biannual conference for Egyptian scientists and academics abroad to discuss Egypt's problems and listen to their suggestions and views.

15) Creating a General Federation for Egyptian Emigrants in Cairo to represent and promote their interests and serve as a link with the government.

16) Setting up the Supreme Committee for Migration, an inter-ministerial body concerned with all aspects of migration.

17) Establishing a Travel Advisory Unit at the Egyptian Foreign Ministry to provide advice to travellers and potential emigrants.

I would like to take this opportunity to pay tribute to the MIDA programme undertaken by the IOM to enhance the role of African expatriates in the development of their countries of origin. The Egyptian Government is discussing with the IOM support for such initiatives by the Egyptian Fund for Technical Cooperation with Africa at the Egyptian Foreign Ministry. The ongoing IOM-sponsored and Italian-funded programme to create a migration database in Egypt is a sound example of cooperation between two traditional countries of origin and destination. I also wish to refer to the joint Regional Conference on Arab Migration in a Globalized World, to be sponsored by IOM and the League of Arab States and to be held in Cairo from 15–17 April next year, to "provide a forum for Arab decision makers and international experts to discuss policies with regard to migration issues in general, and geographic mobility of human resources in particular, at the national as well as the regional level".

As I am only allowed twenty minutes to speak, which I have certainly exceeded already, I will attempt to be as brief as possible and conclude by stating that migration has been a mixed blessing for Egypt. It has not been without its problems. However, it involves challenges and opportunities. Let us work together to meet the challenges and make the best of the opportunities for the sake of our children. The role of the IOM is indispensable in this respect. This efficient organization can do much to bridge gaps and get together various countries all over the world towards a structural network of action-oriented cooperation for a better, balanced, fair and mutually beneficial management of migration. We believe that the IOM migration policy dialogue is the right track to reach this objective. We encourage the Administration and the Member States to enhance and further support this timely policy dialogue.

Thank you.

P.P. VAN WULFFTEN PALTHE
DIRECTOR GENERAL FOR
REGIONAL POLICY AND
CONSULAR AFFAIRS
MINISTRY OF FOREIGN AFFAIRS,
THE NETHERLANDS

Ladies and Gentlemen,

The Netherlands is unmistakably a country of net immigration. It currently has around 1.6 million non-Western ethnic minority residents, accounting for almost 10 per cent of the population. Since 1997 the total population of the Netherlands has risen by 3.5 per cent. Non-Western ethnic minorities have grown eight times faster over the same period.

We can look at this growth in immigration from several angles. It has strengthened the Netherlands' international character. Our cities have become more lively and colourful. And it has helped ease the labour shortage, and contributed to the rise in prosperity.

But immigration has also presented Dutch society with a number of problems and dilemmas. What should we do if immigrants fail to integrate or to find jobs? How should we respond to ethnic minority youngsters who turn to crime more often than their Dutch contemporaries ?

Around 60 per cent of primary school pupils in Amsterdam are now from ethnic minority backgrounds. The situation in other Dutch cities is similar. This need not be a problem of course, but these changes clearly require a response from policymakers, schools and parents. Segregation and marginalization are no longer remote threats.

For a long time, the problems associated with our multicultural society bubbled under the surface. They were discussed, but preferably in veiled terms. Politicians and policymakers would think twice before saying anything that could be interpreted as stigmatizing. Admittedly, there were problems. But the economy was booming, and anyone who threatened to spoil the party was unlikely to find a willing audience or to be taken seriously.

So, the debate on immigration in the Netherlands took a long time to get off the ground. It was Frits Bolkestein, leader of the rightist liberals and now a European Commissioner, who first made waves in the mid-90s. He dared to suggest there might be a limit to the number of immigrants the Netherlands could take. His views sparked a controversy that dominated the media and politics for weeks.

But there were also stirrings on the left of the political spectrum. Last year it was social-democrat ideologist Paul Scheffer who raised eyebrows. A respected daily newspaper published a long article by him under the headline "The multicultural drama". Anyone who actually read the article would find that his vision of the future was not that bleak, but the headline had set the tone.

Another event that caused the multicultural debate to flare up again was "September 11th". Moroccan youths out celebrating in the streets of the town of Ede immediately after the attacks brought things close to home. Were they showing support for the terrorists? Or had things been blown out of proportion once again? At any rate, the debate on the pros and cons of the Netherlands' multicultural society was again in full swing.

But the rise of a certain Pim Fortuyn caused the biggest shock waves. Fortuyn was a well known intellectual, a political and social commentator who had written several controversial books.

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In no time, this self-made politician managed to plunge the Dutch political establishment into chaos. Immigration, integration, asylum policy – these were the themes he continually returned to. He called for sharp reductions in the numbers of immigrants and asylum seekers. And those who were allowed to stay should be given no other choice but to integrate.

We know only too well where it all ended. Pim Fortuyn was shot dead on 6 May. The Netherlands was in uproar. Assassinations – they only happened in other countries, not in this country of green polders and tulips. Politicians were dismayed. And many members of the public posthumously honoured Fortuyn by voting for his party, the LPF, in the general election that was held just two weeks after the assassination. Never before had a dead politician enjoyed such electoral success. The LPF came from nothing to become the second strongest party in the Netherlands on 15 May.

They went on to form a government with the Christian Democratic and the rightist Liberal party. A first for the Netherlands. However, its success was short-lived. The government soon ran into problems as the LPF succumbed to infighting and squabbled with other coalition members. The coalition fell and is now a caretaker government, and we will have new elections on 22 January. If they result in a new centre-right government, which is certainly a possibility, the policy on asylum and migration is likely to remain more or less the same.

But what is that policy? Did the LPF's victory cause an about-face, or have the changes turned out to be less radical in practice? What is the current government's focus when it comes to asylum and migration?

Let me start with asylum policy. In recent years, the Netherlands has regularly ranked among the European Union's top three in terms of numbers of immigrants. For the last two years or so, however, the trend has been downward, although substantial numbers of asylum seekers still arrive here. For example, in 2001, the Netherlands had the highest number of asylum seekers per square kilometre, after Armenia and the Former Republic of Yugoslavia.

The present government has announced that people who needed protection would still receive it. That remains unchanged. But the implementation of asylum policy will be tightened. Asylum seekers who need protection will have to be sifted more quickly from people who come to the Netherlands for economic reasons. The government is also in favour of taking a harder line on asylum seekers who make it difficult to establish their identity.

And so we move to integration policy. Effective integration takes a long time. Newcomers are often in a weaker position than the native population. They usually speak a different language and have a different religion and culture. As a result, they tend to be at a disadvantage in areas like work and education. And this disadvantage often has an impact on the second and even on third generations as well.

With this in mind, the government is trying to ensure that newcomers learn Dutch and familiarize themselves with Dutch society as quickly as possible by obliging them to take a special integration course. The course will also be compulsory for immigrants who, despite having been in the country for some time, do not yet have a good command of the language and have failed to find work.

Integration also has implications for the formation of families. The vast majority of young people from two of the largest ethnic minorities choose their spouses in their country of origin. And this raises a dilemma. Freedom to choose a partner is a key element of our democratic state. But this practice hampers integration. To address this dilemma, the government decided to raise the minimum age at which immigrants may bring in a partner from their country of origin from 18 to 21. And they must earn 130 per cent of the minimum wage.

Another matter on which the government is focusing is the repatriation of people who are not entitled to stay in the Netherlands. The public feels insecure if the government does not succeed in ensuring that these people leave the country. And that, in turn, has a negative impact on people's willingness to accept legal immigrants. Repatriation, immigration and integration are inextricably linked.

So the government is doing everything it can to apply its policy on repatriation as efficiently as possible. By coordinating it better at the national level and by raising this issue in international fora. The return of failed asylum seekers will therefore become a standard feature of bilateral agreements, and the government is to consider measures against countries that consistently refuse to repatriate their own nationals.

Asylum, integration, repatriation. I have outlined what the Dutch government has in mind. And I shall make no bones about it. The Netherlands intends to pursue a more restrictive policy in the future, as do other Western European countries. But does this also mean that the Netherlands has become inward-looking, that it intends to pursue its own national strategy regardless?

The answer is "no". Any successful asylum and migration policy is by definition international. Of that there can be no doubt. We are talking today about partnerships between countries of origin and countries of immigration. I applaud this. But we have to define our terms, otherwise no one will feel obliged to do anything.

If you search the term "partnership" on the internet, you get 7.5 million hits. So, there is no shortage of partnerships. But if the term is to mean anything, we will have to transcend theory and tackle specific issues and projects.

Reception within the region is one such subject. The Netherlands wants to see more of it, and hopes to reach international agreements to this end. Of course, you might say that this already happens. After all, the vast majority of refugees already receive protection in Asia or Africa. And you will be right. But there is another side. Our efforts do not always reach the people who need our help most. And what about the money spent on refugees in the rich Western countries as compared to that spent in the less prosperous South?

Asylum expert James Hathaway calculated that in 1998, 12 billion US dollars were spent on refugees who reached wealthy countries in the North, as opposed to one or two billion on those who, in much large numbers, remained in the South. The situa-

tion in the Netherlands is another example. In 2001, our budget for asylum seekers was bigger than UNHCR's budget for the entire world!

This raises a number of questions – about efficiency, and also about international solidarity. We could ignore them and carry on as usual. But we have chosen another way. We do not wish to undermine the right to protection, or dodge our international obligations. But we do want a debate on whether protection has to be offered in the place where the asylum seeker requests it. This debate should look at a number of questions:

- How can we offer global protection to as many people as possible?
- How can we ensure that this protection is adequate and that as many people as possible return home once the situation has improved?
- How can rich countries provide less prosperous countries with financial and technical support for the care of refugees?
- And, last but not least, what role can organizations like UNHCR and IOM play in all this?

The Netherlands hopes to see a debate that will give us new insights. A debate involving as many countries as possible, both rich and poor. We also see opportunities in the Convention Plus. This UNHCR initiative would seem to be the ideal platform for discussing reception in the region.

Combating illegal immigration is another matter that deserves international attention. It already receives plenty of attention within the European Union. But the Netherlands is looking beyond that.

For instance, last year we launched the Cluster Process in collaboration with the IOM. It is based on discussions about illegal immigration and return between a number of West European countries and countries in the Southern Caucasus region. They are known as Regional Consultative Processes on Migration Management.

The Cluster meetings, which the IOM moderates and facilitates, have enabled us to exchange more knowledge and information. They have produced a greater understanding of each other's problems and interests in the regulation of migration flows. The visit by a group of Armenian, Azeri and Georgian technical migration experts to several Western European countries certainly helped.

But, however laudable these initiatives, there is always a risk that they will result in nothing more than dialogue. There comes a point where there is simply nothing more to say, and that is the point at which we must turn to practicalities.

The Western European countries have therefore decided to place negotiations on readmission on the agenda. We are still a long way from signing a treaty, of course. But the current talks provide an opportunity for us to put our demands on the table and look for practical solutions. Experience has shown that partnership benefits from openness. You cannot get results by playing hide-and-seek.

Another subject that is suitable for partnership is the return of refugees. France recently reached agreement with Afghanistan and UNHCR on the return of Afghan nationals. Soon after, the United Kingdom concluded a similar agreement.

Both these agreements are remarkable in that they refer both to voluntary and involuntary repatriation. Admittedly, the paragraphs on involuntary repatriation are worded in veiled terms, and subject to a lot of "ifs" and "buts". Nevertheless, they are a sign that both the Afghan government and UNHCR recognize that people who no longer need protection and have no residence permit have to return home.

To ensure that this process runs smoothly, cooperation and knowledge of the situation in Afghanistan will be essential. You cannot get results by focusing only on your own interests. The Netherlands hopes to follow the United Kingdom and France soon by concluding a similar agreement with Afghanistan and UNHCR. We are currently looking into the possibilities.

It might be possible to apply the Afghanistan example to other countries too. The involvement of UNHCR and organizations like the IOM, can make it easier to reach international agreement on the return of refugees. The Netherlands would like to see a more general debate on this issue.

This brings me almost to the end – time to sum up.

The Netherlands has experienced a great deal of change in a very short space of time. The debate on immigration and integration is very much alive. Our multicultural society has broadened our horizons and enriched our culture. But it has also confronted us with dilemmas and problems.

It is clear that these dilemmas and problems do not cease to exist at the border. Asylum and migration deserve to be high on the international political agenda at the moment. Countries of origin, transit countries and countries of destination will have to work more closely together. And international organizations have an important role to play. Cooperation must occur in a spirit of openness.

We also have to ensure that the term "partnership" really means something. There are enough examples where it does not. And we have to keep it grounded in everyday practicalities. I have explained the situation in the Netherlands.

I have also mentioned a few specific areas for potential cooperation – reception within the region, combating illegal immigration, and repatriation. But there are of course others.

I look forward to hearing your reaction, and to a lively and hopefully interesting debate on these issues.

Thank you.

WORKSHOPS FOR
POLICY MAKERS
BACKGROUND DOCUMENT

Migration is an issue of great importance on the political agenda of many States for various reasons, depending on the different aspects of the phenomenon that countries face. Consequently, the viewpoints from which governments and societies look at the challenges posed by, and the possible approaches to, the movement of people, are diverse. At times, the policies of different governments appear irreconcilable. Bringing together stakeholders with divergent perspectives can serve to enhance understanding of the issues and facilitate the search for common and mutually beneficial approaches.

With increasing globalization, free trade and economic interdependence, the issue of the movement of people will gain in relevance. The need for people to move in search of better prospects, or of a chance for survival for themselves and their families, puts to the test the effectiveness of different migration policies. Global terrorist threats already pose new challenges for balancing internal security concerns with respect for migrants' human rights. As the issue grows in complexity, an individual State's isolated response will decrease in effectiveness and it will be progressively less able to tackle concerns that extend beyond that State's borders. This is all the more evident in view of the move towards models of regional economic and social integration that are being witnessed in many parts of the world, North and South alike. In today's migration scenario, for example, migration to a Western European country has an impact on the European

Union region as a whole. Similarly, return, brain drain or remittance flows involving a country in West Africa may have a direct impact on the overall balance of that subregion.

In view of this context, concerted approaches to migration are becoming increasingly important. Partnership among States in devising actions and solutions has now become a priority topic on the international as well as internal political agendas of governments. Over recent years, an important increase has been witnessed in regional processes on migration, aimed at finding concerted, coordinated and balanced regional answers to the challenges posed by migration. States have come to realize that, while some aspects of migration remain within their sovereign sphere, other aspects require interaction and coordinated efforts with other States and other relevant actors.

It is within this context of a growing need for concerted analysis and partnership in action that the IOM Council, at its eighty-second session in November 2001, launched an international dialogue on migration policy. The purpose of this international dialogue is twofold: (a) to enhance understanding of the complexity of the migration phenomena; and (b) to enhance interstate cooperation in managing migration.

This session of the Council will explore three workshop themes. The sections below briefly introduce each of the workshop topics and pose a series of relevant policy questions. The descriptions and questions are offered to set the scene for the workshops at the Council and to stimulate debate. Participants are encouraged to bring additional perspectives and questions to the discussion. The workshops are designed to advance the debate on the selected migration themes by introducing a range of perspectives through interstate dialogue and to lead to common understanding of the issues and dynamics relevant for policy makers.

Integration

While effective integration is particularly important for the cohesion and stability of societies, integration policies are not

well developed in most countries, with the exception of some countries with long-standing immigration traditions. Such policies do not derive from a uniform concept of integration. Policy responses therefore tend to vary as they take into consideration both the specific aspects of societies in countries of destination, as well as the divergent characteristics of the newcomers in these societies. Different national communities in the same host country may have different integration needs and experiences, rendering difficult the application of a single model.

Integration is a two-way process, with the migrant adapting to the conditions in the host country, and the latter gaining from the diversity immigration brings. In this era of global communications and networking, integration can begin even in the country of origin prior to emigration and continue in the host country. Partnerships with countries of origin can help promote understanding of the issues that can create or dissipate tensions.

While the successful integration of migrants is of direct benefit to the persons concerned and the host societies, there are other positive outcomes to be considered. For instance, countries of origin can also benefit from a successful integration process of their nationals in the host country, and through the acquisition of experience, knowledge, know-how and training the diaspora can contribute to the development of their countries of origin.

Many States' immediate reaction to the events of 11 September 2001 was to strengthen border security and enhance measures to prevent terrorism. Together with this reaction, however, has come a growing awareness of the importance of integration for social stability. Community education and awareness are being recognized as means to combat racism and social exclusion, and prevent the alienation of ethnic communities from their host society.

These considerations raise the following questions:

- What are the known effective practices in integration? Can they provide a basis for the development of common/uniform policies and measures? Can globalization be conducive to common approaches in this area?

- Are new integration initiatives needed in countries with long-standing immigration traditions, which are currently reviewing their immigration and asylum policies? What does integration mean for countries with limited immigration traditions and what particular integration challenges are therefore posed?

- When does the integration process start, and what is the critical period after which or criteria by which a foreigner should be considered socially and economically integrated?

- What are the factors/circumstances that lead to social exclusion or marginalization? How can they be overcome?

- Are education and labour insertion sufficient to ensure the successful integration of second and third generations of migrants?

- What contribution can civil society organizations bring to integration processes? As integration is a two-way process, to what extent should migrant community organizations actively participate in/support it?

- What impact do policies in host countries have on the society's attitude towards and perception of migrants and/or minorities?

Comprehensive and solutions-oriented approaches to addressing irregular migration

It is universally acknowledged that migrants have contributed significantly to the development of societies. However, the continuous flow of migrants in an irregular situation, their vulnerability to exploitation, and the association of irregular migration with smuggling and trafficking networks, are issues of enduring concern. This perspective obscures the broader picture in which properly managed migration can bring benefits both to migrants and societies, and is both a natural and necessary feature of modern life.

The number of migrants in an irregular situation has not declined, despite increased spending on enforcement measures in major destination countries. This is because push factors in countries of origin – including poverty, unemployment and crises – and pull factors in countries of destination – including higher wages, job opportunities and safety – have not changed. Furthermore, frameworks and mechanisms are lacking for regular migration to address the labour shortages of expanding economies, and inadequate or inconsistent attention is being paid in development assistance programming to building capacities in transit countries and new destination countries in order to effectively manage migratory flows.

While a tighter immigration system is part of a legitimate response by States to irregular migration, if confined to that alone, the effect may be to push more people into the hands of smugglers and traffickers, which in turn increases vulnerability. Smuggling can and quickly does lead to exploitation and trafficking and can undermine security because of links with organized crime, violence and corruption.

Many labour markets in destination countries clearly allow for the absorption of large numbers of migrants in an irregular situation, which acts as a pull factor, notwithstanding governmental migration management measures. Addressing the issue of irregular migration effectively entails making linkages between the economic, social, trade, labour, cultural, security and development policy spheres.

These linkages point to the importance of partnerships in developing effective policies to address irregular migration. Such partnerships would not only allow for legitimate channels of migration, but also for return arrangements which would facilitate the safe and dignified return of unauthorized migrants.

The scenario briefly outlined above raises the following questions:

• Which concrete, realistic and efficient goals can be agreed upon, and which actions set in motion, that address the differ-

ent aspects mentioned in paragraph 14 above, without creating improvement in one sphere to the detriment of another?

- What measures are required (legislative or otherwise) to ensure the employment sector's positive participation in efforts to reduce irregular migration while at the same time ensuring respect for the rights of migrant workers, whether or not they are legally in the destination country?

- Migrants in an irregular situation often use asylum systems as an entry point. What steps can be taken to counter this practice?

- In what way, and to what extent, can the opening up of legal channels help reduce irregular migration?

- The return of migrants in an irregular situation is a controversial yet important issue. How can countries of origin and destination best cooperate to identify solutions and reconcile different (at times opposed) needs and viewpoints?

Diaspora support to migration and development

The issue of the relationship between migration and development has been the subject of considerable study and debate, much of it inconclusive. For instance, in their efforts to create specialized skills for utilization in their development programmes, governments of the South have, for many decades, encouraged their nationals to seek education and training in countries of the North. The North has, in turn, often encouraged this process for a number of reasons, including the possible beneficial impact on the economy of the host country. As a result, sending countries have lost much of their qualified manpower to destination countries.

The most direct effect of skilled emigration has been to reduce the number of people critical for the productivity and eco-

nomic growth of a developing country. It could, however, also set in motion a number of forces which could instead increase economic growth. Returning migrants could bring back their skills and work experience from abroad, thereby boosting productivity. Expatriates who remain abroad may contribute money via remittances, and many claim that their transfer of knowledge or technology to developing countries can increase productivity and economic development. By facilitating information exchange, technology transfer and business expansion, migration has become an important means to link the country of origin to the global economic system and bring to it a new development dynamism.

Remittances from diasporas have a significant economic and social impact in many countries of origin and could represent a fundamental tool for accelerating the development process in the country of origin. The flow of remittances is estimated to exceed US$ 100 billion per year worldwide, with more than 60 per cent going to developing countries. Until the end of the 1980s, Western Europe was the most important source region for remittances to countries in the developing world, but Asia has now taken over that position.

Remittances are important to the economies of the countries of origin and to the individual households receiving them. For the countries of origin, remittances can help reduce poverty, contribute to closing the trade gap, facilite debt servicing, produce foreign exchange and ease credit constraints. Household expenditure of remittances for consumption has multiplier effects on the wider local, regional and national economies, but the potential for remittances to contribute to sustainable development can be magnified even further by policies which support productive investment. However, there are some dangers: if remittances stimulate imports, they may affect the balance of payments, and if the flows are suddenly disrupted, remittance-dependent economies can be severely affected.

Within this context, the following questions are of particular importance:

- What can be done to help transform the negative "brain drain" into "brain circulation" or "brain gain" for countries of origin?

- Which policies and concrete measures are needed to facilitate remittance flows and to encourage the flows to become a catalyst for development?

- A crucial element of the diaspora network is an effective system of networking to facilitate the transfer and exchange of information between network members and their counterparts in the country of origin. Which measures could be devised to take advantage of new technology to foster and strengthen the above knowledge exchange and circulation?

This brief outline is obviously not intended to be an exhaustive list of issues for consideration in the three workshops. Rather, it is meant to offer elements for discussion and a frame of reference for a more in-depth analysis and debate among IOM's membership.

INTEGRATION

INTEGRATION OF MIGRANTS

The rapporteur's report on the workshop

Thank you, Madam chair, for giving me the floor. As you stated, this morning we had a very fruitful discussion in our workshop on integration. Thanks to the Facilitator, Mr. Gaeremynck, there was strong participation of delegations from both countries that we normally identify as countries of origin and countries we rather identify as countries of transit and destination. Civil society also participated through intergovernmental and NGO organizations, such as Action for Refugees Montreal, and finally from the side of IOM.

The debate was opened by the question "Do we have policies for the integration of migrants in our home countries?" Immediately, it became evident that we need to define the meaning of integration.

Many opinions were expressed with regard to the question of definition. Most of them revolved around different forms of participation of migrants in the social, political, economic and cultural life in host societies. Different concepts of integration were discussed, such as the model of assimilation, the model of multicultural societies, the melting pot model, and finally models of separation where migrants live separated from the host society. In particular, we looked at the difference between assimilation and integration, stressing the importance of the latter in order to preserve cultural diversity. We agreed that the

process of integration is an ongoing, bidirectional process that requires adjustment from both the host societies as well as the migrants.

The difference between integration of migrants and refugees was brought up. Obviously, it is necessary to consider the causes of movements to be able to identify the needs of the involved persons.

We then had an exchange on migration flows. In the common perception, they are usually considered to be from the South to the North. Yet, we did establish the fact that today's flows do not always follow this pattern. For instance, in the recent past, there was quite a strong flow from North to South. This holds particularly true for Latin America.

We looked at the most important actors involved in the integration process – at the responsibility of host countries, and also at the responsibility of home countries. Moreover, the responsibilities of civil society, represented by migrant associations, trade unions etc, were emphasized.

One of the most significant areas of our debate was the importance of cooperation that should be developed between countries of origin and countries of destination, and furthermore possible fields of action for home countries. In this regard, we considered two outstanding examples: the observatory created in the Kingdom of Morocco to look at the situation of Moroccans abroad, and the Ministry responsible for Haitians living outside Haiti.

A further major challenge of integration is to find appropriate solutions not only for the migrants of the first generation, but especially for those of the second and third generations.

In a next step, we went on to study the various ways in which States can measure the level of effectiveness of integration. Obviously, we can use objective criteria such as the level of education and income on the one hand, and subjective criteria such as the psychological well-being of migrants on the other. It was highlighted that integration begins with economic integration, a

fundamental element in this context being work. However, social and political integration into the host society should follow.Therefore, we discussed concepts of citizenship, naturalization and access to political rights. One of the most interesting comments brought up here was the issue of whether nationality and citizenship should be an integral part of the process of integration, or whether it should be the culmination of the process. It is important to reflect upon the question whether citizenship is one element of a more complex, long-term process, or whether migrants can be considered to have integrated once they have acquired citizenship.

The importance of promoting the human rights of migrant workers and their families was then mentioned. A major instrument in this context is the existing United Nations Convention. The work that IOM has been carrying out in this sphere was highlighted. Furthermore, our attention was drawn to the final conclusions of the Durban World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance that include important recommendations concerning.

Thank you Madam Chair.

INTEGRATION OF MIGRANTS WORKSHOP SUMMARY

Overview

The workshop on integration took place on 3 December, in the framework of the Eighty-Fourth Session of the IOM Council. During the informal discussion between delegates and experts on concepts, challenges and solutions for integration of migrants in host countries, similarities and differences in opinions were expressed.

While the emphasis put on specific topics by the participants displayed a slight differentiation of priorities depending on whether a country is predominantly a country of origin or a country of destination, there were no major points of disagreement, nor open controversies. In particular, the workshop generated agreement among participants on the following topics:

- Integration is a two-way, long-term process.
- Economic integration is an essential first step.
- Cooperation between host and home country is required.
- Migrants should be supported in maintaining links with their home countries/cultures.
- It is the responsibility of host country governments: to develop a pro-active, comprehensive approach; to offer assistance to migrants; to trigger and promote a public discussion; to help

the society understand the benefits/positive aspects of migration; to prevent/fight discrimination.

- It is the responsibility of home country governments: to assist migrants maintaining their links to the home culture; to develop programmes that promote orderly migration; to assist migrants in legal, financial and orientation matters upon return.
- It is the responsibility of migrants: to actively integrate; to respect the laws of the host country; to assist the host society in understanding their culture.
- It is the responsibility/role of the media: to change their current outlook, which presents migration predominantly as a threat.
- An active public discourse is the only means to find/define common values.

The issue of dual citizenship showed that host societies are currently at the beginning of a transformation process, which touches upon the very identity of society. Therefore, integration policies can be expected to change in a step-by-step approach, in parallel with the development within, i.e. readiness of host societies.

Several open questions remained:

- Is the option of dual citizenship desirable?
- Is it necessary to change social identification patterns that are based on single culture definitions?
- How can governments and societies successfully respond to circular migration?

In conclusion, there was broad agreement that a pre-condition for any successful integration approach is that it be a voluntary process and provides the migrants with a feeling of ownership. Only if they feel useful to the host society will they undertake a real effort to integrate.

Summary of the discussion

What is integration, and why is it wanted? The participants agreed that successful integration programmes are determined by how well migrants participate in the social, economic and political life of the host community. To measure this, objective factors such as the level of education, the level of salary, and participation in civil society organizations on the one hand, and subjective factors such as "well-being" and psychological distress on the other can be applied.

Integration is a continuous, long-term, two-way process. It's success depends in large part on the nature of the response of the host community to foreigners. Simultaneously, however, it depends on the individual choice of the migrant as to how much she/he wants to participate in the life of the host community.

Most delegates agreed that in times of growing migration flows, every country has to address integration issues. A particular challenge is that many national identities are still built on the basis of mono-cultural, mono-ethnic ideas. This explains the fact that today more and more people vote in favor of parties that try to reinforce this kind of nation building. In this context, the catalogue of key-instruments against discrimination established by the Durban World Conference against Racism, Racial Discrimination, Xenophobia, and Related Intolerance was brought to the attention of the participants.

The dialogue within a society is, according to many delegates, of utmost importance. In order to find a common denominator it is necessary to make the public discourse revolve around common values, and to explore the limits of the host society as well as of the migrants. An important key to positively influencing the public dialogue would be to review and rewrite those parts of a country's history that obscure positive past contributions of migrants.

The participants underlined the importance of economic integration as a basis for social and political integration. Further preconditions for successful integration are favorable public opin-

ion and image of migrants presented by the media, the motivation of the host community, and the feeling of ownership conveyed to the migrants. Most participants similarly acknowledged the importance of acquiring the language of the host society, while the practice of obligatory language courses was viewed as controversial.

Special attention was given to gender issues. Even though tolerance is important, there is a fine line between cultural sensitivity and tolerance of violence towards women. The challenge is to strike a balance between accepting different values and preventing families from disintegrating.

In order to address the challenges of integration in a comprehensive way, open and transparent cooperation between countries of destination and countries of origin is needed. Delegates highlighted the importance of cultural dialogue while rejecting the thesis of a "clash of civilizations". A "double-belonging" in terms of identity as well as in terms of citizenship is only achievable through continuous dialogue and investment from both sides. In this context, it is indispensable for migrants to keep their links to the home culture. Consequently, host societies should not require migrants to assimilate.

Some delegates were especially concerned about the fact that migrants are often required to entirely adapt to their host country's value system, which seriously limits their religious and cultural practices, and subsequently leads to loss of identity. Furthermore, a necessary distinction is to be made between migrants of the first generation on the one hand, and migrants of the second and third generation on the other. The latter are stronger hit by the problem of losing their link to the culture of origin.

Various practices of naturalization were discussed. The practice to "reward" migrants with citizenship at the end of a successful integration process was compared with the one that uses citizenship as an instrument to facilitate integration. Adherents to the first practice argued that citizenship requires full integration as a precondition, whereas others were of the opinion that naturalization is an intrinsic part of integration, the latter being a life-long process.

Finally, IOM was encouraged by delegates to study continuously successful examples of integration and to draw lessons from these experiences. Many participants in the workshop expressed their hope that the workshop would be only the beginning of a continuous and fruitful dialogue on integration.

INTEGRATION OF MIGRANTS –
CHALLENGES FOR
POLICY MAKERS

Introduction

The issue of migrant integration is a major challenge for policy makers worldwide. Changing circumstances within countries as well as overall "globalization" trends compel governments to seek new approaches for the management of the increasingly intricate patterns of interaction between migrants and their host societies. Appropriate integration policies for the twenty-first century cannot afford to simply replicate those already developed previously.

Given global economic and political conditions, demographic trends and recent population projections, the level of international migration and consequently of immigration – especially to high-income countries – can be expected to increase significantly in the coming 50 years. In parallel, migratory flows are likely to include large numbers of persons "whose cultural and linguistic links with the host country are weaker" (OECD, 2003: 33). Migrants arrive today from every region of the world. And all countries are, or will soon be, faced with the need to develop multifaceted migration management systems able to respond to such emerging migratory realities.

Integration policies are an essential element of a comprehensive migration management system. They are required, first of all, to allow migrants to realize their personal, economic and social potential; second, they ensure that the human rights of migrants are protected; third, by reducing levels of alienation and marginalization they contribute significantly to national security; fourth, integration measures help establish and maintain social cohesion and harmony and, finally, successful integration approaches enable countries of origin to enhance the contact with the members of their diaspora and subsequently involve them in development activities by tapping into their human and financial capital.

Obviously, there are several possible approaches to integration. Traditional concepts of integration reflect the different policy approaches developed in the traditional countries of immigration and Western high-income countries, many of which were pioneers in the field of integration and have achieved respectable results. While these countries face the challenge to monitor and further improve their respective approach, the new immigration countries are confronted with the need to develop their own particular approach to integration. Since policies in this and other migration areas must take account of the particular circumstances in a given country, there is no single set of "best practices" that would be relevant for all. Nonetheless, attempts can be made to identify "effective" or "promising practices" offering a range of options from which policy makers can choose and assemble their country-specific approach to integration.

The purpose of this chapter is to canvass the most relevant questions concerning integration and to provide elements of successful integration approaches. Complementary to the identification of such "promising practices", the International Organization for Migration – whose Constitution states that "the provision of migration services at the international level is often required to (…) facilitate the settlement and integration of the migrants into the economic and social structure of the country of reception" – has developed a number of programmes to assist governments in implementing integration policies. Information on these programmes can be found in "Integration of Migrants – The IOM Approach".[10] That paper defines IOM's position on the

issue of "integration" within the larger context of migration management and illustrates some programmatic IOM responses in cooperation with governments, migrants and other actors involved.

1. Basic considerations on integration

What is meant by integration? Generally, the term is used to describe the process of introducing a new element into an existing system, or to combine two elements to form a new unit.[11] Integration does not only refer to migrants. Independently of migration, every society is composed of different groups and stakeholders and hence faces various challenges of integration. The more stratified a society is in terms of class, interests, social or ethnic groups, the more necessary it is to find ways to ensure social cohesion and unity. This chapter will focus on the challenges of integrating migrants into the host society. The following section addresses four basic questions:

- What is the objective of integration?
- Who should be the target of integration measures?
- What are the key dimensions of integration?
- What does international law provide?

1.1 What is the objective of integration?

Today's debate on integration refers to various types of policy approaches. Traditional models of integration include assimilation, two-way-integration, multiculturalism, and segregation.

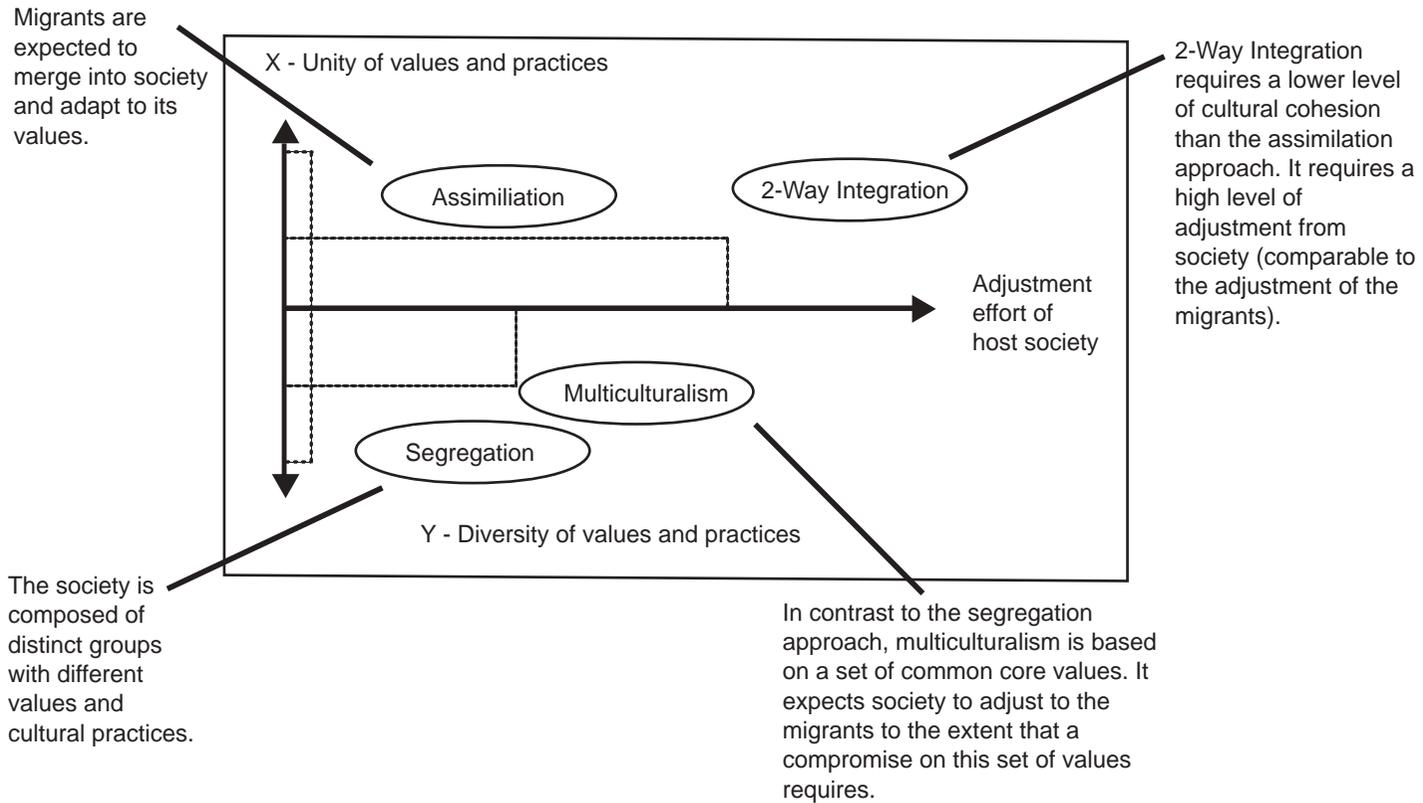[10] This paper is available by email from IOM Migration Management Services Department, Geneva (mms@iom.int).
[11] Compare the definitions provided by the Webster's Encyclopedic Unabridged Dictionary (New York, 1996): "integrate: 1) To bring together or incorporate (parts) into a whole; 2)To make up, combine, or complete to produce a whole or a larger unit, as parts do (…)".

Each of these approaches defines different goals of the integration process. In addition, it is relevant to distinguish group-based approaches from those based on the individual. While these concepts have developed mainly in the Western world and in traditional immigration countries, they cover the range of available options for integration and hence can be applied to any society. Depending on the existing social hierarchy in a given society as well as the present forms of migration, countries will select and combine elements from these approaches and construct their own specific approach to integration.

The cornerstone of the "assimilation approach" is a mono-cultural definition of society. This approach requires migrants to fully adjust to the values and rights system of the host society. The migrants are expected to become "indistinguishable from the majority population" (Kälin, 2002). "Two-way integration" is similarly based on a mono-cultural definition, but requires both the migrants and the host society to adjust to each other. Both contribute to the common culture and any remaining diversity is relegated to the private sphere. The "multiculturalist approach" recognizes different value systems and cultural practices within society revolving around a set of common, non-negotiable fundamental values (such as, democracy, the rule of law, gender equality). Among these, the values of diversity and tolerance rank highly. In the segregation model, the mono-cultural value system of the host society remains intact, while an absolute minimum of adjustment is required of migrants. Their participation in society as well as their rights are highly restricted.[12]

Considering the cohesion of society and especially the present values and cultural practices, the four approaches can be positioned on a continuum that reaches from unity (common values and cultural practices) at the one end, to diversity (different val-

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[12] In the case of host societies composed of a complex system of various socio-cultural groups that have specific positions within the social system (hierarchy), migrants often form a new entity in this system, and a special set of rights and duties are ascribed to them. In this case, elements of the multiculturalist, the assimilation and the segregation approach are combined. Independent from the specific circumstances and the value system of the host society, however, host countries are required to grant basic human rights to the migrants (see Chapter 1.4).

Migrants are
expected to
merge into society
and adapt to its
values.

X - Unity of values and practices

2-Way Integration
requires a lower level
of cultural cohesion
than the assimilation
approach. It requires a
high level of
adjustment from
society (comparable to
the adjustment of the
migrants).

Assimiliation

2-Way Integration

Adjustment
effort of
host society

Multiculturalism

Segregation

Y - Diversity of values and practices

The society is
composed of
distinct groups
with different
values and
cultural practices.

In contrast to the segregation
approach, multiculturalism is based
on a set of common core values. It
expects society to adjust to the
migrants to the extent that a
compromise on this set of values
requires.

ues and practices) at the other. Considering the level of adjustment required on the part of society, the four approaches can be positioned on an axis reaching from "minimal adjustment" by society measured on the x-axis to a "high level of adjustment" of society on the y-axis (see Figure 1 on previous page).

A different type of categorization distinguishes group-based approaches from approaches based on the individual. The "individual-based approach" rejects the existence of groups as the bearers of rights. Instead, every individual has the same rights and hence an equal right to opportunities. Any form of discrimination (including affirmative action) on the basis of belonging to a group is legally prohibited. In contrast, the "group-based approach" recognizes the existence of groups within societies that have distinct needs and opportunities. Focusing on the outcome rather than on the opportunity, it includes the option of positive discrimination (affirmative action). Moreover, it might grant varying political, social and economic rights to distinct groups within society.

Reserving the same treatment to everyone (the individual approach) may prove discriminatory as needs specific to the immigrant population are not taken into account. On the other hand, measures specifically aimed at migrants (the group-based approach) may be counter-productive as they identify migrants as a particular problem group requiring special treatment or assistance. In practice, therefore, governments commonly tend to adopt a combination of both approaches depending on the particular situation in their country.

1.2 Who should be the target of integration measures?

Integration measures are generally intended to preserve or re-establish the cohesion of a given society and to assist those who need assistance to become active participants in economic, social and cultural life. Since the composition and the values of society differ from country to country, the target groups of integration measures may also vary.

Certainly, the primary intended beneficiaries of integration policy are newly arrived migrants who will reside legally in the host country for an extended period of time.[13] Both the migrants and the host society have a direct and long-term interest in the rapid and successful integration of newcomers to ensure that they become well-adjusted and constructive members of the community, contributing to its economic, social, cultural and political life.

While the specific integration goal may vary from country to country (see the discussion in the previous section on varying integration models), there may be additional categories of migrants that policy makers will need to consider targeting for integration to achieve or maintain its vision of a coherent society. For example, typical additional categories of migrants that policy makers may wish to target include migrants of the second and third generation, i.e. children and grandchildren of authorized migrants, who were born and brought up in the host countries. Many countries have immigrant communities that consist in large part of second and third generation immigrants that have never had any actual contact with their country of origin. Still, most have preserved some ties to their country of origin, either through customs and traditions, religion or language transmitted through their families.

Integration policies are of relevance not only to authorized migrants and their children living in the host country on a permanent basis. For example, what, if anything, should be done for migrants who are authorized to stay in the country temporarily? Recently, the number of persons staying in high-income host countries in the context of temporary migration programmes has risen significantly (OECD, 2003: 23-25). However, their integration needs are not always clearly understood or attended to – and that creates a policy dilemma: On the one hand, to help ensure that temporary migration remains temporary, governments generally do not want to encourage stronger ties to the community or to otherwise create incentives for persons to seek

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13 See the definition of an international long-term migrant as provided by the UN: "A Person who moves to a country other than that of his or her usual residence for a period of at least one year (12 months), so that the country of destination effectively becomes his or her new country of usual residence." (United Nations Statistics Division, 1998: 18).

to prolong their stay. On the other hand, failure to facilitate the integration of these persons, even temporarily, can lead to alienation and result in loss of productivity or, in extreme cases, in absenteeism, vandalism and even criminal activity. The question therefore arises whether integration measures should be extended or adapted to migrants authorized to stay in the host country on a temporary basis?

Finally, should there be integration services for migrants in an irregular situation? This question poses a particular conundrum for policy makers. These persons are by definition not authorized to stay in the host community and, therefore, government policy would not normally target these persons for integration. Promoting their integration would send a message validating their stay, and serve as an incentive for others to seek to migrate illegally in the hope of benefiting from the same treatment. However, if migrants in an irregular situation do not have adequate means to support themselves and to feel a sense of connection to the society, the risks can be significant. Such persons may seek clandestine access to educational, social welfare and public health services, engage in criminal activity and even threaten the security of society. For some countries without formal immigration programmes but which are nonetheless confronted with the entry and presence of migrants in an irregular situation in search of employment, the benefits of their integration, even temporary, may in specific circumstances outweigh the potentially mixed message that it would send. Some countries, particularly those with significant numbers of migrants in an irregular situation, have adopted regularization programmes for those staying in the country for longer periods, such programmes being a precondition for such migrants to qualify for integration assistance. Others make certain basic services are available to irregular migrants, such as primary education and public health facilities.

1.3 What are the key dimensions of integration?

The process of integration concerns all domains of societal life and concerns the migrants as well as the host society (see Table 1

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on the following page).[14] While it does not necessarily occur in sequence, six main areas can be identified. In each of these areas, certain indicators help to identify the level of integration.

Textbox 1 - The lack of consensus on indicators of successful integration, and of data in the field of integration measurement

There is a lack of consensus on indicators of integration. Countries and research institutions define and use different indicators that vary from each other significantly. Additionally, the lack of data and statistics in many countries represent a serious obstacle to the production of reliable findings. As a result, relatively few studies have been conducted, and those that actually monitor the level of integration over several years are rare. Instead, most existing research presents a "snapshot view", comparing the situation of immigrants and non-immigrants at a given point in time (IOM, 2002b: 10). The selection of indicators below is meant to provide a general overview of basic indicators in the field of integration.

Language is fundamental for any interaction to occur within society. Therefore, language integration is among the first deemed to be necessary, and the proficiency of migrants in the language of the host country is an important indicator of this integration aspect.

An important precondition for the economic integration of migrants and of their children is educational integration. School performance, the choice of schools and universities, and the degrees attained offer a basis for comparison with native pupils.

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[14] This section will focus on the situation of the migrants. The perspective of the host society, such as for example the involvement of nationals in the process of integration and their attitudes towards the migrants are included in Chapters 1.1 and 1.2.

Social integration relates to the well-being and to the participation of migrants in the social life of the host society. The health and psychological condition of migrants need to be considered in this context and, by extension, the actual access to the health system of the host country. The rate of marriages between migrants and nationals is an important indicator of social acceptance and inclusion. Concerning participation, given that social activities are often related to political activities, this stage of integration is linked to the political integration of migrants. Membership in associations, unions and political parties can serve as an indicator of both. The level of organization and the individual participation in elections and political representation at the local, regional and national level are further indicators of political integration.

Economic integration refers to the participation of migrants in the labour market and economic life in general. Key criteria are (a) the participation rate of immigrants, defined as the percentage of working-age immigrants employed on the national labour market, and (b) the unemployment rate of migrants as a share of the total unemployment rate. Further, household income relative to the national average is revealing. A comparison of the distribution of migrants with the general employment sector distribution of the working population provides additional insights into segregation tendencies.

The type and location of housing indicates the level of residential integration of migrants. The area and degree of concentration and the quality of housing show the degree of separation between migrants and the host community.

As integration is a process, an analysis of the level of integration needs to take account of the time dimension. Changes over time can be an indicator of the effectiveness of integration policies. Moreover, it is necessary to distinguish between different generations and different migrant groups as the level of integration may vary between the first, second and third generations, and different migration groups may integrate more rapidly and more effectively than others.

TABLE 1

AREAS AND INDICATORS OF INTEGRATION

Area of Integration	Indicators
Language	Proficiency level
Education	School performance
	Choice of schools and universities
	Level of degrees attained
Labour market	Participation rate
	Unemployment rate
	Wage level compared to average income
	Household income
	Employment sector distribution
Social and political life	State of health and psychological condition
	Actual access to health services
	Marriages between migrants and nationals
	Level of organization: membership in migrant associations
	Membership in other organizations and political parties
	Participation in elections
	Political representation
Residence	Degree of concentration/segregation
	Choice of neighbourhood
	Housing standards
	Level of ownership

1.4 What does international law provide?

Apart from the specific standards applicable to the treatment of refugees in the host country, there are few international legal norms relating specifically to the integration of migrants.[15] The most explicit norms based on international human rights princi-

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[15] The international legal treatment of refugees is not addressed here as refugee status confers specific rights and obligations on refugees and on States hosting them that are not relevant more generally to migrants without refugee status. For further reference, see the 1951 Convention relating to the Status of Refugees, which contains a number of explicit provisions relevant to the integration of refugees into the host society.

ples are found in the 1990 International Convention on the Rights of All Migrant Workers and Members of their Families (CRMW), which came into force on 1 July 2003. At a more general level, international human rights law provides a framework of rights applicable to all persons, including migrants. The Universal Declaration of Human Rights (UDHR), the International Covenant on Civil and Political Rights (ICCPR) and the International Covenant on Economic, Social and Cultural Rights (ICESCR) represent the most widely accepted international legal sources in this context. Finally, the 1994 Programme of Action of the International Conference on Population and Development (ICPD) – itself not a legally binding text – provides in its Chapter 10 a number of specific recommendations concerning the integration of documented migrants.

Arguably, the most important international legal principle concerning integration is the prohibition of discrimination, enshrined in Article 2, UDHR. This principle is contained in a number of international instruments,[16] and guarantees equality before the law and equal protection by the law to all persons. It prohibits practices that discriminate against persons of a specific race, religion and ethnic or social group. Applied to the situation of migrants, these provisions have been cited as providing a basis for the protection of migrants against discrimination and the establishment of *de facto* equality where indirect discrimination[17] would lead to factual disadvantages (Kälin, 2003). However, under applicable legal principles, governments are free to distinguish between citizens and migrants on the basis of reasonable and objective grounds.[18]

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[16] Examples include the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, the European Convention on Human Rights, the American Convention on Human Rights and the African Charter on Human and Peoples Rights.

[17] "Indirect discrimination" describes a situation in which equal rights for members of a society do not result in equal opportunities because of specific circumstances, stereotypes and practices.

[18] Article 12, ICCPR, provides examples for objective grounds: "The above-mentioned rights shall not be subject to any restrictions except those which are provided by law, are necessary *to protect national security, public order (ordre public), public health or morals or the rights and freedoms of others*, and are consistent with the other rights recognized in the present Covenant" (emphasis added).

International law ensures a number of basic rights applicable to all human beings and which are specifically relevant to integration. Thus, the right to equality and recognition before the law, the right to education, the right of association and peaceful assembly, to join or form trade unions, to social security, to take part in social and cultural life, to practice their religion and language, and to freely choose their residence are guaranteed for all human beings, including migrants.[19] While states may not prevent migrants from practising their mother tongue, international law does not preclude governments from requiring migrants to possess a minimum knowledge of the language of the host society. Finally, according to international law, migrants are required to comply with the national laws of the host country. The latter need not tolerate practices that violate national or international law.

Kälin argues that under Article 2, ICESCR, states have a duty to protect migrants' efforts to integrate, and to actively promote the integration of migrants (Kälin, 2003).[20] Accordingly, goods and services able to assist migrants in this process, such as vocational training and language courses, should be provided. Migrants have the right to maintain their cultural identity. However, nothing prescribes that migrants are to be protected from other cultural influences.

In sum, there are international norms that guarantee migrants certain basic rights. This is relevant to integration in the sense that it requires policy makers to determine integration approaches that respect such basic rights. In essence, these norms provide for migrants the right to interact with the host society in the economic, social and cultural spheres according to applicable national laws, while allowing them to maintain a sense of their own cultural identity.

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[19] Compare UDHR arts. 6, 18, 20, 23, 26; ICESCR arts. 7,8,9,15; ICCPR arts. 12, 19, 21, 22, 27. See Table 2.
[20] For his interpretation, Kaelin refers to General Comment No.12 of the Committee on Economic, Social and Cultural Rights, in UN doc HIR/GEN/1/REV.5.

TABLE 2

AREAS AND INDICATORS OF INTEGRATION

Area of Integration	Indicators
Universal Declaration of Human Rights (applicable to all persons): - Right to equality before the law (Article 6), - Right to freedom of thought, conscience and religion (18), - Right to freedom of peaceful assembly and association (20), - Right to work (23), - Right to education (26). International Covenant on Civil and Political Rights (applicable to all persons except where specifically indicated below): - For persons lawfully in the territory of a state: right to freedom of movement and freedom to choose residence (12), - Freedom of thought, conscience, religion (18), - Freedom of expression (19), - Right to peaceful assembly, association, (21,22), - For minorities,[21] right to enjoy their own culture and language (27). International Covenant on Economic, Social and Cultural Rights (applicable to all persons): - Just and favourable conditions of work and safe and healthy working conditions (7), - Right to form or join trade unions (8), - Right to social security (9), - Participation in cultural life (15).	International Convention on the Rights of all Migrant Workers and Members of their Families (applicable to all migrant workers and members of their family except where specifically indicated below):[22] - Equal treatment with nationals in terms of remuneration, working hours, and holiday with pay (25), - Equal access to social security as defined by national law (subject to the principle of non-discrimination) (27), - Access to emergency health care (28), - Right to maintain cultural links to country of origin (31), - States shall facilitate the consultation or participation of migrants in local political life (42),[23] - Equal treatment concerning access to educational institutions and vocational guidance, housing (including social housing schemes), access to and participation in cultural life (43).[24] Programme of Action of the International Conference on Population and Development (Recommendations applicable to documented migrants, Chapters 10.11 – 10.14): - Treatment equal to that accorded to own nationals: human rights; respect for religious practices; working conditions; social security; participation in trade unions; access to health, education, cultural and other social services, - Avoidance of all forms of discrimination, - Granting civil and political rights and obligations,

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TABLE 2 (CONT.)

AREAS AND INDICATORS OF INTEGRATION

Area of Integration	Indicators
	• provision of educational and training opportunities, • allowing economic activity, • facilitating naturalization, • allowing family reunification, • organize public awareness campaigns to prevent and eradicate xenophobia and racial discrimination.

2 Challenges for policy makers

There is no one single valid blueprint to achieve integration, and there is no single right answer to the questions that will be explored in this section. Nonetheless, although policy makers need to take into consideration the specific circumstances in their own countries and might arrive at different conclusions, the challenges encountered throughout the world are very similar.

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[21] Migrants might fall under this category if they live in a country for a long period of time and kept their ethnic, religious, or linguistic identity (Compare Human Rights Committee, General Comment No.15, 1986).

[22] The Convention defines in Article 2: "The term 'migrant worker' refers to a person who is to be engaged, is engaged or has been engaged in a remunerative activity in a State of which he or she is not a national." It defines in article 4: "The term 'members of the family' refers to persons married to migrant workers or having with them a relationship that, according to applicable law, produces effects equivalent to marriage, as well as their dependent children and other dependent persons who are recognized as members of the family by applicable legislation or applicable bilateral or multilateral agreements between States concerned."

[23] Refers only to migrants and members of their families who are documented or in a regular situation.

[24] Supra note xii.

2.1 Facing cultural encounter and diversity

Globalization processes and increasing human mobility both contribute to raising the frequency and impact of cultural encounters and exchanges. This has already been the subject of much research, debate and controversy, spanning theories of clashes between civilizations[25] to the postulate of a global ethic purported to embrace all cultures and religions.[26] Societies experiencing such encounters through inward migration have to find ways to accommodate migrants from various cultural backgrounds, while at the same time preserving their unity and cohesion. This leads to a basic question: To what extent do migrants need to adjust to the values and the cultural practices of the host societies, and to what extent do the host societies need to adjust?

Countries of origin of migrants are often concerned that their diaspora members, especially those of the second and third generation, might lose their cultural and economic links to their native country. They therefore frequently reject assimilation approaches and instead favour a multiculturalist approach, one which enables and encourages diaspora members to practice their customs and religion.[27] Host countries, on the other hand, are concerned over the capacity of their society to accommodate various cultural influences. Therefore, they tend to require migrants to adjust to varying degrees or entirely to their society and stress the obligation of migrants to actively work towards their own integration.

This is particularly relevant for countries that have only recently become immigration countries. These countries often perceive and define society and the migrants as opposed homogeneous cultural entities. A perception that ignores the existence of cultural diversity within each entity portrays migration as a threat by emphasizing the cultural differences between the host society and the migrants (Huysmans, 1995: 61). This perspective implies risks that in turn create a cycle of fear, discrimination

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[25] Compare Huntington, 1993.
[26] Compare Parliament of the World's Religions, 1993 and Küng, 1991.
[27] Compare workshop summary "Integration of Migrants", Eighty-Fourth Council Session of the International Organization of Migration.

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and potential violence towards the migrants and the host society, as it leads to a spiral of mutual suspicion.

Two considerations warrant particular attention in this context. First, no society is a monolithic cultural entity. Instead, all are stratified, to varying degrees, along the lines of different social groups and classes. Moreover, the existence of a common culture does not necessarily imply the absence of conflicts. Different economic and social interests generate the necessity to establish mechanisms that mediate and regulate conflicting interests. In that sense, the integration of migrants is just one aspect of the broader process through which any society manages its diversity. Second, culture is a dynamic concept. UNESCO defines it as "the set of distinctive spiritual, material, intellectual and emotional features of a society or a social group, [which] encompasses, in addition to art and literature, lifestyles, ways of living together, value systems, traditions and beliefs".[28] Each of these elements is subject to change and evolution. Consequently, the interaction between persons and groups from different cultural backgrounds will necessarily lead to the establishment of at least minimal common cultural elements over time, and possibly develop into a new concept of culture based on evolution and exchange.

As far as regular long-term migrants are concerned, experience shows that integration approaches requiring only migrants to change and adjust to the host society tend to be ineffectual and to lead to tensions in the longer run. In this connection, the Migration Policy Institute defines integration as "a sustained mutual interaction between newcomers and the societies that receive them; an interaction that may well last for generations" (Ray, 2002). Only if a host society is actively involved in welcoming and integrating their new members will the beneficial potential of migration be realized. Besides, examples of successful integration suggest that migrants are more willing to actively participate in society when they have the possibility to preserve elements of their own identity. Often, their own religious practices and the celebration of specific holidays are necessary ele-

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[28] UNESCO Universal Declaration on Cultural Diversity, available at http://www.unesco.org/culture/pluralism/diversity/html_eng/index_en.shtml

ments in the migrants' previous social life that cannot easily be substituted with the customs and holidays of the host country.

In its recent communication on immigration, integration and employment, the Commission of the European Union defines integration as "a two-way process based on mutual rights and corresponding obligations of legally resident third-country nationals and the host society which provides for full participation of the immigrant. This implies (…) that immigrants respect the fundamental norms and values of the host society and participate actively in the immigration process, without having to relinquish their own identity." (EU Commission, 2003: 17). This description, which refers to both migrants' obligations and their right to maintain their own identity represents a promising approach to balancing the concerns of the EU Member States and the interests of the migrants and their home countries.

Therefore, governments face the challenge of identifying the point at which a secure balance is established between a migrant's original national and cultural identity and the new ties with the host country. Societies are thus faced with the challenge of finding ways to embrace diversity while preserving unity. In this context, the Council of Europe postulates that "in democratic societies a consensus is emerging that values cultural diversity and recognizes the right to be different" (Council of Europe, 2000: 21). It suggests defining diversity itself as a core value.

Circular migration, i.e. the movements of migrants who stay in the host country only for a short-term before returning to their home country, poses a specific challenge to cultural and social integration and adaptation. Temporary migration programmes increase the number of migrants who stay for a short period of time in a given country, and today's mobility and interdependence offer migrants the possibility to maintain much closer contact to their countries of origin. As a result, circular migrants may have no interest at all to integrate, while citizens of host countries might question the need to invest in their integration. Which are the integration measures to be offered to circular migrants?

The example of the six Gulf Cooperation Council (GCC) countries, Bahrain, Kuwait, Oman, Qatar, Saudi Arabia and the United

Arab Emirates, illustrates that demographic realities in host countries strongly influence the selection of integration measures offered. In 1997, the total expatriate population in Kuwait amounted to 65 per cent, 67 per cent in Qatar and 76 per cent in the United Arab Emirates (IOM, 2002b: 39). Therefore, if all non-nationals were to be naturalized the national population would be a minority in many of the GCC countries. Consequently, while dependence on foreign workers remains high, the GCC countries provide only temporary migration opportunities. Their approach to integration is also very restrictive: "Neither permanent residence status, nor citizenship, is available for non-nationals in any of the GCC states, while any other means of integration of the immigrant population in the receiving societies are mostly absent".[29]

In the case of undocumented migrants, the question of appropriate integration measures is particularly acute. This is because integration policies and measures usually do not refer to migrants who are not authorized to be in the country. In this context, policy options often focus on removal rather than integration. However, even a temporary lack of at least minimal integration can pose risks to the host country since both migrant groups and citizens can develop negative attitudes towards each other, which can result in social unrest and, in extreme cases, pit opposing groups against each other. In such situations governments will have to address this issue and publicly discuss what integration efforts are required concerning migrants in an irregular situation.

Migrants, whether regular, circular or undocumented, are themselves faced with the challenge of finding their place in the host society while defining their own identity. In fact, their cultural background can help achieve this in the sense that their customs, art, music, literature, etc., have the potential to enrich the social life of the host society. In that way, the migrants can constitute a new and valuable part of society in affirming and actively practising elements of their specific cultural background.

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[29] IOM, 2002b: 4.

Values and practices that indeed clash[30] can only be resolved by identifying different interests and trying to establish a viable compromise for all groups involved. The human rights of the individual defined in the Universal Declaration of Human Rights provide a basis for the mediation of such conflicts.

The "Diversity Within Unity Platform"[31] represents an approach to develop a set of core values on the basis of tolerance for different cultures. The unity "grows out of civic education, commitment to the common values, the nation's history, shared values, common experiences, robust public institutions, and dialogues about the commonalties and requirements of a people living together and facing the same challenges in the same corner of the earth". It moreover envisions a bifocal legal approach that distinguishes between laws to be abided by all and group-based exceptions and variances.

There is a general consensus that an effective way to establish a set of core values is through cultural dialogue. Accordingly, the UN proclaimed 2001 to be the year of dialogue among civilizations. The Global Agenda for Dialogue Among Civilizations, adopted in November 2001, defines dialogue as "a process between and within civilizations (…) and a collective desire to learn, uncover and examine assumptions, unfold shared meaning and core values and integrate multiple perspectives (…)".[32] Article 6 of the United Nations General Assembly Resolution on the Global Agenda for Dialogue among Civilizations, adopted on 9 November 2001, encourages governments to promote, encourage and facilitate the dialogue. Moreover, in its programme of action, the UN invites states to use the existence of migrants in various societies to help bridge the gap in the understanding between cultures.[33]

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[30]   Examples are culturally defined gender roles and practices such as female genital mutilation.

[31]   The title of a position paper drafted by Amitai Etzioni for a meeting of the Communitarian Network in 2002 in Brussles.

[32]   Article 1 of the General Assembly Resolution on the Global Agenda for Dialogue among Civilizations.

[33]   For the role of media as a vehicle and promoter of dialogue, see next chapter.

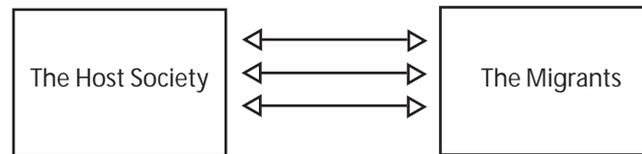Textbox 2 – Canada: Citizenship and Multiculturalism Act

In 1971 Canada adopted an official multicultural policy, which was incorporated into a Multiculturalism Act in 1988. Canada recognized and committed itself to the promotion of ethnic-cultural diversity as part of its national identity. This includes the promotion of full and equitable participation of individuals and communities of all origins in Canadian society, and the elimination of barriers to such participation. During the 70s and 80s, most of the formal funding programmes for the settlement and integration of newcomers were established.

2.2 Involving all stakeholders in the integration process

As mentioned above, a society is a complex network composed of various stakeholders rather than a homogeneous whole. For the migrants to become part of the network of society means developing a multitude of relations and linkages to various actors. In this sense, instead of viewing the process as bidirectional between the host society and the migrants, there are in fact several linkages to be taken into consideration (see Figure 2 on following page). Integration policies, therefore, need to ensure the involvement of all relevant actors. Moreover, policy makers will have to seek to ensure cooperation and exchange between all actors and at all levels: "A key condition for successful implementation of a holistic approach to immigration is to improve the overall policy coherence and synergies between immigration, integration, employment policies at all levels and across all disciplines" (EU Commission, 2003: 23).

Which are the relevant social actors in the process of integration, and how should they be involved? Considering different interest groups within society can help to identify the relevant stakeholders. Generally speaking, representatives of the private (economic), political, social and the cultural sectors are all concerned in one way or another.

Perspective 1:

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┌──────────────┐   <────────>   ┌──────────────┐
│              │   <────────>   │              │
│ The Host     │                │ The Migrants │
│ Society      │   <────────>   │              │
│              │                │              │
└──────────────┘                └──────────────┘
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Perspective 2:

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        Economic Actors              Social Actors

                    ┌──────────────┐
                    │ The Migrants │
                    └──────────────┘

        Cultural Actors             Political Actors
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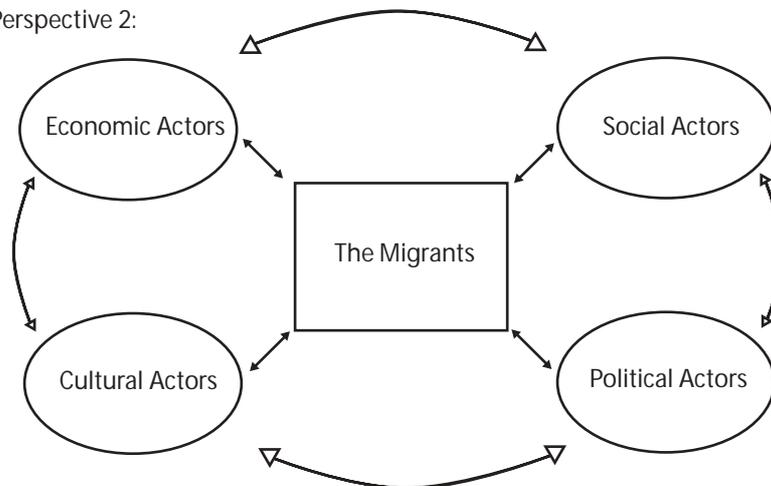
The private sector has a vital interest in actively participating in the process of integration. For example, from the local perspective, companies operating in urban areas inhabited mainly by immigrant populations often recruit a large part of their labour force among them. Moreover, immigrant populations can represent an important consumer segment. From a more global perspective, admitting migrants into the work force helps to diversify human resources of companies in terms of country and culture of origin, required to operate in foreign markets or to cooperate with foreign companies in times of economic globalization. Finally, highly skilled migrants might offer special know-how and expertise lacking within the native labour force. Integration is a precondition to fully unleash this potential. The role of the private sector therefore includes making it easier for

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migrants to join the labour force and providing appropriate working conditions equal to those granted to native workers.

Social and cultural activities are often initiated and organized by members of civil society. Associations and clubs that include migrants and migrants' associations in their activities promote cultural exchange and dialogue. Migrant associations and local NGOs can furthermore contribute to mutual understanding by developing, with public support and guidance, cultural projects in schools that increase the awareness of differences and commonalties (Owen, 2000). Thus they play a paramount role in preventing forms of social and cultural exclusion, and in promoting the cohesion of society.

How and at what level should political actors take migrant populations into consideration in their decision-making? Independent from the political rights granted, migrant populations often become a theme of policy-making at the local, regional and national level. On the one hand, political actors might try to proactively involve representatives of migrants in political life. On the other hand, policy makers might use the issue of migration as such, and its particular manifestation in the respective country, to justify elements of their political agenda. A major part of the integration process happens at the local level where migrants and nationals interact on a daily basis. Therefore, especially local political actors should be encouraged to consider the realities of social life of nationals and migrant populations, and develop creative solutions to improve the interaction for both groups.

The media plays a major role in establishing a constructive dialogue between migrants and the host society.[34] The ICPD Programme of Action recommends the adoption of public awareness campaigns to prevent and eradicate xenophobia. To this end, media can provide a major vehicle for public discussion and shape the public perception of immigration. There is often a correlation between a stereotyped image of migration portrayed in the

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[34] See article 8 of the Global Agenda for Dialogue among Civilizations. Compare also summary of the workshop "Integration" in the framework of the Eighty-Fourth Council of the International Organization for Migration.

media and the development of xenophobia. This illustrates the importance of a constructive involvement of the media, and of well-informed and balanced reporting.

Textbox 3 – Project description: "The Migrants' Image in Italy through Media, Civil Society and Labour Market"

From emigration country, Italy became an immigration country only in the mid-1970s. Over the past 25 years, the number of immigrants in Italy has risen significantly from 300,000 in 1980 to approximately 1.6 million at the end of 2001, representing 2.8 percent of the total Italian population. These trends are obviously bound to increase and therefore Italy, like many other European countries, is gradually becoming a multiethnic and multicultural society. In this context, the International Organization for Migration (IOM), the Caritas Rome/Statistical Immigration Dossier and the Archive of Immigration have joined efforts to develop a project aiming at improving the perception of migrants in Italy, to enhance their presence and to foster their social integration and labour insertion, while preventing and combating possible discrimination and exclusion.

The project foresees the direct involvement of selected Italian and immigrant actors among the media, services and society. The project has a threefold approach. Through its activities it promotes more balanced and correct information on migrants' presence, representing a growing diversified audience, counteracting stereotypes or the ethnicization of crimes in the media. It also intends to promote a better knowledge and perception as well as self-promotion of migrant communities in Italy to improve interaction between migrants and Italian citizens, between nationals and new minorities.

The project also focuses on promoting the social and labour insertion of migrants. This will be done by improving the level of access to public services for migrants through sensitization and intercultural orientation, training courses

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for agents, civil servants and social workers (local administrations, employment services, business associations and trade unions) and through the development of specific reference material for social and employment services. This project is supported by the European Social Fund (EQUAL) and by the Italian Government.

Source: IOM 2002b: 4, IOM Rome.

2.3 Enhancing international cooperation and country of origin assistance

Which forms of international cooperation can foster and enhance the integration of migrants in the host society, and what are the benefits? Neighbouring countries as well as countries of origin have a particular interest in being involved in the process of integration.

Consultation and cooperation within regions, particularly between neighbouring countries, can lead to the harmonization of integration approaches. Newly emerging regional consultative processes on migration increasingly include the issue of integration in their agendas. For example, within the framework of the Lima Declaration Process, 10 Latin American countries together developed a Plan of Action for 2002 that includes the objectives of harmonizing their countries' approaches to integration, protecting the rights of migrants and promoting the participation of migrants in the host societies. Such coordination of policies can help to share the benefits and burdens of migration: on the one hand, common approaches may in the longer run contribute to a more equal distribution of inward migration between neighbouring countries; on the other hand, cooperation and information exchange can lead to the development of more effective migration management practices.

Cooperation between countries of origin and destination is of equal importance: generally, it allows for a comprehensive

migration management approach that "creates 'win-win' dynamics" for countries of origin and destination, facilitating orderly migration flows and fighting illegal forms of migration (EU Commission, 2003: 34). Specifically, it allows countries of origin to reach out to their diaspora, to help meet their needs and safeguard their rights, and enables host countries to identify and implement effective integration practices. The effectiveness of integration is enhanced when the process already begins in the country of origin prior to emigration. To this effect, it may be useful for host countries to support, among others, education and information schemes in countries of origin, thereby investing both in their own future labour force and the local development of those countries (IOM 2002a).

Countries of origin can assist migrants in various domains. They can provide information on migration opportunities, and offer services that facilitate the completion of necessary administrative procedures (see Textbox 4). The legal system can provide possibilities for migrants to keep their work in the country of origin while migrating abroad temporarily. Insufficient social insurance schemes in host countries can be complemented by an additional insurance coverage. The appropriateness of services provided by countries of origin to assist their migrants depends on the circumstances of their stay. To this end, a free flow of information between host countries and countries of origin is called for.

Textbox 4 – Egypt's multi-agency approach to promote the employment of nationals abroad

Many ministries and government agencies are involved in the management of migration in Egypt; some directly and some indirectly. The first group includes the Ministries of Manpower and Emigration, Foreign Affairs, Interior, Social Affairs and Insurance, Finance, and the Central Bureau of Statistics. The second group includes the other ministries and state agencies which undertake the processing of individual applications for employment abroad, either from their own employees or collective applications from their counterparts abroad. This group also includes public sec-

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tor companies, contractors, as well as Egyptian consulates and diplomatic missions in destination countries.

The Emigration Law No.111 of 1983 has defined and regulated permanent and temporary emigration and called for the establishment of a Higher Inter-Ministerial Committee for Emigration to be headed by the Minister of Emigration. This committee is concerned with migration affairs including the training of prospective emigrants, their registration, providing information on the available migration opportunities and strengthening of the migrants' spiritual and cultural links with the homeland.

Source: Extract from the Egyptian intervention at the Eighty-Fourth IOM Council, December 2002.

3 Relevant sector policies

Sector policies aim at assisting migrants and promoting their integration in a specific domain. While the design of a sector policy is highly country-specific, there are a number of sectors that policy makers typically will need to take into consideration more generally. The following sections will address some important focus areas.

3.1 Language and civic orientation

Integration is a daunting experience for newly arrived migrants. The change of environment and circumstances is often overwhelming. In response, many countries have developed a set of basic integration services to be offered to migrants to help them come to terms with their new surroundings. Usually, these include language courses, cultural and civic orientation, housing assistance and, sometimes, vocational training.

A sufficient knowledge of the language of the host country is probably the most important precondition for integration in all social domains. It is therefore understandable that governments put this high on their integration agenda. But, should language courses be obligatory? Representatives of predominantly labour-sending countries often view obligatory language courses as an attempt to assimilate migrants, while for receiving countries language proficiency is a precondition for social integration.[35] The fact that some migrants have been in their country of residence for several years already without learning the language is often used as an argument in favour of obligatory language training. However, the causes of insufficient language proficiency are diverse and may point to shortcomings in the over-all integration approach. Besides, experience shows that voluntary participation increases learning success.

To ensure voluntary participation in language courses depends on a number of factors. The example of Berlin shows that women often refuse to take part in evening courses because the evening is the most important time for family life (John, 2003:82). Instead, morning courses that in addition offer childcare can increase participation significantly.

Services that offer orientation and information concerning administrative issues, culture and labour market regulations are similarly important for newcomers. Ideally, migrants or migrant associations can run these services themselves, supported by public funding and guidance (IOM, 2000). In this context, it is essential to provide the associations with assured funding to enable them to develop long-term strategies and a sustainable infrastructure.

Civic and cultural orientation for migrants in host countries are sometimes considered a practice of assimilation by countries of origin.[36] Yet, it does not itself constitute such a practice. Orientation courses can simply provide important information to migrants in order to understand the functioning and practices of the host society. In this sense, it helps to avoid misunderstand-

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[35] Supra, note 26.
[36] Supra, note 26.

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ings on both sides. Orientation helps migrants to save time and energy when exploring on their own the often complicated new structures to which they are exposed. Moreover, civic and cultural orientation services offer an opportunity for a first encounter between the newly arrived persons, well-established migrants, and members of the host society. Such institutionally organized encounters bear the potential to develop into informal and personal relations that can contribute to the well-being of migrants.

Textbox 5 – Australia: services provided to migrants

For migrants coming to Australia permanently we offer initial information and orientation provided through internet and publications. Additionally, we offer an adult migrant education programme which provides up to 510 hours of tuition, and 610 hours for people coming in under our humanitarian programme. We have a translating and interpreting service, which is a national service that operates 24 hours a day, seven days a week, and has access to over 100 languages. This service facilitates communication by migrants with government agencies and is free of charge for migrants. We offer community grants that are used to fund migrant resource centres which provide advice and information services to newly arrived migrants, and we have the funding for migrant community organizations which provide self-help type settlement services.

In addition to this general range of programmes for migrants, we developed an integrated humanitarian settlement strategy for humanitarian arrivals. This strategy is designed to meet the initial needs of our humanitarian arrivals and these services are delivered through a range of service providers, many of whom are community-based and also volunteers. The aim of the scheme is to help humanitarian entrants achieve self-sufficiency as soon as possible, and emphasis is placed on sensitivity to cultural differences and on minimum intrusion into the entrants' lives. It is a case-management approach so that we can ensure that the right sort of things are provided to people as they need it. It

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includes such things as providing accommodation, torture and trauma counselling, assistance with provisions of basic goods, such as setting up a household and provision of community support, even friendship for newly arrived people.

Source: Extract from the Australian contribution to the IOM Council workshop on integration.

3.2 Employment and labour market development

For migrants, unemployment leads to a lack of participation in society and thus to isolation (John, 2003: 80). This in turn generates dependence and resentment. Moreover, insufficient employment integration poses a significant burden on social welfare systems and generates negative attitudes within the host society towards the migrants and the migrants towards the host society. In contrast, work gives migrants a feeling of usefulness and of belonging, indispensable for the voluntary participation in the process of integration.

Successful integration of migrants in the host society's labour market has direct positive effects for the migrants, their families and home communities, as well as for countries of origin and host countries. The level of economic integration is an important determining factor for the amount of remittances transferred by migrant workers to relatives and local communities at home, thus helping to reduce local poverty levels (see chapter on diaspora support). Since in many low-income countries remittances surpass foreign direct investment and official development assistance, they are today a major financial source for national development (Ratha, 2003). From the destination countries' point of view, immigration clearly contributed to sustained growth performances of countries such as Ireland (EU Commission, 2003: 11), and the productivity of migrants and their contribution to economic growth increases together with the level of integration.

Yet, recent surveys underline the fact that, on average, immigrants, especially in EU countries, "tend to have a considerably higher rate of unemployment than the native population and to earn less than natives" (Coppel et al., 2001: 17). The unemployment rate among non-EU nationals stands at 49 per cent, significantly above the rate for EU nationals (37%) (Rudiger and Spencer, 2003: 22). Due to the significant wage gap at the time of entry and their often relatively low level of education, many immigrants experience wage disadvantages throughout most of their working lives. The resulting socio-economic disadvantages are often passed on to the second and even third generation.

How can the integration of migrants and their children in the labour market be ensured in times of structural labour market changes? It is the interaction of such factors as an oversupply on the labour market and structural changes in the economy on the one hand, and integration-specific factors such as an insufficient knowledge of the language, an insufficient level of education, inadequate or inappropriate vocational training and work-related discrimination on the other, that leads to insufficient labour market integration. Therefore, integration strategies must take into account the developments on the general and local labour market and training policies adjusted according to labour demand and supply. The involvement of the private sector can facilitate this process significantly.

However, short-term training will not enable migrants to fully adapt to structural economic changes. Owing to the growing relevance of the service sector and the disappearance of many jobs in the low and middle-skill range, the relevant education of migrants and especially of their children becomes increasingly important. As noted in a recent study, "the disappearing middle has left the children of immigrants with the daunting challenge of leaping in a single generation from the low-paid menial service employment opportunities occupied by their parents to well-paid professional and technical jobs requiring advanced education and training" (Ray, 2002). Access to education is thus particularly important for the children of migrants.

Textbox 6 – "Labour-market Integration of Non-Estonians through Vocational Training for the Young and Unemployed in Ida-Virumaa, Estonia"

Through this joint IOM and Estonian Government initiative, vocational training opportunities are provided to 200 young unemployed non-citizens residing in Ida-Virumaa, Estonia in the fields of auto mechanics, carpentry, cooking and baking, computer skills and book-keeping, secretary (record keeping), hotel services, sales (commercial) agent, sewing, construction, electricity and sanitation. The programme will provide participants with toolkits and organize vocational training in local enterprises. Training will facilitate entry into the labour market and integration into a democratic and pluralistic Estonian society as well as contribute to the integral development of the Northeast region. Estonian language training will also be offered during the courses.

Source: IOM 2002a: 10.

3.3 Education and upward mobility

Comparing the performance of education systems, recent studies established a correlation between social background and school performance. In several countries non-native born students show significantly lower literacy rates than native born students (OECD, 2000). In Belgium, Germany, Luxembourg and the Netherlands, this tendency continues for native-born children of immigrant parents. At the same time, as research on school performance of students from specific ethnic communities in the United States shows, certain migrant groups achieve above-average levels of performance (Noguera, 2003). The actual performance of students from specific ethnic backgrounds is strongly influenced by the prevailing stereotypes related to the intellectual ability of these ethnic groups (Steele, 1997, cited in Noguera, 2003).

Education, combined with appropriate anti-discrimination strategies, is a precondition for upward mobility. The existence and actual use of opportunities for children of migrants to improve their position on the social ladder, for example through access to better paying jobs, is essential for social cohesion. As such, education prevents migrant communities from remaining locked into their social position at the lower end of society, and acts to mitigate the development of negative attitudes of migrants and citizens towards each other.

In times of economic restructuring and the growing importance of the service sector in high-income countries, migrant children need the support of an education system sensitive to their needs in finding their place in the labour market. It is often emphasized that the integration costs for society are substantially lower at this stage than the costs for grown-up second and third-generation migrants who are already socially marginalized. In this sense, inclusive education can be considered a preventive measure. Second, the education system is a prime vehicle to promote cultural exchange and mutual understanding. Schools and universities provide a forum for social encounters. For children who are usually more open than adults to form or redefine their attitudes, it is much easier to develop social relations that span ethnic and cultural cleavages.

How can integration policies promote equal access to education? There are a number of measures to facilitate migrants' access to schools and universities, such as pre-school language training for migrant children, special homework assistance for children who speak a different language at home, and integration programmes at leading educational institutions that encourage and promote children from disadvantaged social backgrounds (Council of Europe, 2000: 79, 80).

Within the school curriculum, the teaching of history as well as civic education are important in transmitting a sense of connection to and participation in the local community. Besides, history and civic education classes can help children to understand the challenges and potentials of cultural encounters while combating existing stereotypes. The issue of diversity should thus

be introduced into the school curriculum. Country-specific teaching of history can obscure positive past contributions by migrants to the society and hence may not offer children of migrants and nationals the opportunity to understand the positive impact of migration on society. Such teaching of history misses the opportunity to positively influence public opinion towards migrants at an early stage.

Textbox 7 – France: *Education Prioritaire* as a tool to promote equal education opportunities

In its Bulletin No. 99-007 of 20 January 1999, the French minister of culture and communication announced the redefinition and strengthening of the priority education system. It involves regional and local political bodies as well as schools and universities, and defines *zones d'éducation prioritaire* where the concentration of social difficulties demands special assistance.

The objectives, as defined by the bulletin, are to:

- Reiterate common requirements and education conditions within the zones to ensure equal access by all to education;
- Ensure a common proficiency level of oral and written language;
- Introduce education and training that promote the access for all to information, and strengthen cultural activities and cultural sensitivity;
- Ensure special pedagogic assistance to students from disadvantaged social backgrounds;
- Strengthen civic education;
- Increase the links between schools and parents; and
- Open educational institutes to the whole neighbourhood and develop out-of-school activities.

Within the framework of the priority education system and a reform of the priority education convention in 2001, the Institute of Political Science in Paris, the country's leading institute in the field known to train French political and intellectual leaders, has established new admission procedures (CEP admission) targeting students from disadvantaged social backgrounds. In its 2002 report, the Institute states that, while preserving its high standards, the admission of such students as compared to the total CEP admissions increased in 2002 from 0.5 per cent to 24.5 per cent. One-third of the students hold double nationality and three-fifth have at least one parent from abroad. Seventy per cent of the students admitted through the new procedure are female.

Source: Institut d'études politiques de Paris (2002), Conventions Education Prioritaire; Ministère de la Culture et de la Communication, Circulaire No. 99-007 du 20-1-1999.

3.4 Settlement and residence

What are the particular challenges for settlement and residence policies in the context of migrant integration? Often, foreign populations concentrate in the regions surrounding capitals. The percentage of foreigners in the total population amounts to 27 per cent in the London area, 26 per cent in the Brussels area, 17 per cent around Vienna and 13.9 per cent in the surroundings of Paris (OECD, 2003: 45,48). The formation of neighbourhoods and entire suburbs populated by migrants often reveals the level of separation between "natives" and "foreigners". Extreme examples of *bidonvilles* in the surroundings of large European and North American cities illustrate that settlement and housing policies can lead to social exclusion, and can even endanger local security.

Understandably, migrants often prefer to settle close to their relatives and other compatriots. Therefore, they often choose to

settle in the same community as other people from their country of origin. Indeed, particularly when they first arrive, family and a familiar community – familiar language, food, religious sites, etc., – can be an important source of support to migrants. This important immediate rooting tends towards the natural development of separate communities composed of foreigners. Moreover, applicable human rights principles provide for freedom of choice of residence. However, this tendency toward separation limits integration and can exacerbate social tension and even result in violence, such as was the case in recent riots in Germany and the United Kingdom surrounding migrant housing complexes. A separate migrant community can be seen as more different and therefore more threatening to the host society. It can be perceived as choosing to remain separate, as rejecting the host culture, and as threatening the cohesion and unity of the society. How can governmental policies take account of these competing considerations?

3.5 Health care and social assistance

In times of changing social security systems and of provisions becoming increasingly expensive for citizens, the question of how to guarantee health care and social assistance for migrants requires careful consideration. The ICPD Programme of Action recommends in its Chapter 10 the equal treatment of citizens and migrants legally staying and working in the host country. This recommendation reflects the recognition that migrants are required to contribute to the social system in the same way as citizens and therefore ought to similarly benefit from them.

Increasing temporary and circular migration, on the other hand, brings with it the need to consider new approaches to social assistance regimes. Where temporary migration occurs within the framework of migration programmes, policy makers have the opportunity to design and clarify the conditions of social security prior to the arrival of the migrants. Cooperation between home and host countries can open new avenues for making information available to migrants, explore the possibili-

ties for retention of country of origin benefits and, in some cases, can even assist in sharing of assistance burdens.

Irregular migration challenges the approach based on equality that grants equal health care and social assistance to all persons legally present in a country. While foreigners who entered the ter- ritory of the host country by illegal means cannot expect to receive equal treatment in terms of social assistance, consideration should be given to basic services, such as emergency health care.

3.6 Regularization, naturalization and nationality (citizenship)

The regularization of irregular migrants is not itself an integration measure. Yet, it is a precondition to make integration measures accessible to migrants in an irregular situation. Should these migrants be regularized and, if yes, how can the sustainability of such measures be ensured? The costs and benefits of regularization are the subject of much debate and controversy. Proponents of regularization campaigns argue that this measure is necessary to be able to manage the large numbers of migrants staying illegally in the country of residence by making integration measures available to them. Opponents argue that such measures will attract additional illegal migrants and result in an increase of illegal migration. In their view, regularization campaigns would therefore need to be accompanied by measures to deter additional illegal migration.

In practice, regularization campaigns, which would make integration measures available to undocumented migrants, will only be effective if they are an integral part of a comprehensive approach to migration management. This approach should also include enhanced regular migration opportunities, improved border management and appropriate information made available to potential migrants.

Textbox 8 – The new Greek immigration law and progammes for the legalization of migrants in an irregular situation

In order to respond effectively to questions of immigration and, in particular, integration of migrants in Greek society, as well as the issue of irregular immigration, Greece adopted a new legal framework filling the loopholes of previous legislation by adopting two laws in 2001 and 2002. The new laws provide for the granting of residence and working permits to immigrants who entered Greece legally, as well as for the legalization of immigrants living in Greece without a permit. The objectives of the new law are: entry control of clandestine immigrants, their progressive legalization as well as economic and social integration of legal immigrants in the spirit of the protection of human rights of migrants. It provides for:

- Access for migrants to the labour market;
- The protection of the rights of migrants;
- The integration of migrants into Greek society (for example education of their children, access to the legal, social security and health system);
- Family reunification;
- Creation of special immigration services at the central and regional level in order to push forward the implementation of migration policies.

Taking into account the migration flows of the 90s, much of which was irregular, Greece initiated two legalization programmes for immigrants, in 1998 and 2001, respectively. According to the results of an evaluation of the first programme, 380,000 individuals applied for a white card, i.e. a provisional residence permit, and 220,000 persons applied for a green card (temporary residence and working permit).

Source: Extract of the Greek intervention in the framework of the Eighty-Fourth IOM Council, December 2002.

The naturalization of migrants is also the subject of much debate and controversy.[37] When is the right moment to grant access to nationality? Depending on a country's approach to nationality, naturalization can be seen either as an instrument conducive to integration, or as the final step in the integration process. It is often argued that nationality reinforces a migrants' sense of belonging to the host society and consequently enhances their active participation in all domains of society. This does not mean that nationality should be handed out without restriction – every state defines for itself the criteria (e.g. length of residence, mastery of the language or knowledge of civic duties) subject to which nationality can be granted.

A mixed or gradual approach tries to maximize the advantages of naturalization while limiting any possible negative consequences. Options include providing the right for non-nationals to vote at the local or national level, and the right to political representation at the local level. The concept of civic citizenship, promoted by the Commission of the European Union, is an example of a gradual process towards citizenship (see Textbox 9). However, the gradual concept is not without its own risks, as "the granting of the status may be purely cosmetic, in that it may state rights and obligations which apply to the third-country national anyway" (Handoll, 2002: 25). A gradual approach would contribute to the integration of migrants only if it indeed conferred additional rights to migrants.

Textbox 9 – The EU Commissions' concept of civic citizenship

In its Communication COM (2000) 757 of November 2000, the Commission introduced a concept of civic citizenship, defined as guaranteeing certain core rights and obligations to immigrants which they would acquire gradually over a period of years, so that they are treated in the same way as

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nationals of their host state, even if they are not natural-
ized. The Charter of Fundamental Rights establishes a basic
framework for civic citizenship, some rights applying
because of their universal nature and others derived from
those conferred on citizens of the European Union.

*Source: EU Commission, 2003: Communication on Immigration,
Integration and Employment, p. 23.*

Another related issue is the question of dual nationality. Many
countries require foreigners to give up their previous nationality
when granting them citizenship, just as many countries do not
permit their own citizens to acquire a new nationality without
simultaneously relinquishing their old one. This can have sig-
nificant psychological and practical consequences. On the
psychological level, such a decision might create the feeling of
irreversibly cutting the link to the country of origin. In practical
terms, the loss of nationality can result in the loss of property
and property rights. Here, close cooperation between countries
of origin and the host country might help to develop solutions
that take into consideration the interests of both the migrants
and the respective countries.

Textbox 10 – Issues of Nationality and Naturalization in Haiti

Haiti has established a Ministry in charge of relations with
Haitians abroad. Its purpose is to maintain relations with
the diaspora, to assist them in their needs, and to facilitate
the transfer of remittances. Among other activities, the min-
istry regularly invites representatives of Haitians from
several countries, including European countries and
Canada, to inquire about their experiences and difficulties
in trying to integrate into their host countries. One of the
main problems enumerated by the migrants is linked to
citizenship. Haitians do not have the right to attain a sec-
ond citizenship. Therefore, many of them gave up the

Haitian citizenship to benefit from the naturalization in their host countries. As a result, the access to property in Haiti becomes problematic since they are no longer Haitian nationals.

Source: Extract of the contribution of a Haitian diplomat to the IOM Council workshop on integration.

4 Conclusion

The purpose of this paper is to give an overview of the objectives commonly pursued by integration policies and to discuss the challenges policymakers encounter when developing and implementing integration strategies.

Whereas the chosen goals of integration services will differ from country to country, three challenges emerge as deserving special consideration. First, present migration patterns lead to increasingly diverse cultural influences in host societies. These influences need to be put to constructive use while preserving social cohesion and unity. Second, effective policy strategies should involve all the relevant stakeholders in the process of integration. Third, international cooperation on this issue needs to be strengthened for the benefit of the migrants, the host societies and the countries of origin.

In addition to these general challenges, many questions concerning sector policies have been raised. For instance, how can host countries ensure economic integration in times of structural labour market changes? How can integration policies promote equal access to education and enhance upward mobility of migrants at the lower end of the social scale? Should language courses for migrants be obligatory? When is the right moment to grant access to nationality?

Each country will have to carefully consider these and many more questions before developing its specific set of policy

responses, in the light of known effective practices and with the help of all stakeholders concerned, including the migrants themselves.

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COMPREHENSIVE AND SOLUTIONS-ORIENTED APPROACHES TO ADDRESSING IRREGULAR MIGRATION

The rapporteur's report on the workshop

It is with great pleasure that I address the audience to give a brief overview of today's workshop on the issue of irregular migration.

At the very beginning, we agreed that the phenomenon of irregular migration challenges the concept of the welfare state by undermining the solidarity within a given society. Therefore, one aim of approaches to address irregular migration is to preserve the coherence and solidarity within societies. Moreover, the society as well as regular migrants need to be protected from criminal activities linked to irregular migration. In order to assure public support for immigration programmes and regular migration, national policies must be efficient. Also, the human rights of migrants must be protected. On the national level, there is a need for dialogue between the private sector and governments to improve national policies on migration as a whole.

The discussion went on to focus on root causes of irregular migration: complex socio-economic conditions in countries of

origin, transnational criminal networks, restricted migration policies of destination countries, and weaknesses of the legislative framework in countries of origin are among the most relevant. We also stressed the need for appropriate information to be made available to potential migrants in countries of origin. Often, there is a significant gap between the perception and reality of opportunities in destination countries.

Several delegates pointed to the responsibility of countries of destination to receive migrants in full respect of their rights while migrants, in turn, must respect the laws of the host society. It was pointed out that regularization of irregular migrants is not a long-term solution. Delegates highlighted that it can help to identify and protect irregular migrants, especially those who are victims of trafficking. However, this may act as a magnet attracting more irregular migrants.

One delegation suggested a description of how a properly managed migration system could work ideally as a means to gauge the deficiencies of systems as they exist today. I will present these points to you now:

1) Regular migration occurring in accordance with national/ sovereign laws.
2) Reasonable opportunities to people to access lawful permanent and temporary migration opportunities.
3) Support for migration programmes within the community of destination countries.
4) Appropriate protection provided for those people in need, including resettlement when appropriate.
5) Prompt return to their country of nationality of persons with no permission to remain in other States.
6) Respect of the human rights and dignity of migrants.
7) Aid and development cooperation providing alternatives to irregular migration.
8) Strong institutional systems – personnel and technology.
9) Effective bilateral and multilateral cooperation in managing specific flows.

It is important to note that the actors involved in the dialogue for the establishment of a system of migration are not only the States but also non-governmental organizations and the international institutions.

Finally, the delegates agreed that solutions must be comprehensive in taking into account all the actors and variables of the migration equation. We must provide opportunities for regular migration while addressing irregular migration, and find approaches for protection and enforcement. The solutions must include capacity building and cooperation. States must develop solid migration management systems that transform irregular migration into regular migration. Simultaneously, new partnerships at the national, regional and international level must be established to share knowledge and best practices.

Managed in this way, migration could become beneficial for all States involved. Thank you very much for your attention.

COMPREHENSIVE AND SOLUTIONS-ORIENTED APPROACHES TO ADDRESSING IRREGULAR MIGRATION

Overview

The workshop on comprehensive and solutions-oriented approaches to addressing irregular migration took place on 3 December as part of the Eighty-Fourth Session of the Council of the International Organization for Migration.

After a brief introduction of the topic, the facilitator invited participants to raise issues of interest and to contribute opinions. The discussion that followed was informal in nature, and high-lighted common as well as divergent points of view.

While it was impossible to deal in depth with each of the many topics linked to irregular migration, the participants warmly welcomed the opportunity to discuss these often sensitive issues within the framework of an informal forum.

As one of the most important results of the workshop, there was broad consensus among delegations that the phenomenon of irregular migration needs to be addressed in a comprehensive

way. Such diverse yet interrelated issues as legal migration opportunities, trafficking and smuggling, root causes, irregular transit, human rights, and many others are all potentially important components of a comprehensive approach. To this end, cooperation among all stakeholders at the national, regional and international level must be established.

Summary of the discussion

Participants were first invited to identify the main problems produced by irregular migration and the role that migration management can play. It was pointed out that irregular migration can be seen as an outgrowth of the lack of protection or realization of human rights, including economic, social and cultural rights.

A large number of delegations spoke of the need for regular migration opportunities and linked the lack of these opportunities to irregular migration. One delegation noted that migration challenges the concept of the welfare state, the latter being based on solidarity between citizens. Migration that is not managed in a sustainable way, and especially irregular migration, can undermine this solidarity and the ways in which welfare states are functioning.

As a point of departure for assessing where current policies and approaches fall short, one delegation presented nine characteristics which a properly functioning migration management system might display:

1) Regular migration occurring in accordance with national laws and regulations.
2) Reasonable opportunities for people to lawfully access temporary and permanent migration opportunities.
3) Support for migration programmes within the community of receiving states.
4) Adequate protection provided for persons in need, including resettlement where appropriate.

5) Prompt return to their countries of origin of persons unlawfully in other states.
6) Respect of human rights and dignity of the migrants.
7) Co-development, including alternatives to regular migration.
8) Strong institutional systems (in terms of personnel as well as technology).
9) Effective bilateral and multilateral cooperation in managing migration flows.

The image of migration within host societies in particular is endangered by irregular migration. Host societies tend to link the phenomena of legal or regular migration and irregular migration, and subsequently the criminal activities that irregular migration might involve. As a result, public support for migrants and for regular migration programmes decreases.

In consequence, a key task for national governments is to ensure and promote public support for national migration policies, including promotion of a positive image of migration. Simultaneously, the protection of migrants, their rights and their dignity must be ensured. In order to measure the capacity of a society to absorb and integrate migrants, the concept of a "threshold of tolerance" was discussed.

Participants emphasized the importance of a dialogue at the national level between governments and the private sector to better adjust national policies and programmes for migration. As labour migration grows worldwide, this dialogue is all the more critical.

The discussion went on to identify predominant root causes of irregular migration. Concerning countries of origin, participants pointed to complex socio-economic conditions that prompt people to migrate. Confronted with a lack of effective migration management and law enforcement in the source countries on the one hand, and restrictive migration policies of destination countries on the other, potential migrants often decide to migrate illegally. This decision is facilitated by the existence of well-

organized transnational criminal networks that offer their services to migrants, most often at high fees and in dangerous conditions. In addressing root causes, countries of origin and destination therefore need to develop joint approaches to improve the difficult economic conditions in source countries.

There was a broad consensus among the delegates that information for potential migrants on legal opportunities as well as the conditions and regulations in destination countries is essential. Often, there is a significant difference between the migrants' perception of opportunities and the actual situation in destination countries.

Raising the question of responsibilities, the participants emphasized the duty of destination countries to receive migrants in full respect of their rights. At the same time, migrants are obliged to respect the laws and regulations of the host societies.

While the participants agreed that regularization of illegal migrants in destination countries could help to ensure their protection, some expressed their fear that such practice could encourage further irregular migration.

Underlining the nexus between migration and asylum, there was broad agreement on the need to ensure the protection of genuine refugees. In this context, the Global Consultations on Protection and the Agenda for Protection were mentioned as relevant in this regard.

Many delegates stressed the need to involve all stakeholders in the establishment of a migration management system. In particular, civil society organizations and national and international NGOs and intergovernmental organizations should be included. Comprehensive solutions require elements of capacity building in countries of origin, transit and destination, as well as sound cooperation at the national, regional, and international level.

DIASPORA SUPPORT TO MIGRATION AND DEVELOPMENT

The rapporteur's report on the workshop

Madame Chairperson, Mr. Director-General, distinguished delegates,

I am extremely pleased to be able to report on the discussions that took place in our workshop. I shall by no means be attempting an in-depth analysis of all the enriching examples put forward by delegates during the discussions. I shall limit myself merely to underlining the salient points. As the time available to me is limited, I may well overlook some key details, but the delegates who attended the workshop will be able to bring them up in the discussion that will follow.

First of all, what is the diaspora?

The diaspora results from the movement of people from one country to another influenced by various factors (economic, social, political) that affect all strata of society and all countries. Such movements have been accentuated by globalization and, in the specific case of the "brain drain" – one aspect of the diaspora – by the nature of science itself, which has developed since time immemorial thanks to the free circulation of ideas and persons.

So what is the role of the diaspora?

First of all, a general consensus was expressed as to the role of the diaspora as a player in the development of the country of origin. All delegates agreed that the diaspora gives rise to a relationship of partnership between sending and receiving countries. As such, it is a system of co-development between three players: the country of origin, the host country and civil society, represented by the diaspora.

The discussion centred on "how" to take advantage of the diaspora in two respects, namely money remittances and transfers of expertise, as ways of contributing to the development of the country of origin. To that end, the diaspora needs to be enhanced and supported by local authorities and States.

In the case of money remittances, the State has a crucial role to play in channelling investments from the diaspora, which would otherwise remain dispersed. First, it is necessary to:

- Institutionalize and streamline the methods of remittance;
- Channel the remittances toward local development projects;
- Mexico's "3 for 1" programme, for example, jointly involves the State, local authorities and associations of migrants;
- Establish a system of loans and grants by opening lines of credit (this is being done in Tunisia);
- Reach agreement with funding agencies to reduce fees charged for transfers of income.

As regards the transfer of expertise, many solutions have been considered for taking advantage of the circulation of skills:

- The MIDA programme in Africa;
- Conferences bringing expatriates together so as to keep in touch with them;
- Intensify the university-related aspect: programmes of temporary visits or short stays for expatriate professors to enable them to follow up thesis projects or give specific university courses (Benin, Tunisia).

The discussion also covered the question of increasing aid, financial contributions and how to improve the links between migration and the development of countries of origin. In this regard:

- It is necessary to expand the MIDA programme in Africa by geographical subregions;
- In Europe, the European Commission today (3 December 2002) released a *Communiqué* addressing the relationship between migration and development and designed to promote intensive dialogue with developing countries in a spirit of partnership.
- A regional consultation process could form the operational framework for implementing migration and development-related initiatives;
- It is necessary to increase the opportunities for access by countries of origin to training and the development of the skills of their nationals.

I thank you for your attention.

DIASPORA SUPPORT TO MIGRATION AND DEVELOPMENT

Workshop summary

Overview

The workshop on Diaspora support to migration and development took place on 3 December 2002, in the framework of the Eighty-Fourth Session of the IOM Council. The facilitator opened the workshop by inviting participants to enter into an informal discussion that would allow for a common understanding of and address the "best uses" of diaspora and its contribution to development in countries of origin.

The discussion emphasized the need to strengthen cooperation and active partnership between countries of origin, host countries and migrants.

During the workshop the issues of how to minimize the negative impacts of "brain drain" and how to optimize the positive impacts of "brain gain" and "brain circulation" were emphasized. Obstacles to the achievement of these efforts, such as high transaction costs in transmitting remittances, were identified. Specific intervention, including efforts to manage remittances more effectively and the IOM-sponsored MIDA programme, were discussed in some detail.

Delegates shared diverse experiences on the role of diaspora in facilitating the development of countries of origin. The participants agreed on the importance of addressing the linkages between migration and development, and expressed appreciation for the relevance of this workshop.

Summary of the discussion

What is the diaspora? The diaspora is the result of a large-scale movement of people from one country to another over a long period of time. Such movements are influenced by various factors (economic, social and political) that affect all strata of society and all countries. *What is the role of the diaspora?* A general consensus was expressed as to the role the diaspora plays in the development of the country of origin. All delegates agreed that the diaspora gives rise to interlinkages between origin and destination or host countries. As such, it is a system of co-development between three players: the country of origin, the host country and civil society as represented by the diaspora.

The discussion centred on "how" to take advantage of the diaspora in two ways, namely remittances and the transfer of expertise. These were identified as ways of contributing to the development of the countries of origin. To that end, the diaspora needs to be assisted and supported by local authorities and States.

Regarding remittances, the State has a crucial role to play in channelling investments from the diaspora, which would otherwise remain dispersed. It is necessary to institutionalize and streamline remittances sent to countries of origin. This will facilitate and give incentives to migrants to send money back through formal channels. Due to the high transaction costs and complicated procedures in transferring money through banking, some migrants engage in unofficial transfers through non-institutional channels, which can compromise their contribution to development. Delegates stressed the need for agreements between States and relevant financial institutions on ways to reduce transmission costs and improve efficiency and accessibility for users. However, it was emphasized that countries of

origin need to apply sound economic policies and have well-supervised financial systems in order to facilitate this process.

The discussion went on to focus on the ways financial institutions can capture remittances and channel them toward investment in local development projects. One example mentioned was to establish a system of credit lines with reduced interest to stimulate investment in community-based activities. Special attention was given to Mexico's "3 for 1" programme, a joint investment which involves the State, local authorities and associations of migrants. The programme is successful at the national level and could potentially be expanded to bilateral and regional levels. Participants were interested in this programme and requested additional information.

As regards the transfer of expertise, many options were considered for taking advantage of brain circulation. IOM's Migration for Development in Africa (MIDA) was addressed as one possible solution. This progamme involves temporary or permanent transfer of vital resources and skills to support the development of countries of origin. The program works in promoting a legal status for the diaspora in destination countries and relocates the resources and skills of African migrants through a variety of actual and virtual transfers. However, one delegate pointed out that some African countries are not covered by the MIDA programme and thus recommended expanding the programme into other subregions in Africa. In addition, several participants suggested Regional Consultative Processes as a mechanism that could form the operational framework for implementing migration and development-related initiatives.

It was also proposed to use conferences or consultations to begin dialogues for exchanging ideas and viewpoints between migrants' abroad and the government of countries of origin in order to identify solutions to development problems. In building this network of migrants, one delegate suggested creating a mailing list of the national diaspora abroad. These consultations would also serve to raise awareness and to enhance the chance of young people working abroad legally and minimize irregular migration and resort to smugglers. Another example was to

intensify higher learning programmes, including facilitating temporary visits or short stays for expatriate professors, enabling them to work on thesis' or to teach university courses. Even though this solution does not require the permanent return of skilled migrants, the countries of origin can benefit from their experiences and knowledge through their temporary visit.

The discussion also covered the question of increasing aid and financial contributions of host countries. For example, several delegations recommended that countries of destination promote skilled migrants to make short stays in their countries of origin, notably doctors and IT specialists. In addition, one delegate requested an open door for the exchange of students, including looser restrictions for student visas and registering for international students, especially in the United States. Moreover, due to the cost of tuition after converting currency, more financial support for foreign students is needed. Finally, considering that many countries have activities on diaspora support for development, the creation of a global inventory of such activities would be very useful for the future.

DIASPORA SUPPORT TO MIGRATION AND DEVELOPMENT: CHALLENGES AND POTENTIALS

Introduction

The ever more complex migration processes occurring within a globalized world environment have led to the emergence of new ideas, concepts, practices and policies in the field of migration. The concept of migrant diasporas is one of the emerging central themes in the global migration and development debate. Transnational practices of diasporas are reshaping the geographic implications in terms of countries of origin and of destination and, consequently, of appropriate migration policies themselves. Diasporas often forge a space leading to the emergence of transnational communities. That space is itself characterized by community members who are dispersed over many countries of the world.

Migrant diasporas are increasingly perceived as playing an important role in the economic and social development in their countries of origin. Modern communication and transportation technology makes it easier for migrants to maintain links with their home countries, and also facilitates the transfer of skills and funds. Thus, migrant communities abroad are increasingly perceived as providing a valuable input towards economic development in their home countries.

Within this context, the present paper seeks to identify the major challenges in the migration and development nexus, and the contributions to be made by the migrant communities abroad. It begins by setting the conceptual framework for an understanding of modern-day diasporas and the role they can play in facilitating development. The paper explores three main themes: (a) transfer of skills, (b) transfer of funds and, (c) the benefit of partnerships between home and host countries in addressing these issues. Regarding the transfer of skills, the paper explores the challenges of minimizing the negative effects of brain drain and of optimizing the positive contribution of brain gain and brain circulation. As to the transfer of funds, the paper explores the issues involved in sending remittances home and their contribution to the economic and social development in the countries of origin. Lastly, the paper emphasizes the benefit of strengthening cooperation and active partnerships between countries of origin, host countries and the diasporas themselves. Ongoing dialogue between relevant stakeholders will serve to facilitate a better understanding of the dynamics of migration and the inter-linkages with development, and to reinforce active partnerships and cooperation towards peace and stability in general.

1. Basic considerations

1.1 Defining diasporas

The word "diaspora" is derived from the Greek term for "dispersion" and "to sow" or "to scatter". The ancient Greeks thought of diaspora as a neutral term for migration, settlement and colonization. It also denotes a remaining linkage to the original home country or community and a continuing relationship in emotional, political and economic terms. However, more recently the term is used predominantly to refer to the painful Jewish, African and Palestinian experience of retention and alienation from their homelands (Cohen, 1997). Other population groups abroad with strong collective identities have also defined themselves as

diaspora, resulting in a more broad-based usage and definition of the term (Van Hear, 1998).

Here the term "diaspora" will be used to refer generally to groups or communities of migrants resulting from movement of people from one country to another over an extended period of time. This migration process has been accelerated by globalization, and the developments in information and communications technology and the generally facilitated access to means transportation. While diasporas have established themselves permanently abroad, they remain characterized by an acute awareness of their origins and identities and their continuing linkages with their home countries.

The factors motivating migration are complex and interrelated. Major causes for the movement of peoples include political upheaval and war, as well as natural and man-made technological/environmental disasters.[38] These are commonly referred to as "push factors". Major "pull factors" for migration are the search for improved economic and personal opportunities, training and professional improvement.[39] This paper will focus in particular on this latter motivating factor.

1.2 Diaspora as an agent for development

Not only is international migration rising rapidly, the possibilities for migrants to maintain close contact with their home communities in countries of origin and to contribute to local economic and social development are also increasing. The support that diasporas are able to provide both to the process of migra-

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[38] Natural disasters include such events as, e.g. prolonged drought, floods, hurricanes, volcanic erruptions. Examples of technological disasters are the collapse of hydroelectric dams, leakages from nuclear plants or massive oil spills.

[39] For more information on push and pull factors, consult the policy articles on "Comprehensive and Solutions-Oriented Approaches to Irregular Migration", IOM Dialogue on Migration, Eighty-Fourth Council Session, December 2002.

tion and related development opportunities may very well result in a situation where the migrant communities abroad, the host and home countries stand to benefit. This paper will explore the central challenge for policy makers involved in harnessing diaspora support for migration and development through the two principal vehicles available: (a) the transfer of know-how, and (b) remittances. This interrogation leads to the further question of how governments and public institutions could support diaspora efforts and thereby leverage their own development efforts most effectively.

The contributions diasporas can potentially make are threefold and may be summarized in terms of human, financial and social capital, with each able to affect the country of origin in particular ways, intended or unintended, on the part of the migrant. The first, human capital, can derive from diasporas who moved to more developed countries and benefit from higher education and training, and their cumulative experience that, in turn, can contribute to the development of the home country. Second, a portion of the financial capital accumulated by diasporas abroad is often repatriated to the country of origin in the form of remittances and helps to invigorate the local economy and modernize such important sectors as health and education and thus benefit the home community and the population as a whole. Third, migrants also accumulate social capital. Networks based on returning diaspora members and their links to host countries can provide developing countries with access to more developed markets and can be instrumental in orienting foreign direct investment towards the home country (Hunger, 2002).

2. Major challenges

2.1 Tapping into human capital

The challenge to governments and other actors concerned to gain a comprehensive understanding of international migration processes is becoming increasingly complex, especially when

considering the growing incidence of bilateral and multilateral agreements negotiated between governments in the major regions of the world concerning, for instance, labour migration, or various commitments on the temporary movement of natural persons as provided for under the General Agreement on Trade in Services (GATS). In many receiving countries, skilled and semi-skilled migrants are already being counted on to fill certain labour shortages in, e.g. agriculture, construction or some service sectors such as the catering and hotel industries. In that way, migration may be perceived as a means of relieving some of the growing demographic pressures caused by ageing populations in advanced regions, as well as of high unemployment in the poorer countries.

It is possible to distinguish between broad categories of labour-related migration: unskilled, semi-skilled and highly skilled. The term brain drain is often applied to describe the outflow of the highly skilled whose departure often leaves the local labour force short of the necessary human capital to advance the local economic and educational infrastructure. These potentially negative effects on countries of origin have long been noted, including the loss of skilled manpower in key sectors of national development, particularly in health, education and technology. On the other hand, many developed countries face a shortage of specialized skills, especially in such areas as information technology and the medical services. In response to these opportunities, developing countries are increasingly interesting in meeting such needs by emphasizing the skills and training relevant for employment abroad. However, brain drain can harm countries at all income levels, and is a major impediment for the economic development and progress of low-income countries, where economic growth can be seriously hampered by the loss of return on their investment in education and training.

Recent studies have explored the relationship between migration and home-country development, and the optimal level of brain drain. The possibility of emigrating in search of higher wages can stimulate the offer of and recourse to further education, thus increasing domestic enrolment in education and training institutions, raising the average skills level of the local workforce and stimulating economic growth in the country of

TABLE 3

TOTAL ISSUE OF USA H-1 (H-1A AND H-1B) VISAS, 1989-1999

	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
India	4.4	4.6	6.9	10.7	18.0	22.9	26.3	32.0	39.3	44.0	47.2
China	1.7	1.0	1.9	1.7	2.4	2.5	3.2	3.9	4.0	4.2	5.0
Philippines	12.4	12.4	12.2	14.6	18.0	17.8	17.0	7.7	3.3	3.0	2.6
Mexico	6.0	6.4	5.4	4.8	3.1	2.3	2.5	3.2	3.5	2.5	2.1
Russia	4.6	6.3	6.6	3.2	4.5	2.5	2.0	2.1	1.7	1.5	1.4
Total LDCs	29.2	30.8	33.1	35.1	46.0	48.1	50.9	48.8	51.8	55.4	58.2
UK	13.6	12.2	14.8	13.0	9.5	8.6	8.1	9.3	8.6	6.9	5.7
Japan	7.5	6.5	8.7	5.4	5.1	4.5	3.5	4.0	3.6	3.1	2.9
France	4.7	3.9	4.1	3.3	2.1	2.0	2.1	2.4	2.3	2.3	2.3
Germany	3.7	2.8	3.2	2.9	2.4	2.2	2.5	2.5	2.6	2.5	2.1
Australia	1.8	1.4	1.9	1.9	2.0	2.1	1.8	1.9	1.8	1.8	1.4
Total Developed Countries	31.4	26.8	32.6	26.5	21.1	19.5	17.9	20.2	19.0	16.7	14.3
Others	39.4	42.4	34.3	38.4	32.9	32.4	31.2	31.1	29.3	27.9	27.4
Total No. of Visas	48,820	58,673	59,325	51,667	42,206	49,284	59,093	60,072	80,608	91,378	116,695

Examples are the H-1A and H-1B temporary visas for workers admitted to the United States to perform services in spaclity occupations. These data show the percentage increase of highly skilled migrants from developing countries from 46 per cent out of the 42,206 visa issued in 1993 to 58.2 per cent of the 116,695 visa issued in 1999.

Source: Quoted by Commander S., M. Kangasniemi, and L. A. Winters (2002).

origin (Lowell, 2001). Although it is difficult to determine an optimal level with any confidence, a consideration of the risks and potential benefits of brain drain is essential for the formulation of effective migration policies in both home and host countries.

While some studies focus exclusively on the absolute loss to the home country of highly skilled manpower, others evaluate migration from a more dynamic perspective (Burki, 2000). From that point of view, it is deemed beneficial for those who cannot be productively employed at home to migrate. Once abroad, they can trigger investments in their homeland through remittances. Migrants acquire new skills and experiences that may be of use to their home countries and create positive effects depending on the linkages migrants establish and maintain with their home countries.

Public policies regarding highly skilled migrants have over time evolved to include both the negative effects of emigration along with measures to mitigate them, as well as an emerging emphasis of the potentially positive effects of emigration and the best means of benefiting therefrom. Policy measures to counter the brain drain included compensatory financial mechanisms such as taxation (Bhagwati, 1976), the regulation of flows and restrictive policies to discourage the emigration of the highly skilled (Meyer *et al.*, 1997). However, these measures do not address the causes of migratory flows, such as an insufficient economic base in the country of origin to absorb the skilled manpower. The second approach was developed from these limitations and stressed the return options, both permanent and temporary, available. Increasingly, governments are developing policy approaches, which recognize the positive effects of migration on development, including the productive use of remittances transferred from skilled and unskilled migrants abroad.

When they return, migrants also bring back know-how, skills and experience that can benefit the home country. This has been referred to as brain gain and the process can infuse more in terms of net value and lead to a more efficient allocation of skills in the receiving country. A migrant diaspora is important for the success of return strategies, particularly in reinvigorating the links

toward productive activities (particularly national science and technology).[40] As returning migrants also establish or maintain linkages with international business communities they can also be instrumental in improving their home country's access to and participation in relevant sectors of the world economy. In turn, this can lead to more inward foreign direct investment, which can act as an important economic growth factor and generate production and employment in migrant-sending countries.

Countries of origin can also benefit from what is termed brain circulation by, for example, facilitating the temporary presence of expatriate highly skilled professionals to work on specific research projects or to teach university courses. Visits by teachers, health professionals and other skilled persons – particularly lecturers in universities, polytechnics and medical training institutions – can provide the necessary means and stimulus for the development of the education sector. While this approach does not require the permanent return of skilled migrants, the countries of origin can benefit from their experiences and knowledge not only while they are present in the country, but also through modern means of electronic communication and interaction to continue particular training through, e.g. distance learning or the participation in virtual consultation.

2.2 Tapping into financial capital

The gain in human capital through skilled-labour migration, combined with the concomitant flows of remittances and other resources, contributes to the potential beneficial effects of regular migration. By assessing the general importance of remittances and their best possible allocation in the economic activity of the sending countries, governments would be able to formulate policies aimed at utilizing such resources and the role of migrants and their communities to the benefit of the local economy (Gammeltoft, 2002).

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[40] Gaillard, G., and A.M. Gaillard (1997) "Introduction: The International Mobility of Brains: Exodus or Circulation?" Science, Technology and Society, 2(2): 195-228.

According to the World Bank *Global Development Finance* (Ratha, 2003), in 2001 officially recorded remittances had reached US$ 72.3 billion. The total value of remittances flowing through official channels worldwide more than doubled between 1988 and 1999 (see Table 2 on following page). However, the actual value of remittances is believed to far exceed that amount, as only a portion flows through official channels and is officially counted. Informal transfers are estimated to actually double or triple the total amount of remittances (Lowell, 2001; Puri and Ritzema, 1999). Even counting only the officially recorded remittances, in some countries they exceed total net foreign direct investment flows (FDI) and may represent a more constant source of income for developing countries (see Table 3 on following page). In the absence of major political upheavals, such as occurred in the Gulf region, and that adversely affected large numbers of migrant workers, remittances can be a more stable and less volatile source of national income than other private flows, both direct and portfolio, which tend to be sensitive to the economic cycle in the countries concerned.[41]

Statistics by the *Inter-American Development Bank* (2001) show that remittances into Latin America and the Caribbean exceeded Official Development Assistance (ODA). In fact, they correspond to nearly one-third of the region's incoming foreign direct investment, and account for at least 10 per cent of GDP in the Dominican Republic, Ecuador, El Salvador, Haiti, Jamaica and Nicaragua. There is also evidence that substantial remittances are increasingly substituting official development assistance to the poorest countries in sub-Saharan Africa and South Asia (Gammeltoft, 2002).

The total amounts transferred in the form of remittances clearly highlight the importance of these flows. The effect of remittances is felt at the **micro** (household**), meso** (community) and the **macro** (national) level. At the micro level, remittances affect the purchasing power of families of migrant workers. If remittances in receiving countries are used to support local producers, it can

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[41] For instance, during 1998-2001 following the Asian financial crisis, FDI and official flows declined while remittances were more stable and continued to rise in 2000-2001.

TABLE 4

MIGRANT REMITTANCES FROM VARIOUS WORLD REGIONS,
1988 TO 1999 (IN USD MILLION)

| Year	Africa	Americas	Middle East	Asia	Europe	Developing Country Total	World Total
1988	2,998	3,194	5,644	6,365	6,396	24,597	34,568
1989	3,119	3,737	4,828	6,921	9,370	27,975	37,847
1990	3,589	4,751	6,320	6,777	12,722	34,159	45,933
1991	3,423	5,793	5,539	7,317	4,924	26,996	38,998
1992	4,838	7,252	8,005	7,254	3,280	30,629	43,573
1993	4,946	7,470	7,782	7,807	3,534	31,539	43,727
1994	4,884	9,653	5,864	11,097	3,938	35,436	47,598
1995	5,383	11,499	5,590	11,786	5,113	39,371	51,761
1996	5,464	11,239	5,825	15,380	5,609	43,517	55,896
1997	6,389	12,036	6,560	21,066	6,130	52,181	63,153
1998	6,492	13,235	6,154	15,566	7,650	49,097	60,409
1999	5,993	14,589	6,203	17,906	6,520	51,211	62,976

Source : IMF, 2000.

TABLE 5

TOP TEN RECEIVING COUNTRIES OF MIGRANTS REMITTANCES,
2000

Country	Remittances (US$ Thousands)
India	11,585,699
Mexico	6,572,599
Turkey	4,560,000
Egypt	3,747,000
Spain	3,414,414
Portugal	3,131,162
Morocco	2,160,999
Bangladesh	1,948,999
Jordan	1,845,133
El Salvador	1,750,770

Source: World Bank, 2002.

FIGURE 1

TOP TEN RECEIVING COUNTRIES OF MIGRANTS REMITTANCES,
2000
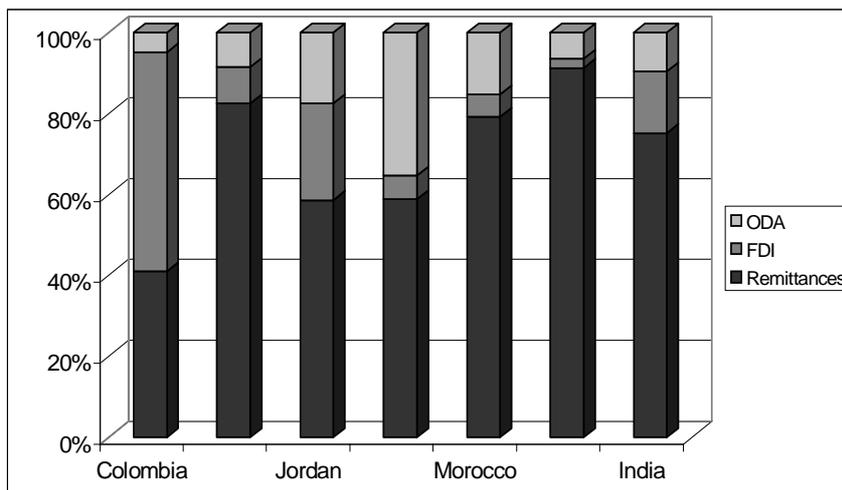
Source: World Bank, 2002.

potentially lead to multiplier effects. Remittances that are not spent on consumption only form a basis for household savings or investment. At the meso level, remittances may be invested at the community level in local housing, education and other local community improvements. Remittances not only increase the individual household income, but also have the potential to increase national economic growth in developing countries, since a portion can be channelled towards productive investments. In that way, they can lead to a more sustainable form of poverty reduction. They may even encourage additional FDI, either by decreasing the risk of specific projects for private investors or by creating business networks and structures that promise new business opportunities for private banks and companies (Ratha, 2003).

However, although remarkably stable overall, remittances to some countries of origin can also be volatile, depending on poli-tical and economic circumstances in these countries, as well as on the economic situation in the host countries. Since most of the remittances are sent to family members, any fluctuation will affect household income. Thus, families as well as national economies that depend on remittances may suffer from any volatility in remittance flows.

Most migrants go abroad at least in part to support their families back home. Therefore, the challenge for policy makers is not only to encourage migrants' savings abroad to be repatriated, but also to provide the means for such funds to be sent through the most appropriate and cost-effective channels, and to direct them towards the most productive use. Although remittances can contribute to the development of countries of origin, they do not automatically lead to local development. The following section suggests some appropriate policy approaches to achieve that goal.

2.3 Tapping into social capital

Since migration is not only an economic but also a social process that creates linkages between countries of origin and destina- tion, migrants play a key role in establishing and main-

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taining such networks. Many diaspora members have gained the know-how to establish and manage their own enterprises and are conversant with the general situation and business cultures of both their home and host countries. Therefore, for instance, they could contribute to private sector development in their home countries by establishing businesses, or by conducting or encouraging relevant research or training courses in the country of origin. The South African Network of Skills Abroad (SANSA) is one example of an active network that links skilled people living abroad who wish to make a contribution to the economic and social development of South Africa, and helps them to connect with local experts and projects.[42]

The development of social networks can also be an incentive for return, particularly for migrants who already contributed when they were abroad and have maintained their links with their home country. The return of scientists to Argentina and Uruguay demonstrate the importance of interpersonal relations among scientists who are part of the diaspora, and between themselves and the local scientists (Gaillard and Gaillard, 1997). Another successful example is the Colombian Network of Scientists and Engineers abroad (also referred to as the *Caldas* network), which operates through the electronic lists of Colombian diasporas worldwide, the local associations and joint projects between diaspora and the home community members (Meyer *et al.*, 1997).

3. Policy approaches

3.1 Knowledge transfer: permanent return and temporary return

The permanent return of qualified persons can serve to mitigate the negative effects of brain drain and to improve the availability of skilled nationals in many developing countries.

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[42] http://sansa.nrf.ac.za/.

Several countries of origin, such as, e.g. Colombia, Iran, Pakistan, the Philippines and Sri Lanka launched plans to promote the return of their qualified nationals abroad. In addition to job placements, these programmes also offer returnees a series of incentives such as travel costs, integration assistance, medical insurance and professional equipment to help ensure their successful reintegration. Governments and private sectors in China and India also experienced the benefits of investing in the return of expatriate skilled nationals (Ghosh, 2000). Regarding West Africa, a comparative study shows that skilled nationals returning to Ghana and Côte d'Ivoire who had accumulated relevant human capital abroad, were willing and able to make a meaningful contribution to the development of their home countries, both in the public and private sector (Ammassari, 2003).[43]

As for the role of international organizations in facilitating the return process, two programmes implemented during the last few decades stand out. The United Nations Development Programme (UNDP) developed the Transfer of Knowledge through Expatriate Nationals Programme (TOKTEN), conducted from the end of 1970s to the 1990s. The underlying objective aimed at lessening the imbalances between the shortage of professional and technical skills at home and their availability among expatriate nationals abroad, and to offer financial assistance for their return. IOM has been conducting such programmes in Latin America, Africa and Asia. A similar project is being funded by the European Union for Return and Reintegration of Qualified African Nationals (RQAN, 1983-1999), which aims to facilitate the return of qualified nationals living abroad to work in their countries of origin.

Temporary returns

Host countries could encourage skilled migrants to return for short stays to their home countries, particularly in such spe-

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[43] According to this study, Côte d'Ivoire has been able to create more concrete employment opportunities in already existing industries compared to Ghana where return migrants have to find their own alternative solutions.

cialized fields as health care and technology, and governmental and non-governmental organizations could help to facilitate such visits. Student exchange programmes might provide an additional stimulus to the transfer of skills and an open-door policy for the exchange of students, easier access to student visas and the registration of international students, together with the provision of financial assistance, could facilitate this objective and form an integral part of a fruitful migration and development strategy.[44]

A useful example of such activities are the special measures adopted by Tunisia to encourage Tunisians abroad to return as either visiting professors and university lecturers, or to direct doctoral theses being prepared by local students, and to host conferences in their area of expertise.[45] Regarding the concerns to reduce illegal migration, the example of the Egyptian initiative to set up consultations with diaspora members in order to raise the awareness of the risks involved in irregular migration and thereby to enhance the opportunities for young people to obtain work abroad legally, without the risk of having to put their fate into the hands of smugglers or traffickers.[46] The amendment of nationality laws to allow dual citizenship, which would make it easier for migrants to return to their country of origin after a prolonged absence, are also being considered by some countries.

Textbox 1: IOM's Migration for Development in Africa (MIDA)

One way to promote and benefit from brain circulation is through programmes such as IOM's Migration for Development in Africa (MIDA), launched in 2001. This

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[44] Extract from the discussion at the Diaspora Support to Migration and Development workshop, IOM Eighty-Fourth Council Session, December 2002.
[45] Extract from Tunisian contribution to the Diaspora Support to Migration and Development workshop, IOM Eighty-Fourth Council Session, December 2002.
[46] Extract from the contribution by Egypt to the Diaspora Support to Migration and Development workshop, IOM Eighty-Fourth Council Session, December 2002.

> programme involves the temporary or permanent trans-
> fer of vital resources and skills to support the development
> of countries of origin. The programme aims at promoting
> the creation of a legal status for the diaspora in destina-
> tion countries and reallocates the resources and skills of
> African migrants through a variety of actual and virtual
> transfers. Benin, Cape Verde, the Democratic Republic of
> Congo, Ghana, Kenya, Rwanda and Uganda have already
> taken formal steps towards inscribing MIDA in their Na-
> tional Indicative Programme (NIP). The expansion of this
> programme to other African subregions, as well as to other
> regions of the world, might be considered.

The fundamental challenge regarding the return of skills is how to reach out to and encourage members of diasporas to return, either permanently or temporarily, to facilitate the sharing of their skills by the home community. What are the major impediments to return of skills? What measures can be taken to encourage and create incentives for the return of skills?

- In order to reach out to diaspora members abroad, conferences or consultations could offer an appropriate venue to initiate a dialogue and the exchange of ideas and of points of view between the migrants abroad and the authorities of countries of origin, and to identify the most appropriate and effective means to address this development issue.

- With a view to accelerating the decision to return, a series of other measures to assist migrants might be introduced. Such measures might include assistance with moving expenses, housing allowances, subsidies for children and spouses, help in finding jobs and tax exemptions on equipment and personal effects. In some cases the returning migrant may need to be able to obtain starting capital in order to become self-employed.

- In order to encourage the return of highly skilled migrants, governments might offer certain incentive schemes to attract and retain professional and skilled manpower. Moreover, labour market sectors, such as science and technology, in the source countries would need to be developed in order to absorb the return of expatriate nationals.

- To facilitate the mobility of diaspora members established abroad, multiple entry visas, long-term residence permits, and dual citizenship might be considered, as they would enable migrants to be economically active in both their host communities and their countries of origin.

Governments could provide some of the assistance as grants or loans (Ammassari, 2003). Moreover, in order to facilitate a fruitful and mutually beneficial return and reintegration, the authorities might offer certain incentives and facilities to returning skilled nationals willing and able to invest their skills to the general benefit of the home country.

3.2 Transfer of remittances

The challenges with regard to the transfer of remittances concern the formulation of appropriate policies and incentives to direct migrants towards the use of formal banking channels to send money home. Insufficiently developed financial services, inappropriate legal provisions and monopolized money transfer markets lead to very high transfer costs of remittances. The average cost of transferring remittances to developing countries is in the range of 13 per cent and often exceeds 20 per cent of the amount transferred (Garza and Lowell, 2002). Some analysts have postulated a relationship between the informal remittances ratio and three macro-economic indicators: the real deposit rate, the financial intermediaries rate, and the black market premium (Athukorola, 1993). Research indicates that informal money transfers are more frequent in countries with a relatively high black market premium, and a weak financial sector.

High transfer fees create an incentive for migrants to transfer their remittances through unofficial channels. The potential uses of informal remittances are frustrated as considerable amounts are lost either through theft or bribes at various stages in the unofficial transfer and entry process. Informal channels involve carrying the money on one's person, or sending it through friends or family members, or via informal money couriers (*hawala* in Pakistan and Bangladesh or *hundi* in India). They rely on a network of brokers or agents and require hardly any paperwork. They are fast, but also subject to fraud and theft.

Several financial institutions have introduced measures to encourage the sending of remittances through official channels. The experiences of three banks in Paris, Banque de l'Habitat du Senegal, Banque de l'Habitat du Mali and Banque des Ivôriens de France offer special transfer schemes to Senegal, Mali and Côte d'Ivoire and provide an example of innovative official transfer mechanisms. Their fees are significantly lower than those of private money courier services (Enogo, 2002).

Some of the South Asian countries provide specific incentives to increase remittance flows through official channels. Innovative approaches in this area include the establishment of foreign currency accounts and foreign currency bonds. These tools allow migrants to remit and hold funds in foreign currency accounts that are not subject to foreign exchange regulations in domestic banks (Puri and Rizema, 1999). To attract foreign currency deposits, India and Pakistan maintain interest rates on these accounts at levels higher than those on domestic currency deposits. In other cases, premium exchange rates over world financial market rates may be offered (Garza and Lowell, 2002).

Agreements between States and relevant financial institutions on ways to reduce transmission costs and improve efficiency and accessibility for users can be an important mechanism to provide an incentive for migrants to utilize an official channel.

- In coordination with private and public financial institutions, institutional frameworks for the safe and low-cost transfer of remittances would create an environment favourable to the transfer of remittances through official channels.

- To further encourage such a development, good and reliable banking supervision together with appropriate government guidelines regarding the transfer process can help ensure that the costs and any undesirable effects associated with the unofficial transfer of remittances are minimized, thus providing protection to both the sender and receiver.

- The dissemination of reliable information regarding the hidden costs and risks of informal remittance transfers and the availability of cost-effective alternative safe services are a key component in a concerted effort to improve the situation to the benefit of all concerned. Governments, international organizations and migrants' associations should be involved to thus ensure that migrants have access to timely and reliable information on remittance management, and may be assured that their money transfers are safely received and used to their families' and their countries' benefit.

3.3. Channelling remittances towards development

During the last decade, increasing attention was paid to the potential contribution of migrants' remittances to local economic and social development. For example, remittances have been shown to play an important role in poverty alleviation for migrant households and rural areas in general. Examples are former socialist countries with high wage disparities such as Albania, Bulgaria, Romania and FYR Macedonia. Moreover, remittances played a significant role in increasing the level of investment in home countries (Leon-Ledesma and Piracha, 2001). Directing remittances through official channels towards home country development does not only help to reduce poverty in general, it has also been found to sever the financial pipeline between diasporas and parties involved in conflicts, and to redirect such resources towards productive development instead.

As a counterweight to the issue of brain drain, the potential social return from investment in the fields of education and health may also be pointed out (Khadria, 2001). Policy interventions should seek to encourage the outsourcing of the expatriates to foster sustainable development in such fields as primary and secondary education and health services as important to the residents of the home country.

Some diaspora members show increasing willingness to have remittances directed towards such development areas that in turn create employment and other positive effects for the local economy. However, as remittances are private funds, the prospect of substantial government regulation also raises some concern and might even risk the unintended effect of circumventing official transfer channels for the repatriation of savings to avoid interference with their use.

How, then, can governments effectively channel repatriated savings from migrant communities and focus and direct them towards productive investments in the country of origin, and avoid diverting them instead into unofficial transfer channels? Here are some of the policy options that might be pursued to achieve that objective:

- Governments could facilitate networking and help to disseminate relevant information to migrant communities about existing possibilities for investments at home, as well as information on government incentives to use remittances for development purposes. Such an approach might include tax relief for small entrepreneurs willing to invest their remittances productively. Another possibility would be the creation of credit lines benefiting from lower interest rates to stimulate investment in community-based activities.

- Hometown associations (formal immigration associations) can also play a positive role in promoting the productive use of remittances. Some channel their members' remittances to their home communities and invest them for the benefit of their villages by promoting community development projects and improvements in local

health, education and infrastructure. Examples include hometown associations in the USA for Dominican, El Salvadoran, Guatemalan and Mexican migrants (Orozco, 2002).

- As it is difficult to convert migrant workers with no prior business experience into successful entrepreneurs, it is important to facilitate this through financial intermediaries that are able to assemble and channel migrant remittances to existing small and micro-level businesses. This would involve recourse to existing financial institutions such as banks, credit unions and micro finance institutions with the means to use such repatriated funds for investment purposes through loans and other means (ILO, 2000).[46]

- More generally, governments might stimulate remittance flows by fostering a sound policy environment that minimizes macro-economic uncertainty and ensures transparent and standardized regularization of financial institutions. Remittance flows are aided by sound monetary policies – including realistically valued exchange rates, ensuring a positive real interest rate and encouraging foreign trade. A recent study by the World Bank (Ratha, 2003) shows that countries relatively more open in terms of trade and finance received larger amounts of remittances. The same study also highlighted the negative correlation between the level of corruption and average official remittance flows.

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[47] Micro finance institutions and credit unions provide access to financial services to persons who are not able to receive loans through the formal banking sector. Often, these institutions can cooperate with the formal banking system to jointly manage money transfer services.

Textbox 2 - Mexico's "3 for 1"

A particularly innovative programme is Mexico's "3 for 1" joint investment programme involving the State, local authorities and migrant associations for the development of micro-enterprises in social, economic and community development projects. Each dollar spent by the migrant associations on community projects is matched by an additional dollar from, respectively, the municipality, the federal government and the provincial government. The civil investment effort is thus strengthened through investments from the government. This is a good example of positive cooperation between civil society and public entities. The programme is successful at the national level and could be expanded to bilateral and regional levels.

Source: Extract from Mexico's contribution to the Diaspora Support to Migration and Development Workshop, IOM, Eighty-Fourth Council Session, December 2002.

3.4 Building partnerships

In addressing and promoting the issue of diaspora support for development, all main stakeholders need to be involved and work together. This includes countries of origin, countries of destination and the migrants themselves. Financial institutions also play a vital role in the transfer of remittances. Bilateral labour agreements are an important option for countries of origin and of destination in regulating migration, especially of low-skilled labour migrants. This may be particularly relevant in view of growing labour needs in industrialized countries characterized by shortages in certain labour market segments. Examples of innovative approaches to such agreements warrant particular attention in facilitating diaspora support for migration and development:

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- Mexico-US agreements, in consultation with US banks, have enabled both regular and irregular Mexican migrants to send back money at a substantially reduced cost through the 15 banks participating in this agreement. Their relatives in Mexico can withdraw the money electronically.

- In Italy, despite high unemployment rates in certain regions, the need for seasonal labour has led to the conclusion of agreements with Morocco, Tunisia and Albania that allow the seasonal migration of tens of thousands of labourers.

- In order to bridge the shortage of nursing staff, the Dutch Ministry of Health developed a project in cooperation with the Polish counterpart ministry for the temporary employment of Polish nurses.

- France signed a co-development agreement with Mali in 2000 calling on both governments to address the issues of migration; this includes mutual efforts to manage the circulation and the integration of Mali migrants, to strengthen the positive impact of remittances on local economies and to help migrants set up businesses in Europe.

At the regional level, Regional Consultative Processes could provide the operational framework for the implementation of migration and development-related initiatives. For example, the Migration Dialogue for Southern Africa (MIDSA) and the Migration Dialogue for Western Africa (MIDWA), promote the mobilization of the cumulative experience by migrants towards the development of their country of origin; the mobilization of migrants' savings and the provision of counselling services for their investment. Other similar regional consultative processes include the Regional Conference on Migration (Puebla Process), the South America Conference on Migration (Lima Process), and the Ministerial Conference on Migration in the Western Mediterranean (5+5 Dialogue).

Although there are binding international instruments regarding various aspects of migration, they do not fully establish the linkages between migration and development. Inter-regional instruments include partnership agreements between the EU and the group of Africa, the Caribbean and the Pacific (ACP) countries, such as the Cotonou Agreement signed in 2000. Through this mechanism, the EU aims to promote sustainable development, capacity building and integration as well as to reverse the brain drain phenomenon affecting ACP countries.

Other non-binding international instruments addressing migration and development issues include the Declaration issued at the Cairo International Conference on Population and Development in 1994, as well as the 1999 Bangkok Declaration on Irregular Migration on root causes of irregular migration, poverty reduction and sustainable development. Such non-binding instruments can be instrumental in raising the general awareness of the linkages that exist between migration and development and of the potential contribution by migrant communities to the local development effort. In line with the heightened awareness of migration and migration-related issues affecting all regions of the world, governments may wish to also consider drawing more attention to the role diasporas can play concerning the complex issue of migration and development and to further explore cooperative initiatives in this field.

4. Conclusion

Policy makers have an essential role to play in promoting cooperative partnerships to regulate migratory flows. In looking at the relationship between diaspora support to development, it is the migrants themselves that serve as the most effective link between the sending and receiving countries. Diasporas often organize themselves and create associations that become active members of civil society and are able to promote the flow of investments to their home countries. Host countries could encourage initiatives to create migrant associations in their territories, while home countries could facilitate the creation of networks among their nationals living aboard to help them maintain close

linkages with the home communities and assist in the transfer and exchange of know-how, information and development initiatives.As concerns the channelling of remittances towards development, their mobilization depends on the existence of trust and confidence among the migrants, and of appropriate means to ensure that remittances will be managed correctly and directed towards productive and generally beneficial development purposes. Thus, a firm commitment from both sides is required for the successful and productive mobilization of diasporas and their financial contribution towards local development initiatives.

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