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Managing Migration

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Refugees
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Managing Migration: Renewed Interest in International Cooperation

Introductory words by Howard Duncan

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In the previous issue of the *Metropolis World Bulletin*, we spoke of the renewed attention being paid to the notion of greater international cooperation on managing migration. Since then, the Global Commission on International Migration has organized itself and begun its field consultations with the encouragement of the Secretary General of the United Nations, and the diplomatic effort has begun to turn its attention to the High-Level Dialogue on International Migration and Development that the United Nations General Assembly will conduct during its sixty-first session in 2006. These initiatives indicate a continuously growing worldwide interest in migration issues, together with a willingness to think about global cooperation in managing both migration flows themselves and their effects, be they on sending, receiving, or transit countries.

Both of these major initiatives signify a greater acknowledgement of migration and its durability. It is becoming less common to see governments deny its existence or to concentrate their energies on zero tolerance policies toward the entry of migrants. A sense of realism, perhaps resignation, has come to settle on the discussion and with it a recognition that it is necessary to manage the social and economic effects of migration for the mutual benefit of the host society and the migrants. It is, then, encouraging to see that the Global Commission is examining not only migration flows, but also societal impacts, and is searching for best practices for their management in countries rich and poor along with an explicit consideration of the development effects of migration on the poorer countries among us.

That these issues are now receiving open international attention serves to underscore the importance of what the Metropolis Project has been doing for some time through its research and in its conferences and other meetings. The appetite for multilateral and multi-sectoral discussion of migration and its effects is higher than it has been in many years, and it is gratifying that Metropolis is able to contribute to the discussion. Note the agenda of the annual conference in Geneva with its plenary sessions on international cooperation and on migration and development, key items on the Global Commission's and the United Nations' agendas. Note, too, our continued emphasis on the core Metropolis issues of the effects of migration on our cities, of challenges to our education systems, on discrimination whose forms and foci have changed markedly over the past few years, on migration health with a special look at the AIDS crisis, on managing labour migration, and on the utility of amnesties for those in our countries without legal status.

Note, too, the research competition jointly announced by Metropolis and the Population, Migration, and Environment Foundation of Switzerland. This second competition of the Metropolis – PME partnership asks researchers, first, to look at international cooperation on migration management and the factors that will influence public support for an international migration regime that, like international trade regimes, would reduce national sovereignty on access to our countries, and second, to look at the decision processes of migrants and the role that national migration and integration policies play in their decisions over country of destination.

Despite the current emphasis on the international scene, Metropolis has not lost sight of our fundamental interest in the integration of newcomers into our societies, be that with respect to the labour market, the school system, housing, social welfare systems, citizenship, and the preservation of overall societal harmony. We have begun to look ahead to the tenth anniversary of the Metropolis Project, which we will celebrate in Toronto at our international conference in 2005. The theme of this event will be "Our Diverse Cities: Migration and Diversity in Transition." We will be looking hard at our efforts to successfully manage the societal effects of migration on our cities and ask whether our standard practices and theoretical positions remain viable for our times and our future.

The Challenge of International Migration Policy

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Migration and the global policy agenda

In recent years, the issue of international migration has become a key concern for countries and communities in every part of the world. According to recent estimates, up to 200 million people are now living outside their countries of origin, a figure that seems certain to increase substantially in the years to come, due to several characteristics of the contemporary world: the globalization process, differential levels of economic development, demographic imbalances, conflict and human rights abuses, as well as the spread of cheap transport and communications facilities and the growth of transnational social networks.

As people become more mobile, traditional assumptions and concepts in the field of international migration are steadily breaking down. It is no longer possible, for example, to draw a sharp distinction between countries of origin, transit and destination, as many states now fall into all three categories. Nor is the notion of nationality as clear-cut as it once was. A growing number of people around the world have dual citizenship, and migrants who have settled in another country increasingly retain close economic, social and cultural ties with the families and friends they have left behind.

The world appears to have reached a turning point in relation to the issues of migration and mobility. Capital, goods, images and ideas are moving more and more freely around the world, as are highly skilled personnel in sectors such as information technology, higher education and health care. But other people who want or who feel the need to move—lower-skilled workers, asylum seekers and people who would like to join family members who have already moved abroad—are confronted with many obstacles in their efforts to migrate.

Because of these obstacles, growing numbers of people now seek to move in an “irregular” manner from one country and region to another, using the services of a

growing migration industry that includes human smugglers and traffickers. In doing so, they are obliged to spend large amounts of money and to run numerous risks, including that of being detained and deported during or at the end of their journey. Those who manage to reach their intended destination may have little alternative but to live a life of clandestinity, exploited in the workplace and marginalized in society.

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The arrival of such “irregular” or “undocumented” migrants is currently a major concern for the world’s upper and middle-income states, many of which need a cheap and flexible labour force to undertake unattractive jobs and to compensate for their diminishing and ageing labour force, but which at the same time perceive the arrival of such migrants as a threat to social cohesion and a challenge to the right of states to control the movement of people onto their territory.

Less developed countries have quite a different set of interests and concerns in relation to international migration. These include the departure of educated young professionals to regions that can offer them a much higher standard of living; a desire to maximize the volume and developmental impact of the remittances that many migrants send home; a concern to protect the rights and working conditions of citizens who have found employment abroad; and, in some cases, a fear that diaspora communities will engage in

activities that present a threat to the established social and political order in their country of origin.

Given these different interests, it is not surprising that international migration has become an issue of some contention between the “North” and the “South,” a situation that has limited the scope for a global dialogue on the issue in the United Nations. Indeed, in recent years much of the dialogue on international migration has taken place at the regional and sub-regional levels, often in the form of consultative migration processes such as the Asia-Pacific Consultations, the Budapest Process in Europe and the Puebla Process in the Americas.

Looking to the future, it seems possible that these important regional initiatives may become increasingly inter-connected and develop a set of common policy understandings, thereby forming the basis for a globally consistent approach to international migration policy. Indeed, an important step in this direction has already been taken by means of the “Berne Initiative,” a state-owned process launched three years ago by the government of Switzerland, which aims to establish a broad policy framework that will facilitate cooperation between governments in planning and managing the movement of people in a humane and orderly way.

The Global Commission on International Migration

In view of the developments described above, there has been a growing recognition of the need to examine the potential for global approaches to the issue of international migration and to identify ways in which the effective and equitable governance of migration can be promoted at the national, regional and international levels. It was precisely this consideration that led UN Secretary-General Kofi Annan to identify migration as a priority issue for his office and the rest of the international community in his 2002 report on “Strengthening of the United Nations: an agenda for further change.”

Following the publication of that report, in early 2003 an expert working group was established by the Secretary-General, which identified a number of options in relation to the way that the UN and other international organizations might strengthen their role in this field. The group proposed, *inter alia*, the creation of a high-level and independent international panel that could look more deeply into issues related to migration.

In mid-2003, with the encouragement of the Secretary-General, the governments of Brazil, Morocco, the Philippines, Sweden and Switzerland agreed to take action on the earlier proposal by establishing the Global Commission on International Migration (GCIM). These countries formed the basis of the Global Commission’s Core Group of States, an open-ended and consultative body which currently has more than 20 members.¹

The Global Commission itself, which consists of 19 personalities from different parts of the world and with a wide range of international experience, was inaugurated in December 2003, and began its work the following month. The Secretariat of the Global Commission is based in Geneva and is staffed by a number of individuals with extensive experience in the field of international migration and asylum policy.

There has been a growing recognition of the need to examine the potential for global approaches to the issue of international migration.

The overall purpose of the GCIM is to provide the framework for the formulation of a coherent, comprehensive and global response to migration issues. More specifically, the Commission has been requested to place international migration on the global agenda; to analyze gaps in current approaches to international migration; to examine inter-linkages with other global issues; and to present appropriate recommendations to the UN Secretary-General and other interested parties.

In order to meet these objectives, and to ensure that the perspectives of all relevant actors are taken into account, the Global Commission is employing a number of different mechanisms.

First, the Commissioners themselves are meeting on a regular basis to discuss priority issues and develop policy proposals and options in relation to each of them.

Second, the Global Commission is holding a series of “Regional Hearings” covering five main areas of the world: sub-Saharan Africa, the Americas, the Asia-Pacific region, Europe, and the Middle East and Mediterranean. The Commission is inviting a wide range of stakeholders to participate in each of these hearings, including governments, regional bodies, international organizations, migrant associations and the private sector.

Third, the Global Commission is convening a number of dedicated stakeholder consultations, enabling different groups with an interest and involvement in the issue of international migration—the media, trade unions, parliamentarians and academics, for example—to present their perspectives on the issue.

Finally, the Global Commission has developed an extensive programme of policy analysis, which is examining eight clusters of issues that were prioritized by the Commissioners during their first meeting in January 2004:

- the current and future role of migrants in the global labour market;
- the contribution of international migration to the processes of economic growth, development and poverty reduction;
- the linkages between irregular migration, state security and human security;
- the impact of international migration on social diversity and cohesion;
- the human rights dimensions of international migration;
- the implications of international migration for the physical and mental well-being of migrants themselves and the societies with which they are associated;
- the normative and legal framework that has been developed in relation to international migration; and
- the governance of migration at the global, regional and national levels.

In the months to come, the Global Commission will consider the findings and recommendations of these policy analysis

projects and begin to prepare its final report, which is scheduled to be presented to the Secretary-General and other stakeholders in July 2005.

While the Global Commission's mandate is a challenging one and the time at its disposal is limited, a number of important attributes are worth noting.

The Global Commission is an independent and time-limited entity with the support of the Secretary-General and the Core Group of States. It brings together a geographically-diverse and gender-balanced group of personalities who have had a wide range of professional experience in relation to international migration and other global policy issues. The Commission also works closely with academic experts and with other organizations, including Metropolis. As a result of these considerations, we believe that the Global Commission is well placed to contribute to the development of policies that will enhance the positive impact of migration, limit its negative effects and improve the conditions of migrants themselves.

1 Australia, Bangladesh, Brazil, Canada, Egypt, Germany, Hungary, India, Indonesia, Mexico, Morocco, Netherlands, Pakistan, Philippines, South Africa, Sri Lanka, Sweden, Switzerland, Turkey, United Kingdom, Holy See and the EC/EU. The Core Group is chaired by Switzerland and Sweden.

The Netherlands' Integration Programme: An Overview

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Since 1998, immigrants who settle in the Netherlands have been under a legal obligation to follow an integration programme. This follows from the *Wet Inburgering Nieuwkomers* (WIN) (Integration of Newcomers Act). The aim of the programme is to increase individuals' self-reliance and thus reduce the chances that a newcomer will become or remain welfare-dependent. The programme is adapted to individual training needs, but the acquisition of language skills is fundamental. Migrants with sufficient language skills and those who remain in the country on a temporary basis (for study or employment, for example) are not obliged to participate in the integration programme. Fines—although modest—can be imposed if the migrant fails to meet the requirements.

The implementation of the WIN has turned out to be less successful than anticipated, with a considerable dropout rate and a sanction system that does not appear to have achieved its goal. The parliamentary elections of 2002 resulted in a considerable loss for the governing Liberal/Social Democratic coalition, which had drafted the WIN, and a landslide gain for the populist party founded by Pim Fortuyn—assassinated only days before the elections—which had articulated considerable discomfort with the lack of integration of many immigrants, especially Muslim immigrants. In discussions that took place during the election, "integration" was often ill-defined, but appeared to be not so much about structural factors as about the compatibility of cultures, and the "backwardness" of certain categories of migrants. It was clear to most politicians—including those from mainstream parties—that putting this sense of discomfort on the agenda had contributed, to a considerable extent, to Fortuyn's electoral success.

The coalition government formed with Fortuyn's party in 2002 was short-lived. New elections were held in early 2003 and brought to power a Centre/Right

coalition government that made clear it wanted to be firm on the integration issue. Although multiculturalism had evolved into an official policy goal during the 1990s, the present government displays little sympathy with that notion.

The WIN is currently seen as being too noncommittal and, in early 2004, the government tabled several proposals to remedy this. In the future, the law will apply not only to new migrants, but also to migrants who were residing in the country before the WIN came into force and who may even be naturalized citizens who were not born in the European Union (and EER). For those not yet in the possession of a permanent residence permit, failure to comply with the law may result in the residence permit remaining renewable until the conditions are met. In other cases, fines can be imposed, although their magnitude has not yet established. The cost of the integration course, which is approximately 5000 Euros and is presently paid by the government, is expected to be largely shouldered by the migrant, regardless of income or means.

For those who are not yet resident in the country, a basic level of language skills will become a condition for obtaining a visa. This visa (*Machtiging tot Voorlopig Verblijf*) is required for migrants who wish to apply for a residence permit upon arrival from most countries, with the exclusion of a number of highly industrialized countries. The Dutch government sees no role for itself in providing or financing courses abroad and explicitly states that it is the responsibility of the prospective migrant to acquire the skill levels necessary to pass an initial language test. The administration of the test and the required proficiency had not been determined at the time of writing (July 2004), but the new provisions are scheduled to take effect in 2005 or 2006.

Trade-Offs In Migration Policy

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Migration affects all countries, whether through the departure of emigrants, the settlement of immigrants, or a combination of both. As countries try to maximize the benefits from migration through various policy and program configurations, these movements are increasingly monitored and regulated. Countries that seek migrants have a range of key choices, each of which is associated with a difficult trade-off. This note looks at these trade-offs using four case studies from countries with quite different systems of immigration selection and settlement services.¹

Nearly all countries that seek migrants admit both temporary migrants and permanent immigrants, but the ratios range (in the four cases examined here) from a high majority of temporary migrants in Singapore, to a rough balance between the two in Australia, to a majority of permanent settlers in Canada and New Zealand. Increasingly, Australia, Canada and New Zealand are making efforts to meld these categories, at least to an extent. All three encourage international students, who arrive on temporary visas, to apply for permanent immigration upon the completion of their studies, especially if they have received offers of employment. This introduces another basic element of the picture. All governments that admit immigrants establish several parameters that structure the processes of immigrant selection and settlement, to which I now turn.

In the first place, immigrant-receiving countries establish rules to choose which immigrants will be considered acceptable. Some countries prioritize the entry of family members or refugees, for example, while others fill vacancies in the labour market, or simply allow immigrants to enter based on their religious or ethnic identities. Secondly, countries develop programs to facilitate the socio-economic integration of immigrants. In some cases these are minimal, and immigrants receive little or no public support. In others, there are elaborate systems to provide immigrants with housing, labour market training, welfare, language training, and so on. Finally, governments establish a set of institutional structures and rules that help determine the

“place” of immigrants in societies. Some states, for example, exclude newcomers from certain jobs, while others have enacted legislation that prohibits discrimination against non-mainstream cultural groups in labour markets (some have taken this issue a step further by implementing affirmative action programs). Similarly, some governments allow refugee claimants and their children access to education and welfare payments, while others do not.

Generally speaking, we can think of these policies/practices/institutions as substitutable trade-offs. That is, open selection systems are likely to yield immigrants who will need considerable support; conversely, selection systems that exclude most applicants and only allow entry to those who will easily adapt to the receiving society reduce the need for extensive settlement support. Put another way, from an economic point of view, governments strike a balance between two basic elements when they establish immigration policy: encouraging “appropriate” people to migrate (selection); and providing the conditions to ensure that immigrants will succeed (settlement). In theory at least, an appropriate balance of these could yield positive outcomes for immigrants as well as their host societies.

Singapore

Singapore has, for many years, been a country of population exchange, with circuits of both emigration and immigration. Its growing economic success since gaining independence in 1965, however, has generated a substantial demand for labour. According to the 2000 census, nearly 20 percent of the city-state’s total population, and 30 percent of the labour force, were non-resident foreigners. Over the past 40 years or so, the Singapore government has introduced and refined a two-track labour recruitment strategy. On the one hand, individuals who are deemed unskilled, or “foreign manpower” [*sic*], are admitted in an effort to fill a wide variety of ordinary jobs, including construction, domestic help (approximately one in seven Singaporean families employs a nanny), cleaning, and so on. This category accounts for between 80 and 90 percent of the

total non-resident population. “Unskilled” workers are overwhelmingly drawn from Asian countries, with wage rates well below those in Singapore. Their stay is tightly controlled by time-limited visas (“R” Passes), and they are not eligible to bring spouses or dependent children into the country, either on a long-term basis or as visitors. Employers must pay significant fees when employing workers in this category.

On the other hand, individuals deemed highly skilled (“P” or “Q” Passes), or “foreign talent,” are also admitted and account for the remaining non-resident population. Many of these are from western countries, but they are being increasingly recruited from high-tech sectors in China and India as well. “Foreign talent,” as the title implies, is highly valued and considered vital for the ongoing economic development of Singapore. Given this understanding, these workers are accorded a much wider range of rights; they are eligible to work in any sector of the economy and are able to bring family members with them (this is true except for certain categories of “Q” Passes). Needless to say, they also receive much higher rates of pay and substantial social benefits. Settlement policy is equally bifurcated: unskilled workers are simply expected to do their jobs and then leave, typically within two years; while visas for skilled workers are renewable, and they are entitled to apply for permanent residence.

As Yeoh puts it, there is a “use and discard” mentality associated with unskilled workers in contrast to “inclusionist” policies for “foreign talent.” While the systematic marginalization of “unskilled” labourers in Singapore may appear extreme, it is worth noting that most North American and European countries also have programs to import “unskilled” workers for temporary periods. There, too, they are offered minimal social support and are essentially politically invisible.

Canada

Within the logic of the selection vs. settlement services trade-off described earlier, Canada has opted for something of a middle ground. While Canada admits a modest number of workers under temporary visas, much greater emphasis is placed on permanent migration. Selection criteria for those admitted under the economic classes are fairly high by global standards, a fact that is acknowledged even by those who are critical of Canadian policy. However, individuals who pass the assessment criteria are eligible to bring their spouses and children with them, and to sponsor family members (including parents) once they are settled. There is also an active program of refugee resettlement. As a result, only one in four permanent immigrants to Canada are evaluated under the points system.

At the same time, Canada elected in the late 1980s to raise immigrant admissions to relatively high levels (annual

gross immigration targets since then have been in the order of 0.7 percent of the national population). This has occurred at a time when the settlement services offered to immigrants, and the scale of the welfare state more generally, have been stagnant at best, and in many cases have receded. Further, the economic context has dramatically changed in the past two decades, with unionized, reasonably well-paid jobs in construction and manufacturing giving way to a burgeoning service sector—and with ever-higher expectations on the part of those employers seeking skilled labour. It appears that the immigrants who were admitted to Canada under the specific category of Skilled Workers, which falls within the larger Economic class, have been able to hold their own under these exacting circumstances. Despite a number of barriers faced by newcomers to Canada, admission criteria seem well-designed for the new economy. However, the levels of labour market participation and employment earnings of every other category of immigrant (Business class, Family class, and Refugees) are markedly lower. As noted, these groups make up the lion’s share of immigrants more generally and, as a result, the aggregate well-being of immigrants relative to the Canadian-born population has fallen, particularly in the early 1990s. While the problem of declining immigrant fortunes in Canada is now widely known, there are two prominent schools of thought on how to resolve this issue: the most vocal critics of Canadian policy demand a reduction in the number of immigrants generally, but especially of Family class immigrants; those more supportive of the system believe that additional resources ought to be given to settlement programs and that labour market barriers need to be addressed. Both of these solutions are politically difficult. Reducing immigrant admissions, apart from upsetting a number of political constituencies, would fly in the face of the principal justification for immigration used by the Canadian government, and widely accepted in civil society: declining fertility. But augmenting settlement services is no easier in a neoliberal age of highly scrutinized budgets and a plethora of competing interests for extra spending.

New Zealand

New Zealand is facing many of the same issues as Canada, and has adopted a broadly similar approach to them. Of the traditional settler migration countries, New Zealand was last to remove racialized preferences in admissions and only adopted a points-based assessment system for skilled immigrants in the early 1990s. The expansion and internationalization of immigrant admissions coincided with a far-reaching neoliberal transformation that was already under way, brought on, ironically, by a Labour government. Given this neoliberal context, there has been little appetite for augmenting settlement services at a time when these needs are arguably increasing.

The New Zealand context is unique in terms of other settler migration countries: New Zealand has a relatively high emigration rate. In fact, the New Zealand diaspora, mainly settled in Australia and the United Kingdom, is roughly equivalent in size to the total foreign-born population in the country. In the absence of immigration, other things being equal, New Zealand would quickly begin to experience population loss. Therefore, there is considerable pressure to maintain a relatively large immigration program. At the same time, the economic outcomes associated with immigration have, as in the case of Canada, been decidedly mixed. Immigrants arriving without an adequate command of English experience low rates of labour market participation, and relatively low incomes when they find jobs. These averages, as always, hide a great deal of variation, of course. Generally speaking, the New Zealand government has been adjusting admission criteria in an effort to improve outcomes, but critics in New Zealand have called for an enhancement of settlement services. They have also noted that the New Zealand labour market is evolving rapidly towards “non-standard” forms of work (self-employment, part-time, etc.), and immigrants risk additional marginalization under these circumstances.

Australia

Australia provides what is perhaps the most interesting example of the relationship between selection and settlement practices. The contemporary history of Australian immigration policy can be roughly divided into two periods. The first, from 1972 to 1996, was framed by the Labour Party (which was in power for 19 years of this period). As in Canada, a points system was introduced that gave priority to skilled workers, and they were eligible to bring family members with them and to sponsor others after landing. The number admitted was relatively high during this period, particularly in the late 1980s. Through the period, much emphasis was placed on enhancing the Australian welfare state, and a diverse array of support programs were established for immigrants. Language and labour market training programs were particularly extensive. In contrast to the Canadian and New Zealand cases, therefore, Australia’s expansion and internationalization of immigration took place at a time when welfare provisions, and settlement services, were robust. However, despite these support systems, the recession of the early 1990s had severe impacts on immigrants, particularly those from non-English-speaking backgrounds, a point that was verified in a longitudinal survey that monitored the outcomes of immigrants landing between 1993 and 1995.

The 1996 election proved a watershed in immigration policy for Australia. The conservative coalition government reduced the number of permanent immigrants dramatically

while boosting temporary migration to fill specific labour market needs. Settlement assistance was curtailed in common with many other aspects of the welfare state. Far-reaching changes were implemented in selection policy. Much more emphasis is now placed on testing language skills during the application process, and full points for educational diplomas or skills training are only given to applicants with credentials that are already recognized in Australia. These much more stringent selection criteria have arisen at a time when Australian educational institutions have vigorously sought to increase their intake of international students. Increasingly, international students have become the most vital ingredient in Australian immigration, given their language facility, domestically-attained credentials, and direct access to Australian employers. The second panel of Australia’s longitudinal survey of immigrants, tracing those who arrived between 1999 and 2000, has yielded a more positive set of results. Of course it is too early to say whether the improvement in outcomes is the result of policy shifts or changed economic circumstances. But the new numbers from the survey have encouraged the government to increase admissions marginally, though they are still well below the level that was typical in the late 1980s.

Each of the four countries explored here has developed its own mix of selection and settlement policies. Each offers immigrants (and/or temporary migrants) a particular context of services, a particular institutional environment and often, as result, a different set of outcomes for migrants. This brief comment on selection and settlement policies raises more questions than it answers. It is perhaps useful, in that case, to end with a suggestion on further research. A number of countries have either already undertaken, or are in the process of taking, longitudinal surveys of immigrants that document both the class of arrival of individuals and their use of settlement services. International comparative research, using these emerging data resources, could provide some more informed answers on the relative impacts of selection criteria vs. settlement service provision on immigrant outcomes.

1 I structure my thoughts around a political economy perspective on immigration that has been advanced by several authors, notably: E. Engelen, 2003, “How to combine openness and protection? Citizenship, migration, and welfare regimes,” *Politics & Society* 31:503-536; G. Freeman, 1986, “Migration and the political economy of the welfare state,” *The Annals of the American Academy of Political and Social Science* 485:51-63; and J.G. Reitz, 1998, *Warmth of the welcome: The social causes of economic success for immigrants in different nations and cities*, Boulder, CO: Westview Press. I also draw on presentations from a special session at the 2003 International Metropolis Conference in Vienna and a workshop in March 2004 at the University of British Columbia (see http://www.geog.ubc.ca/pwias/Dan_Hiebert/immigration) which included: L. Hawthorne, “The political economy of immigrant selection and settlement policies in Australia” (Vienna); D. Hiebert, “Winning, losing, and still playing the game: The political economy of Canadian immigration” (Vancouver); P. Spoonley, “The labour market incorporation of immigrants in post-welfare New Zealand” (Vienna); P. Spoonley, “A contemporary political economy of labour migration: The labour market outcomes for immigrants to New Zealand” (Vancouver); and Brenda Yeoh, “Bifurcated labour/immigration policies and the (non) incorporation of transmigrants in ‘Global-City Singapore’” (Vancouver).

The UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children: An International Challenge¹

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Human trafficking is making international headlines as a growing area of criminality and violation of human rights. Faced with this modern form of slavery, governments have been adopting policies to fight human trafficking, as well as laws with harsh penalties for perpetrators. This article discusses human trafficking and the international policy implications of the Palermo Convention and the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children* (the Protocol).² An introduction to human trafficking is followed by a discussion of the policy and program responses of several countries to prevent trafficking, protect victims, and prosecute perpetrators.

What is human trafficking?

The UN definition of human trafficking is widely accepted in terms of state legislation, policy and research. Article 3(a) of the UN Protocol defines trafficking as: ...the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of (...) the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery...

Subparagraph (b) establishes that the consent of a trafficking victim is irrelevant when any of the aforementioned means have been used.

Human trafficking has a long history and constitutes a modern form of slavery. In the past century, main waves of trafficking originated in the 1960s from Thailand, Malaysia and the Philippines. Between 1970 and 1980, the major source was Africa—Kenya, Ghana, Nigeria and Zaire, followed by South American countries, particularly Colombia, Venezuela, Ecuador, Panama and the Dominican Republic. The wave then spread to China and Eastern

European countries. In the 1990s, the Ukraine was the world's main source for the trafficking of young girls and women; roughly 400,000 Ukrainians were trafficked to North America, Western Europe and Israel.

Estimates differ radically, and scientific evidence is hard to obtain. The United Nations Centre for the Prevention of International Crime notes that non-regular immigration, including trafficking in persons, affects around four million women a year. Other data show that between 700,000 and two million people are trafficked every year. The illegal nature of human trafficking makes it difficult to document, and such data are often classified.

The factors that sustain human trafficking are the subject of a highly politicized debate that has important implications for policy decisions. The phenomenon has been linked to the economic inequalities of globalization (International Monetary Fund structural adjustment policies, destabilization of domestic markets, feminization of poverty), gender disparities (sex discrimination, sexual tourism), refugee flows due to armed conflicts and natural disasters, and vacuums within the legal system (lack of laws on trafficking, complicity of government officials with traffickers, restrictive immigration policies).

Is smuggling the same as trafficking?

Smuggling suggests that a person is being brought into the country clandestinely (i.e. circumventing legal immigration), which is not necessarily the case for trafficking. Trafficked women can, for example, enter Canada through legal or illegal means. Victims of trafficking remain under the control of criminal organisations during their stay in the destination country. People who are smuggled into a country are generally left on their own.

The Protocol assigns the status of “victim” to a person who is the subject of trafficking (articles 6-8), and trafficking is widely regarded as a violation of human rights. In contrast, irregular migrants who are smuggled into a country are considered a threat because their presence is in violation of state authority.

How can human trafficking be addressed?

The overall purpose of the UN Protocol (article 2) is (a) prevention and combat of trafficking in persons, (b) protection and assistance to victims and (c) promotion of co-operation among State Parties. Since its adoption, the Protocol has guided many nations' legislative, policy and program responses in terms of prevention of trafficking, protection of its victims and prosecution of its perpetrators.

Prevention

Article 9 of the Protocol requires Member States to engage in the prevention of trafficking. The Office of the United Nations High Commissioner for Human Rights (OHCHR) recommended that “[s]tates and intergovernmental organizations shall ensure that their interventions address the factors that increase vulnerability to trafficking, including inequality, poverty and all forms of discrimination” (OHCHR 2002).

Unfortunately, many existing immigration and criminal laws could technically be interpreted to exclude victims of trafficking from governmental protection and assistance, denying these victims the civil rights accorded to citizens and legal residents.

In Canada, the federal Interdepartmental Working Group has been coordinating government efforts to prevent trafficking and is mandated to develop a comprehensive anti-trafficking strategy. Some of the prevention initiatives include: awareness-raising campaigns and professional training aimed at stopping the trafficking of women from Eastern and Central Europe; campaigns aimed at containing the cross-border trafficking of children in the Sahel region of Africa; and the development of legislation and a policy framework to combat trafficking in persons in Pakistan and Vietnam.

The European Commission has funded the STOP and DAPHNE trafficking prevention programs. STOP responded, in part, to an initiative for improving the training and skills of persons responsible for combating, *inter alia*, the trafficking of human beings. DAPHNE was aimed at preventing violence against children, young people and women and providing support to the victims of violence. According to the OHCHR and the Office of the United Nations High Commissioner for Refugees (UNHCR), however, these programs have failed to fulfil the obligations

of the Protocol for protective measures for trafficking victims and witnesses.

Protection

The Protocol requires State Parties to provide protection and assistance to victims of trafficking, especially women and children since they are among the prime targets of traffickers. Destination countries are obliged to guarantee that the return of victims, preferably voluntary, will be carried out safely, according to the procedures established in the Protocol. Article 7 establishes that State Parties shall consider adopting measures that allow victims to remain in the destination country either temporarily or permanently.

In the United States, the 2000 *Trafficking Victims Protection Act* (TVPA) allows “victims of severe forms of trafficking” who agree to assist in the prosecution of their traffickers to apply for special visas (“T-visas”). The T-visa gives proven trafficking survivors a status similar to that of refugees and they may become eligible for permanent residency. Drawbacks to this program are that the burden of proof is placed on victims, and eligibility is extremely rigid.

In Europe, Italy's Alien Law extends protection to trafficking survivors regardless of their collaboration with authorities. Victims are granted a six-month temporary residence permit, with the possibility of extending it to eighteen months. Holders of this permit are given access to some social services. Another example is Germany's free legal assistance to asylum seekers and refugees, including trafficking victims.

Prosecution

The Palermo Convention establishes that Member States must aim at eliminating organised crime through measures such as criminalizing trafficking, establishing efficient networks of information, and encouraging international co-operation for the purposes of prosecution.

The 2001 Canadian *Immigration and Refugee Protection Act* (IRPA) criminalised trafficking, imposing heavy penalties. However, the Act also tightens access to legitimate immigration channels: increased security controls on refugee claimants; detention of migrants who are unable to prove their identity; and refusal to consider asylum requests if individuals are suspected of terrorism, a term that remains too broadly defined. Canada has taken other measures towards prosecution through bilateral security agreements with the United States.

Conclusions

While recognising international progress in preventing, repressing and punishing trafficking, we cannot overlook that most anti-trafficking efforts have been concentrated on the prosecution of traffickers and on the interception of

“irregular migrants.” Unfortunately, many existing immigration and criminal laws could technically be interpreted to exclude victims of trafficking from governmental protection and assistance, denying these victims the civil rights accorded to citizens and legal residents. Lack of adequate legislation on protection allows traffickers to have a greater control over their victims due to victims’ fear of incarceration or deportation.

The focus on border controls cannot address the deep-rooted socio-economic factors that sustain the existence of human trafficking. Sincere efforts to address North-South inequalities, gender disparities and the impetus for irregular migration flows is necessary in the long term in order to move towards the prevention of trafficking and the protection and assistance of its victims. In the fight against trafficking, it is essential to take into consideration examples given by NGOs, the International Organization for Migration, and some states, particularly in Europe. They have made progress regarding the protection of the rights and dignity of victims of human trafficking.

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- 1 The authors would like to acknowledge Estibalitz Jimenez for her contribution of legal references for earlier versions of this article.
- 2 The UN Convention against Transnational Organised Crime (Palermo Convention) and two supplementary protocols were adopted on November 15, 2000, to guide Member States in coordinating international efforts against organised crime, including human trafficking. The two protocols are: (a) *Protocol against the Smuggling of Migrants by Land, Sea and Air* and (b) the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*.

Crossing Borders

ANETTE BRUNOVSKIS and **GURI TYLDUM FAFO**

Institute for Applied International Studies, Norway

Crossing Borders was published in March 2004 and was the result of a study of trafficking in human beings for sexual exploitation and transnational prostitution in a Norwegian perspective. The study was financed within the Norwegian Government’s Plan of Action for combating trafficking in women and children, and was commissioned by the Ministry of Regional Affairs and Local Government. The study had two main objectives. First, the study aimed to estimate the number of women selling sex in Oslo, Norway, as well as the distribution of different nationalities and other characteristics. Second, we aimed to explore trafficking mechanisms using in-depth interviews with victims of trafficking who had returned from other countries to their countries of origin.

We found that in October 2003 there were approximately 600 women from over 40 nationalities selling sex in Oslo, and the market was dominated by women of non-Norwegian origin. Only one-third had been born in Norway, another third came from countries in Asia, and the third largest group came from Eastern and Central Europe. There were great variations in age; the Norwegian women were the oldest, with an average age of 37 years, while the women from Eastern and Central Europe were the youngest, with an average age of as little as 23 years. We also found that it was far more common among foreign prostitutes than Norwegian prostitutes to be supporting someone financially.

It is very rare that women who become victims of trafficking are taken out of their country against their will. The vast majority choose to migrate, and some are also aware that they will be working as prostitutes. This decision is generally based on a wish to improve their life situations and, while the common motivating factor is a need for money, not everyone comes from a situation of poverty. Our respondents’ reasons for wanting to migrate or for choosing prostitution broadly fall into three categories: response to an acute crisis, long-term poverty, and wanting more from life.

The trafficking situations we explored were characterized by the women having lost control over their own lives and not being able to choose, for instance, whether to leave, whether to work, or how much they wanted to work. This is valid both for women who have been trafficked following a false job offer, as well as for women who have accepted that they would sell sex. Our findings suggest that direct physical force is not the principal means through which trafficked women are controlled. Coercion may take a large variety of forms, from being locked in, to being manipulated, or experiencing a gradual shift in the boundaries related to what they are willing to do. Consequently, based solely on how a woman presents herself to customers or others, it is, in most cases, impossible to distinguish a woman selling sex independently and voluntarily from a woman who is trafficked. One of the main conclusions of the study is that one should be very aware not to create categories of worthy victims of trafficking, on the one hand, and voluntary prostitutes on the other. As in so many cases, reality is far too complex to be covered by a simplifying dichotomy.

The full report can be downloaded for free at <http://www.faf.no/pub/rapp/426/426.pdf>.

The Sad State of the Common EU Asylum Policy

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On 1 May 1999, immigration and asylum became competences, or legal responsibilities, within the EC (European Community) Treaty, meaning that immigration and asylum would, for the first time, be the responsibility of the European Union (EU). A five-year period was set for the adoption by the EU of measures in the key areas of the new competence. In asylum these were:

- 1 criteria and mechanisms for determining which Member State is responsible for considering an application for asylum submitted by a national of a third country in one of the Member States;
- 2 minimum standards on reception of asylum seekers in Member States;
- 3 minimum standards with respect to the qualification of nationals of third countries as refugees;
- 4 minimum standards on procedures in Member States for granting or withdrawing refugee status; and
- 5 minimum standards for giving temporary protection to displaced persons from third countries who cannot return to their country of origin.

One further responsibility was given to the EU but without a time limit: promoting a balance of effort between Member States in receiving and bearing the consequences of receiving refugees and displaced persons.

These competences together were to form a Common European Asylum System as part of the EU's new area of freedom, security and justice. At the European Council meeting in Tampere, Finland in October 1999, the Member States' leaders set out the guidelines which they wished to direct the adoption of legislation in the new area. In the Conclusions of the meeting, they stated "The aim is an open and secure European Union, fully committed to the obligations of the Geneva Refugee Convention and other relevant human rights instruments, and able to respond to humanitarian needs on the basis of solidarity."

At the end of the five-year period, the European Commission issued a Communication on an Area of Freedom, Security and Justice: Assessment of the Tampere

programme and future orientations. The tone of the Communication is quite self-congratulatory regarding the achievements of the first five years, including those in the field of asylum. For the second five-year period—from 2004 to 2009—the Commission proposes for asylum:

- 1 a better balance among the Member States in the reception of refugees on the basis of solidarity;
- 2 a uniform asylum and subsidiary protection status with a common procedure; and
- 3 an integrated approach on return, reintegration and entry procedures that deter unfounded requests and combat networks of people traffickers.

Before looking at the future measures, some comment is needed on what has already been adopted in the first five years. There are five substantive measures that have been adopted by the EU on asylum and one measure that has completed passage through the institutions once but must go back to the European Parliament for a second consideration because of changes to it that occurred after its first deliberations. In chronological order they are as follows:

- 1 Eurodac: this is a database maintained by the European Commission. It contains the fingerprints of all asylum seekers over 14 years of age and all persons apprehended having irregularly crossed an external border. Member States are under a duty to fingerprint all asylum seekers or person apprehended having irregularly crossed a border and to send those prints to the database. Member States that receive an asylum request for someone whom they suspect has already made an application for asylum in another Member State (or having irregularly crossed an external border into another Member State) may send the fingerprints to the database and request that a search be performed. The database is closely linked with the Dublin II regulation, which allocates asylum seekers to Member States in accordance with its own hierarchy of responsibility. The report on the first year of operation of Eurodac was published in May 2004. It showed that matches had only been made in 7% of cases where Member States had asked for a comparison

of fingerprints (i.e. in cases where the Member State considered it likely that the individual had applied for asylum elsewhere in the EU). Further, the number of matches (or hits as they are called in the report) rose from February 2003 until December, and then began to fall steeply. Although the report is very upbeat about expecting more “hits” next year, it is not entirely convincing that this is likely to happen.

- 2 Temporary Protection: the EU adopted a directive setting out the treatment that Member States must provide to persons who are subject to a temporary protection scheme (the power to declare such a scheme belongs to the Council). Although the deadline for implementation of the directive passed at the end of December 2002, some Member States still have not applied it.
- 3 Reception Conditions: there is a directive setting out the minimum reception conditions for asylum seekers in the EU. The idea is to set a threshold that Member States may not fall below in terms of making asylum seekers destitute. This would thus create a level playing field with respect to pull factors in reception conditions. This directive must be implemented by 6 February 2005. While the directive has some flaws—for instance the possibility to refuse reception conditions to asylum seekers who fail to apply for asylum directly on arrival—it will be a substantial step forward in providing a floor of rights.
- 4 Dublin II regulation: this measure repeats all the mistakes of the Dublin Convention that preceded it. It sets out the hierarchy of responsibility of the Member States for determining asylum applications and provides that only one Member State will be responsible for determining an application. The regulation provides that negative decisions on asylum applications are mutually recognized, but positive ones are not. One of the key problems of the regulation is that the asylum seeker is allocated to a Member State without regard for the wishes of the individual. This has given rise to substantial jurisprudence in the past as asylum seekers try to avoid being sent from the Member State where they want to apply for asylum to another Member State where they do not want to be.
- 5 Refugee and subsidiary protection definition directive: this directive sets out the common definition of who is a refugee or a person entitled to subsidiary protection. It was adopted on 29 April 2004 but, at the time of writing, has not yet been published in the EU’s Official Journal. One advantage of the directive is that it has brought about a common acceptance by the larger Member States, at least, that a person can be a refugee even when persecuted by non-state agents.

The final measure, which has not yet been adopted but has completed its passage through the Council, is a proposed directive on asylum procedures. This measure has been among the most controversial not least because it incorporates concepts such as a “super safe third country” to which an asylum seeker may be returned before an appeal against refusal of his or her application. The UN High Commissioner for Refugees heavily criticized a draft of the measure in April 2004 for its failure to provide a satisfactory level of protection to refugees. But this did not stop the EU Council from negotiating downward those same protections that were already considered unacceptable. It remains to be seen what the European Parliament will make of the draft now agreed to by the Council, but it will not have a chance to consider the text until the autumn.

The assessment is rather grim; protection of refugees and providing individuals with a fair chance to present their cases seems to have been rather circumvented as is evident with some of the measures.

This, then, is where the EU has arrived at in the development of its Common Asylum System, announced in 1999. The assessment is rather grim; protection of refugees and providing individuals with a fair chance to present their cases seems to have been rather circumvented as is evident with some of the measures. However, the indications from the Commission regarding the programme for the next five years look even more unpleasant when judged in terms of Member States’ human rights obligations. Burden-sharing appears to be the first concern—how to spread asylum seekers fairly among the Member States. The problem here is that the issue of fairness is only applied to the Member States, not to the asylum seekers. What may be a fair distribution from the perspective of the Member States may be grotesque for the asylum seekers. The common system is to become uniform with a common procedure, but in light of the diversity of legal systems within the Member States, this is likely to be a tall order. Finally, the emphasis is on return and reintegration in the country of origin. Clearly the Commission expects that the common asylum system is going to result in the continued rejection and expulsion of substantial numbers of asylum seekers thus raising the stakes with respect to return policies. In light of the falling numbers of asylum applications in the EU signalled by the UNHCR in June 2004, the increasingly negative approach to their protection by the EU Commission seems rather ungenerous.

The Rationale of Refugee Law

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Refugee law faces a severe crisis. The crisis is closely linked to the immigration debate that has forcefully entered the forefront of the political stage. The rising problems of unemployment and scarce public finances have affected the immigration debate in the wealthy countries of the West. In addition, the terrorist attacks of New York and Madrid have had a detrimental effect on public attitudes towards refugees and immigrants.

The crucial question in this context is: why should states be obliged to accept refugees even if they wish to restrict immigration?

Refugee Law and the Ideological Competition Between States

During the Cold War, refugee law enjoyed widespread support in the rich West. The reason is simple: refugees were perceived as the strongest evidence to demonstrate the ideological superiority of the liberal democracies of the West in comparison to the communist countries. This function of refugee law can be traced back to the practice of states in 19th century Europe where the main ideological split ran between democracies and absolute monarchies. Democracies granted protection to refugees from absolute monarchies to highlight their moral superiority. This practice lies at the root of the distinction between political versus economic refugees. Unlike economic refugees, political refugees highlight the legitimacy problems of a competing political system.

By receiving political refugees, a state could demonstrate its political and moral superiority. In the 21st century, this rationale no longer seems to carry sufficient weight as the ideological competition between states is arguably weaker now. As Francis Fukuyama famously announced, we now experience the “end of history” in this respect. Liberal democracies now are convinced of their value and strength and do not need refugee law to reinforce their claims to legitimacy.

Human Rights and Charity

Human rights law offers a promising starting point for understanding refugee law. Refugee law could be seen as a subsidiary system of human rights protection. The theory runs as follows: even though international law provides for the protection of an individual in the *International Bill of Rights*, the international human rights system is notoriously ineffective in many ways. The purpose of refugee law could be to serve as a backup system. Individuals, whose human rights cannot be guaranteed in their country of origin, benefit from protection abroad, granted through refugee law.

The human rights theory of refugee law surely merits consideration. It urges States to protect refugees and mobilizes the ideological power of the human rights movement for this purpose. This line of thought can motivate States to be charitable. In this sense, the approach is undeniably valuable.

Nevertheless, the emotional dispute concerning the reception of refugees and asylum seekers makes it clear that charity alone simply does not suffice as a basis of refugee law. Refugee law is in a crisis precisely because the motivation of charity seems to have reached its limits. In a series of political decisions, based on popular support, the States of the rich West have demonstrated that the perceived increased immigration pressure has had an adverse effect on charity towards refugees. The painful, yet undeniable, fact of donor fatigue cannot be ignored. The central problem of refugee protection today is the general lack of motivation of wealthy and powerful states.

It would therefore be useful to present arguments, which extend beyond charity. This consideration leads us to the weakest point of the human rights theory—the lack of self-interest as a motivating force. Recent experience in Europe shows that chauvinistic and racist politicians have managed to mobilise quite a significant part of the population with their negative propaganda about refugees. By its exclusive focus on charity as a basis of refugee law, the human rights theory risks being classified

as being utopian in the eyes of a significant part of the population of the rich West.

In the long term, refugee law can only survive if States—and under democratic conditions, their populations—understand the element of self-interest that refugee law serves. Refugee law understood as purely charitable runs the risk of being discarded.

Necessity: The Limits of Deterrence

From a practical point of view, it is difficult to keep refugees out of the country, for various reasons: (a) refugees are particularly strongly motivated immigrants; (b) deterrence is likely to fail; (c) an effective policy of immigration control versus refugees would be very costly; (d) illegal immigration poses a social risk for the host society; (e) deterrence of refugees is unfair.

- a Refugees fear persecution (and once they have fled they fear refoulement, which leads to persecution). This prompts a powerful motivation to immigrate.
- b People are deterred from actions when they refrain from them because they fear what they believe to be the possible consequences of such actions. Deterrence operates on the mind of the actor. The success of deterrence is, therefore, dependent on the state of mind of the person concerned. Certain states of mind are known to render a person beyond deterrence; one of these is fear.

The harm refugees fear is much greater than any sanction the immigration regime can offer. The worst outcome of an attempt to escape would be forcible return to the peril the refugee intended to escape. The outcome of the risky escape would be the same as inactivity. For the refugee, it would definitely pay to take the risk and try to escape. After all, there is a chance of avoiding both - the original danger and the threat of punishment and forcible return by remaining in hiding as an illegal immigrant.

A State that takes a tough stance on refugees will produce a “sideways” effect. The refugee will flee to another, more liberal, State. However, there is evidence that this is a short-term strategy. Other States are likely to react to such a measure with comparable steps. In the long term, when all States adopt strict measures, refugees will turn to illegal immigration. This leads us to the issue of control of illegal immigration.

- c Absolute border control seems to be almost impossible to maintain at reasonable costs. Migrant trafficking by professional groups has further eroded the chances of the State to successfully control immigration. Genuine refugees have no choice but to use these services, if they want to reach safety.

Credible and successful enforcement of the immigration control system would be expensive. If at all possible, strict

control of long and untidy external borders requires manpower and equipment at astronomical costs. Extensive internal control is also costly, and potentially affects the freedom of citizens. Intensified police control in society and effectively implemented sanction policies are both economically demanding strategies. If the control of immigration is costly under normal circumstances, it is especially costly and difficult vis-à-vis refugees, given their desperate motivation to evade control.

- d Illegal immigration poses a great risk to the host society. It creates a subclass of people who exist in a grey zone, who are vulnerable and can be easily exploited. A population of illegal immigrants is likely to contribute to criminality, prostitution, drug trading and other socially unwanted phenomena.
- e The deterrence of refugees is unfair. The law offers a general principle, that deals with the moral and practical limits of deterrence: the principle of necessity. The principle of necessity says that somebody who acts in a certain manner because of fear of serious harm should not face legal sanctions for this action. To threaten somebody who acts out of necessity is simply unfair.

The principle of necessity is an elementary principle of law and lies at the root of modern Western legal systems. It can be found in various legal fields as diverse as contract law, the law of torts, marriage law, criminal law and international law. The principle of necessity dates back to classical Roman law. Refugee law can be understood as an application of the principle of necessity in the field of immigration.

Conclusions

Immigration control cannot and should not be pursued at any price. Refugee law demarcates the moral and practical limits of immigration control. Immigration control is not operable against refugees who fear great harm. It follows that there is a moral as well as a practical basis to exempt refugees from the immigration control system. Where deterrence, in order to stop the flow of immigrants, is unfair and likely to fail, the flow needs to be managed. Refugees should, therefore, be given a legal path of immigration even if the state concerned does not otherwise wish any immigration.

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Project and Partner Updates

The Berne Initiative

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The Berne Initiative¹ was launched in 2001 by the Swiss Government. Its goal is to achieve more effective management of migration at the regional and global levels through enhanced cooperation among states. The Berne Initiative responds to the need for closer cooperation and confidence building at the international level—among governments from all regions of the world and international and regional organizations, civil society and academia. Its inspiration is the recognition that migration is an essential feature of contemporary life, and that all states share a common challenge in finding ways to manage it more effectively so that it is safe, orderly, and beneficial for migrants and societies. At the International Symposium on Migration (June 2001), government officials and experts from international organizations and academia encouraged the Swiss Government's Berne Initiative to work towards the development of a non-binding policy framework on migration at the international level with a view to facilitating effective migration management and inter-state cooperation.

As preparatory work, the International Organization for Migration (IOM)² commissioned a study on international legal norms relevant to migration³ and prepared a compilation of non-binding international statements on migration.⁴ The compilation revealed that states

have already acknowledged certain common understandings on migration at the regional and international level. The challenge is to gather these common understandings in a comprehensive framework that addresses major aspects of migration including human rights of migrants, labour migration, integration, irregular migration, human trafficking and migrant smuggling, trade and health issues, return, and migration and development.

At the Berne Initiative Consultations (July 2003), government officials from all regions of the world strongly supported the development of a policy framework in the form of an “International Agenda for Migration Management.” Its aim is to assist government migration practitioners and policy makers in developing effective mechanisms for inter-state cooperation on migration, fully respecting their sovereignty in the field of migration. The format of an agenda has been chosen to highlight the non-binding and practical character of the document. Participants recommended that this agenda consist of two essential components: a set of common understandings outlining fundamental shared assumptions and principles underlying migration management, and an accompanying set of effective practices on a comprehensive range of migration issues drawing on the actual, practical experience of governments.

In 2004, IOM is convening four regional consultations—in Africa, Europe, Asia and the Americas—to enable governments from around the world to contribute directly to the development of the International Agenda for Migration Management. The results will be presented at an international conference on 16-17 December 2004 in Berne, Switzerland.

The Berne Initiative is distinct but complementary to two other international processes. The first is IOM's International Dialogue on Migration, which was launched in November 2001 with a view to fostering better understanding of migration dynamics and migration policy matters globally and facilitating cooperative approaches to their management. The Dialogue is ongoing. The second is The Global Commission on International Migration, which was set up in December 2003 with the broad aim of placing international migration on the global agenda. Its final report is to be completed in summer 2005 and presented to the UN Secretary General.

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- 1 All documents on the Berne Initiative are available at www.iom.int/berneinitiative.
 - 2 IOM's Migration Policy and Research Department (MPR) serves as secretariat for the Berne Initiative.
 - 3 T. Alexander Aleinikoff, Vincent Chetail, *International Legal Norms and Migration* (The Hague: TMC Asser Press, 2003). The introductory chapter was published by IOM, International Dialogue on Migration No. 3, *International Legal Norms and Migration: An Analysis* (Geneva: IOM, 2002).
 - 4 *Significant International Statements on Migration: A Thematic Compilation* (Geneva: IOM, 2004, CD-ROM)

Centre for Ethnic and Migration Studies

Centre d'Études de l'Ethnicité et des Migrations (CEDEM)

MARCO MARTINIELLO, Director, CEDEM

The Centre d'Études de l'Ethnicité et des Migrations (CEDEM) of the Université de Liège was created in 1995. It is an interfaculty centre that carries out theoretical and empirical research in the fields of migration, ethnic relations and related topics. Research falls within three areas of priority:

- 1 the governance of cultural diversity and social cohesion, which includes questions related to the political and normative stakes of multiculturalism, immigrant integration and anti-discrimination, and the issue of urban and neighbourhood cohesion;
- 2 citizenship, identities, political and social movements, which includes research on nationality and citizenship, political extremism, the political participation of ethnic minorities, and social and political mobilization related to immigration and diversity; and
- 3 migration, transnationalism and globalization, which includes research that examines the international dimension of the migration phenomenon, including the Europeanization of immigration policy and its effect on the migration system of peripheral countries, as well as focussing strongly on Chinese migration.

CEDEM is a forum for information and reflection. Through seminars and academic meetings, CEDEM stimulates debate around various aspects of migration and ethnic relations by situating the discussion in an international context and initiating a questioning of analytical tools. CEDEM's core projects have shown a preference for qualitative and comparative methodologies, but the Centre strongly believes in the value of cross-, multi- and trans-disciplinarity. CEDEM is keen to develop a dialogue with policy-

makers and has regularly participated in local, national and European meetings to discuss the policy relevance of their research results. Moreover, CEDEM has built up a wide network among national and international institutions.

In 2004, 14 researchers and PhD students from a variety of disciplines, including anthropology, sociology, political sciences, history, philosophy, Chinese and Asian studies, literature and humanities, were involved in CEDEM. The Centre receives funding from the National Fund for Scientific Research. External funding, primarily on a project basis, comes from the Federal Office for Scientific, Technical and Cultural Affairs, King Baudouin Foundation, and the European Commission.

For further information on CEDEM, please visit <http://www.ulg.ac.be/cedem>.

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Project and Partner Updates

IMISCOE: European Network of Excellence for Immigration and Integration

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Immigration and integration are fundamental issues in Europe today, but more systematic knowledge is needed to ensure that policy in these areas has a reliable foundation. European research institutes already cooperate, but the state of research on the issue of international migration and integration is still highly fragmented. Cooperation needs to be structured, and research must focus more on European issues.

In response, the European Commission funded, under its Sixth Framework Programme, a Network of Excellence called IMISCOE, which stands for International Migration, Integration and Social Cohesion in Europe. IMISCOE is situated at the Institute for Migration and Ethnic Studies of the University of Amsterdam, and the European Commission provided a grant of 4.5 million Euros over five years, commencing April 1, 2004. IMISCOE is mandated to build a European research area in the domains of international migration and integration by:

- 1 building an integrated, multidisciplinary, rigorously comparative research programme;
- 2 establishing an infrastructure for training of researchers and stakeholders; and
- 3 setting up a structure for the dissemination of research results to the public and to politicians and policy makers in particular.

IMISCOE is a consortium of 19 European research institutes in ten countries. These institutes have selected more than 300 researchers from the social sciences, humanities and law to participate. Standing research programmes of the IMISCOE fall within nine research clusters:

- international migration and its regulation;
- causes and consequences of international migration: migration and development;
- legal residency, citizenship and political integration;

- work, entrepreneurship and economical integration;
- social integration and mobility: education, housing and health care;
- linguistic, cultural and religious diversity;
- interethnic relations, identity, representation and discrimination;
- gender, age and generations; and
- the politics and policy of cities and countries with respect to migration and integration.

Researchers in each of these clusters will exchange information, build a coherent research programme and, within nine months of IMISCOE's official start, will produce a state of the art report on worldwide research within their cluster. In addition to providing a general overview of all research in the cluster, these reports will also formulate new directions and research initiatives to be developed within the cluster, as well as proposing concrete integrative activities to be undertaken by the cluster in the next phase.

Three feasibility studies have also been undertaken to explore new, common lines of research within IMISCOE. These studies examine: Europe as a migration system (EUROLINKS); European integration policies in comparative perspective (INTPOL); and social cohesion (SOCO).

IMISCOE will be an important new partner in initiatives, such as Metropolis, that aim to bridge research and policy on immigration and integration. IMISCOE has a particular strength in empirical research, which is presented to stakeholders in digestible forms, and this will complement the strengths of other partners.

More information, including the list of cooperating research institutes, is available at www.imiscoe.org, which will soon be developed into a full information system on IMISCOE.

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MetroMed: A Second Step

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The Mediterranean is an area of strategic interest for migration policies and cultural relations. In the last few years, Metropolis International's partners have worked to develop a network in this area. With these aims in mind, ISMU Foundation held the first meeting of MetroMed in December 2003, bringing together scholars, policy makers and journalists from Algeria, Libya, Morocco, Tunisia and France, Italy, Portugal, Spain. Six months later, MetroMed convened in Fes, Morocco for a meeting and conference on migration and cultural diversity.

The conference was organized by the Fès-Saïss Association under the high patronage of His Majesty King Mohammed VI, in collaboration with the International Organization for Migration, MetroMed and Metropolis International. The meeting and conference focussed on two issues:

- 1 the problems of migration in the Mediterranean; and
- 2 the role of cultural diversity.

Migration and cultural diversity have become crucial issues at a time

when the mismanagement of cultural differences and migration are sources of misunderstanding and conflict. As such, the aim of MetroMed's meeting and the conference was to develop a cultural strategy to remedy the weaknesses of current education systems, as well as to discuss mechanisms that would more efficiently manage the flux of migration in the Mediterranean, taking into account the interests of key stakeholders.

Participants discussed the means for promoting better management of migration issues with the collaboration of countries on both sides of the Mediterranean. They also debated the different means for promoting an interdisciplinary, global, and integrative approach to migration. This approach favours the human and socio-cultural dimension and establishes a close correlation between the struggle against illegal migration and the preservation of the rights of communities of migrants who have legally settled in the host countries.

This second MetroMed initiative consolidated a network of fifty people from eight Mediterranean countries. They are now working to develop common research projects that will be integrated into the International Metropolis Project.

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Memorandum of Understanding between the Agence universitaire de la francophonie, Immigration and Metropolis, and Metropolis

The Agence universitaire de la Francophonie (Paris), Immigration and Metropolis (Montréal) and Metropolis (Ottawa) have signed a memorandum of understanding that commits them to cooperating on languages in an immigration context, which has emerged as one of the key themes of globalization. The objectives of this MOU are to increase the Francophone presence in this area and to facilitate the emergence of sociological and sociolinguistic research on languages. The agreement will also permit information- and document-sharing in French among the partners. The first developments in this initiative will be presented in two workshops at the Ninth International Metropolis Conference. These workshops will look at (1) multilingualism and (2) an initiative designed to increase multilateral and international cooperation among researchers working within the Francophonie in the areas of immigration, integration and diversity management. More information will soon be available at www.international.metropolis.net.

International Migration and The World

MAURICE SCHIFF, World Bank

International migration has profound economic, social and political implications. For developing countries, migration raises fundamental issues related to poverty, education, the financial sector, macroeconomic management, and more. There is also increased interest in migration among developed and developing countries, as well as in the development community. For developed countries, this is partly due to concern about perceived negative effects of unskilled labour migration at a time of slow economic growth, while for developing countries it is in part because of the recent increase in skilled labour migration (brain drain).

In response, the World Bank has initiated a research program on the development impact of migration. The objective is to identify policies, regulations and institutional reforms that will lead to improved outcomes for developing countries and, in addition, to examine the impact of migration on developed countries and on migrants themselves. It is important to examine the impact of migration on developed countries because, in the long run, migration is more likely to benefit developing countries if developed countries also perceive it to be beneficial and are therefore willing to cooperate in designing and implementing sustainable reforms on their side. Migrants' experiences will also be studied because

the effect of migration on both developed and developing countries will depend on the degree of success of the migrants themselves. The research will aim to identify “win-win-win” policies for developing countries, developed countries and migrants.

Six topics have been identified that are important from a development viewpoint and which require additional research. These are: remittances; the brain drain; temporary movement of persons; the link between trade, foreign direct investment and migration; labour market and social protection issues; and governance. Although research will be undertaken on all six topics, this piece focuses on remittances and the brain drain.

Remittances

Remittances are funds that are sent from migrants to their countries of origin and are now significantly larger than foreign aid. Research will focus on ways to reduce the cost of remitting funds and on raising their social impact. Issues to be examined include:

Level of remittances. Official remittances (as reported to the International Monetary Fund) amount to some \$90 billion. Data are available by recipient country, but suffer from estimation problems because of definitional issues, informal remittances and remittances in kind. The first requirement is to obtain an accurate estimate of the level of

remittances. In addition, bilateral, rather than aggregate, remittance data are needed.

Financial channels and fees. Official channels are known. However, remittances are often transferred through other intermediaries, with a fee that averages about 13% of the transfer, and is frequently as high as 20%. Development of more efficient channels would benefit migrants, developing countries and the financial sector. This requires undertaking a survey of the financial infrastructure supporting remittances, including identifying the flow of funds from sender to receiver, the intermediaries and the systems used. It also involves examining the performance of the regulatory framework and determining, for example, how to improve its competitiveness. Recent developments such as the Automated Clearing House arrangement between the United States and Mexico could provide important lessons about harmonizing payment systems between sending and receiving countries.

Use of remittances and the impact on individual recipients and communities. Remittances affect individual families (in terms of investment, including schooling, consumption, work effort) and communities (in terms of wages, employment, poverty, income distribution). Understanding the impact of remittances on recipient

Development: Bank's Research Program

families and communities will require detailed household surveys. Such surveys would help answer many questions, including whether there are only winners from remittances or whether there are losers as well, and whether remittances perform differently than other sources of finance (for example, with respect to poverty alleviation). Detailed household surveys will be carried out in recipient communities in developing countries and possibly with migrants in developed countries, as well.

Incentives to attract remittances. Many developing countries use tax incentives to attract remittances. How effective are they? What is their fiscal cost? And even if effective, is the policy an efficient one? Similar questions relate to other types of incentives, including matching funds (as in Mexico's 3-for-1 program). These will be explored.

Effect of macroeconomic policies and conditions. Macro- and exchange rate policies may affect the level and use of remittances, and these will be studied. In addition, we will examine whether remittances are pro- or counter-cyclical. Are they mainly for investment or to help stabilize consumption?

Impact on recipient country. Remittances may generate macro-economic effects, such as Dutch disease (the pushing up of the value of a nation's currency) in those

countries where remittances amount to a significant share of foreign exchange revenues. These impacts will be explored.

Brain Drain

The issue of brain drain, which is of great concern for developing countries, raises more questions than available data enable us to answer with great confidence. The main ones from a development viewpoint are:

How important is the brain drain? For each developing country, we need to identify the stock of people living abroad, by skill category and by destination country. We need to know how many remained in their country and to identify the share of people who migrated by skill category. Carrington and Detragiache provide an estimate of the brain drain, based on 1990 US census data, but it assumes that the skill composition of migration to the United States also applies to other developed countries. To remedy this, our research will extend their analysis to other developed countries and to the 2000 census.

What are the costs and benefits for developing countries? Depriving developing countries of brains is likely to have a negative impact on their real income and growth. On the other hand, there are likely to be benefits, including remittances, potential return migration after

additional skills have been acquired, and potential knowledge/technology transfers through return migration, the creation of business networks and increased trade. Also, skilled migration prospects raise the expected return to education and may foster higher enrollment in schools (brain gain). Several questions will be examined, including: How are costs and benefits affected by policies, institutions and labour market characteristics in developing countries? How is the brain drain affected by the North's policies (on rotation and duration of migration through, for example, guest worker programs)? Does the brain drain result in North-South technology transfer to the South through return migration, the establishment of networks, or other? How important is the brain gain, and how costly? What is the impact of the brain drain on those left behind (externalities)? What policies in the North and South will maximize the net benefits of the brain drain? These issues will be explored in the research, and data from the household surveys will be used to answer some of these questions.

For further information on the World Bank's research programme on migration and development, please contact Maurice Schiff at mschiff@worldbank.org

Project and Partner Updates

The Longitudinal Immigration Data Base (IMDB)

The longitudinal Immigration Data Base (IMDB) is a comprehensive source of data on the labour market behaviour of the landed immigrant population in Canada. It combines information recorded annually on the personal income tax return of immigrants with information from landing records compiled by Citizenship and Immigration Canada at the date the landing visa is issued.

Each landing record contains key demographic data elements; immigration program data, such as immigration category, applicant status and employment status; and information on other personal attributes such as intended occupation, knowledge (self-assessed) of an official language, and years of schooling and highest level of education achieved before landing. Each tax return contains key socio-demographic information, earnings from employment or self-employment, investment income, Employment Insurance benefits and social assistance benefits.

The IMDB is the only source of labour market data that permits the user to distinguish between categories of immigrants or to distinguish between cohort, period, ageing, location, and program effects when analyzing immigrant labour market behaviour. It currently contains data on over 2.0 million of the 3.7 million immigrants who landed in Canada and subsequently filed at least one tax return between 1980 and 2000, inclusive. Immigrants are covered in the IMDB for 16 years after their records are first matched.

The IMDB has contributed major findings about the labour market activity of Canada's permanent residents. For example, the IMDB shows that since the early 1980s, the earnings of working-aged immigrants on entry to the Canadian labour market have declined. This was observed for immigrants in all immigration streams. The IMDB also shows that those who arrived in 1995 or more recently have seen much stronger earnings growth in their early years in Canada than their predecessors. A series of analytical research reports on the labour market activity of Canada's permanent residents has been prepared using this dataset. Please see <http://www.cic.gc.ca/english/research/papers/menu-imdb.html>.

The IMDB is managed by Statistics Canada on behalf of a Canadian federal-provincial consortium led by Citizenship and Immigration Canada. However, the dataset is available to support the research efforts of all interested users on a cost-recovery basis. Special arrangements are in place to meet the requirements of Metropolis' Canadian Centres of Excellence. The use of the IMDB is subject to privacy and confidentiality requirements to prevent the release of personal information. As a result, micro records cannot be released to users, and all aggregate statistics are subject to random rounding. For more information on how to access the IMDB, please contact John Zhao at john.zhao@statcan.ca.

The Centre on Migration Policy and Society (COMPAS)

The Centre on Migration Policy and Society (COMPAS) conducts research on global mobility and migration and aims to inform public opinion, evaluate policies and develop theory related to migration. COMPAS was created in 2003. It is based at the University of Oxford and receives its core funding from the United Kingdom's Economic and Social Research Council, as well as project-based funding from a number of other organizations. COMPAS undertakes a wide range of initiatives that currently fall within five main project areas:

- Integration and social change, which looks at inclusion and cohesion, immigrant networks, identity formation, and the definition and goals of integration;
- Migration management, which looks at the impact of migration, policy tools, and the effectiveness of various arrangements for governing migration;
- Means of migration, which includes questions related to irregular migration, trafficking and smuggling;
- Migration / asylum nexus, which examines the blurring of the line between forced and voluntary migration; and
- Sending contexts, which looks at migration as "emigration," examining the impact of migration on sending countries, as well as the domestic institutions and processes that shape and constrain emigration.

For further information, please visit www.compas.ox.ac.uk.

The Longitudinal Survey of Immigrants to Canada (LSIC)

The Longitudinal Survey of Immigrants to Canada (LSIC) is designed to study how recent immigrants adjust to living in Canada. The main topics include: housing, education, recognition of foreign credentials, employment, income, the development and use of social networks, language skills, health, values and attitudes, and satisfaction with the settlement experience.

The LSIC is conducted in three waves. The majority of interviews are conducted in a face-to-face environment in one of fifteen languages. Over 12,000 of the approximately 165,000 immigrants aged 15 and over, who were granted permanent residence status from abroad between October 2000 and September 2001 participated in the first wave of interviews.

Results of this first wave of interviews show that, six months after arrival, new immigrants have developed a strong attachment to Canada. The vast majority expressed the intention to settle in the country permanently and become Canadian citizens. However, many face challenges overcoming labour market difficulties and language barriers. By early 2006, when all three waves of interviews are complete, the survey will provide a better understanding of how the settlement process unfolds for new immigrants. This survey will provide valuable information on how immigrants are meeting the various challenges associated with integration, as well as information on the resources that are most helpful to their settlement in Canada.

Details about the LSIC and initial findings are available through Statistics Canada's website: <http://www.statcan.ca:8096/bsolc/english/bsolc?catno=89-611-XIE>. Additional findings were also released in the Winter 2004 issue of *The Monitor*: <http://www.cic.gc.ca/english/monitor/current.html>. The Monitor is an on-line newsletter posted quarterly by Citizenship and Immigration Canada that features timely statistics on citizenship and immigration trends.

The LSIC dataset is available to support the research efforts of all interested users on a cost-recovery basis or through Statistics Canada's Research Data Centres program. Access to the LSIC data is subject to privacy and confidentiality restrictions to prevent the release of personal information. For more information on how to access the LSIC, please contact Jessie-Lynn MacDonald of Statistics Canada's Special Surveys Division at jessie-lynn.macdonald@statcan.ca.

The Ethnic Diversity Survey (EDS)

The Ethnic Diversity Survey (EDS) was developed by Statistics Canada in partnership with the Department of Canadian Heritage to provide new and important information on the ethnic background of people in Canada and how this relates to their lives in Canada today. The data from the survey will help us to better understand how people's backgrounds affect their participation in the social, economic, political and cultural life of Canada and how Canadians of different ethnic backgrounds interpret and report their ethnicity.

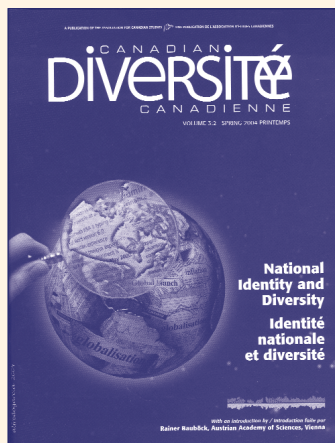
The survey was conducted from April to August 2002 with a sample size of approximately 42,000 respondents selected from the 2001 Census. Interviews were conducted in nine languages: English, French, Cantonese, Mandarin, Italian, Portuguese, Punjabi, Spanish and Vietnamese. It contains a wide variety of variables including those on ethnicity, language, religion and year of immigration. Topics that were examined in the survey include:

- sense of belonging to one's ethnic group and to Canada;
- transmission of language and culture to children;
- social networks;
- social capital;
- trust; and
- civic participation.

Two notable findings concern discrimination and voter participation. Results from the survey show that while 86% of Canadians had not experienced discrimination in the past 5 years, 36% of visible minorities reported having experienced discrimination. In fact, one in two Blacks said that they had experienced discrimination in the past five years. Results from the survey also show that those born outside of Canada were more likely to vote in federal elections the longer they lived in Canada. These are but a few examples of interesting findings from the EDS.

For further information on the EDS, contact Jodey Derouin of the Multiculturalism Program, Department of Canadian Heritage at jodey_derouin@pch.gc.ca. Researchers may also wish to visit Statistics Canada's EDS website at <http://stcwww.statcan.ca/english/sdds/4508.htm>. If you would like information on accessing data from the EDS through Statistics Canada's Research Data Centres, please visit http://www.sshrc.ca/web/apply/program_descriptions/ciss_reseach_data_e.asp.

Publications



Canadian Diversity / Diversité canadienne

National Identity and Diversity Volume 3, No. 2 (Spring 2004)

The Spring 2004 issue of *Canadian Diversity / Diversité canadienne* looks at “National Identity and Diversity.” This issue was produced by the Association for Canadian Studies and Metropolis and was edited by Rainer Bauböck of the Austrian Academy of Sciences. It includes twenty-three articles by researchers, policy-makers and non-governmental organizations from the international Metropolis network, including many papers originally presented at the Eighth International Metropolis Conference held in Vienna, Austria in the fall of 2003.

There are articles on various facets of identity and diversity including citizenship, nationhood, the politics of difference, religious diversity, branding, the limits of multiculturalism, and inter-ethnic relations. There are also case studies from several countries including Canada, Belgium, Australia, Turkey, Germany, Denmark, Switzerland, Mexico and the Western Balkans. For further information, visit http://www.acs-aec.ca/English/spring_2004.htm. You may also contact the Association for Canadian Studies (Alison.Anderson@acs-aec.ca), or Metropolis (canada@metropolis.net).

World Migration 2005

IRENA OMELANIUK

International Organization for Migration

World Migration 2005, due out in April 2005, will be the third in the International Organization for Migration’s series of biennial reports on international migration. It offers a comprehensive array of data and analysis of international migration trends, policies and practices and will be of interest to governments and other migration managers. Its purpose is three-fold: to update data on migration flows, stocks and trends; to summarize current migration developments in the major regions of the world; and to present relevant policy discussions. Expert contributions are drawn from academia, governments, IOM, the United Nations, other international agencies, the private sector, migrants and civil society.

The theme of *World Migration 2005* is “Costs and Benefits of International Migration.” The publication looks at the social, economic, political and other impacts of migration, as well as relevant policies and mechanisms. “Costs and benefits” may not always be, or need to be, measurable, but their estimations are an inevitable part of planning viable policy. Issues to be covered include: migration and development, poverty, health, labour migration, trafficking, integration, gender, inter-state cooperation and institutional capacity building.

The *World Migration* series gives recognition to a growing and urgent need for governments and other agencies involved with migration to be kept abreast of all new developments, the types of policy approaches that work to the mutual benefit of governments, society and the migrant, and why and how they work. The last edition, *World Migration 2003*, was based on the theme “Migration Management,” and covered a wide range of migration and refugee policy questions.

To order WM 2003 or WM 2005, please contact the IOM Publications Unit at iompublications@iom.int.

Our Diverse Cities Nos diverses cités

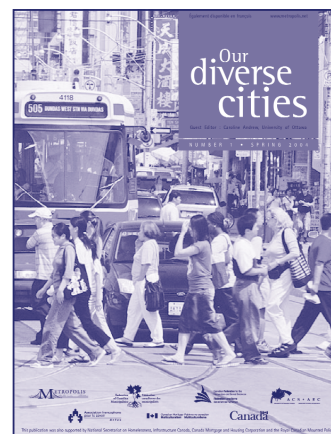
May 2004

A series of panels and a new publication on diversity and municipal policy were developed this year by Metropolis, in partnership with the Canadian Federation for the Humanities and Social Sciences, l’Association francophone pour le savoir (ACFAS), the Federation of Canadian Municipalities, the Association for Canadian Studies, and a host of federal government programs and departments (Multiculturalism Program, Canadian Heritage; the National Secretariat on Homelessness; Infrastructure Canada; Canada Mortgage and Housing Corporation; and the Royal Canadian Mounted Police).

The inaugural issue of *Our Diverse Cities* was edited by Caroline Andrew (University of Ottawa) and includes nearly fifty contributions comprised of interviews with Mayors and Cabinet Ministers, as well as articles by researchers, policy-makers, elected officials and community practitioners on demography and diversity; arts and culture; health; housing and homelessness; infrastructure, development and planning; parks and recreation; political participation; and policing and justice.

This publication has been distributed to nearly 30,000 policy-makers, researchers and non-governmental organizations. It has also been assigned as course material for classes in a range of disciplines (anthropology, architecture, geography, political studies, social work, sociology, and urban studies) at several universities.

To obtain copies in either English or French, please contact Metropolis at canada@metropolis.net.



Intersections of Diversity

Metropolis continues to work on the Intersections of Diversity project with its partners (most notably the Multiculturalism Program of the Department of Canadian Heritage and the Association for Canadian Studies). This project, which began in 2001, explores how intersecting diversities result in differential outcomes and examines which policy and program responses could most effectively address these complex relationships.

A seminar on intersections of diversity was held in Niagara Falls, Canada, in April 2003, and a number of publications have now been produced. These include a special issue of the *Canadian Ethnic Studies* journal and a special issue of *Canadian Diversity / Diversité canadienne* magazine. In addition, seminar proceedings will soon be published by the Multiculturalism Program.

The special issue of *Canadian Ethnic Studies* (Vol. XXXV, No. 3, 2003) was guest edited by a team

comprised of two researchers (Yvonne Hébert from the Faculty of Education of the University of Calgary; and Julia Kwong from the Department of Sociology of the University of Manitoba) and two policy-makers (John Biles and Erin Tolley of the Metropolis Project Team based at Citizenship and Immigration Canada).

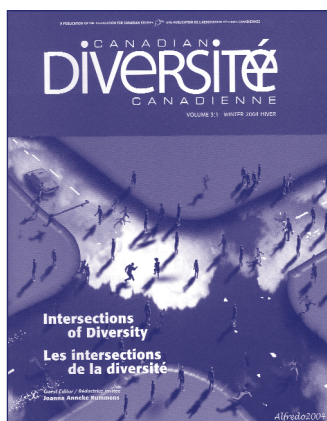
Contributions include ten papers commissioned by the Multiculturalism Program following the 2003 seminar in each of the policy areas explored at the seminar: political processes; housing; labour and training; capital markets; education and (re)training; justice; health; information and knowledge; culture; and social transfers. To order a copy of this journal, please visit <http://www.ss.ucalgary.ca/CES/>.

Intersections of diversity is a rather abstract concept, as discussions at the 2003 seminar revealed. In response, the Association for Canadian Studies produced a special issue of *Canadian Diversity / Diversité canadienne* (Vol. 3:1, Winter 2004). It was guest edited by Anneke Rummens (University of

Toronto) and includes seventeen articles by researchers, policy-makers and non-governmental organizations. These explore the implications of intersections using practical examples and discuss how a failure to think through or consider the consequences of intersections leads to inequitable policy and program outcomes. To order a copy of the magazine, please contact either the Association for Canadian Studies (Allison.Anderson@acs-aec.ca) or the Metropolis Project (canada@metropolis.net).

Seminar proceedings will be available soon from the Multiculturalism Program. In the meantime, you will find ten literature reviews and ten challenge papers on the intersections of diversity online at http://canada.metropolis.net/events/Diversity/diversity_index_e.htm.

The next initiatives in this project will explore the impact of intersections of diversity on immigration. Events are planned for the Congress of Humanities and Social Sciences (London, Canada) and the Congrès of ACFAS (Chicoutimi, Canada), which will both take place in 2005. A special issue of *Canadian Issues / Thèmes canadiens* will also be produced. For more information, or to become involved, please contact John Biles (john.biles@cic.gc.ca).



Canadian Issues / Thèmes canadiens

Refugees in Canada: Grant and Contributions March 2004

Metropolis partnered with the Association for Canadian Studies to produce a special issue of *Canadian Issues / Thèmes canadiens* magazine that looks at "Refugees in Canada: Grant and Contributions." It includes an introduction by Princeton University's Howard Adelman and a series of articles by distinguished authors from government, international organizations, academe, and non-governmental actors. Articles address the critical questions of why Canada grants refugee status and what contributions these newcomers make to Canada in the economic, social, cultural and political facets of Canadian societal life. To obtain a copy, please contact Metropolis at canada@metropolis.net.



Special Issue of JIMI: The Role of Social Capital in Immigrant Integration

The *Journal of International Migration and Integration* is a multidisciplinary scholarly journal that highlights recent research in the field of immigration, migration and integration. The Spring 2004 issue (Volume 5, No. 2) is a special guest edited issue that examines the role of social capital in immigrant integration. The issue was guest edited by Peter S. Li (University of Saskatchewan) and Jean Lock Kunz (Policy Research Initiative). To order a copy, please contact JIMI's editorial office at jimi@ualberta.ca. For further information on submissions or subscriptions, visit <http://jimi.metropolis.net>.

Events



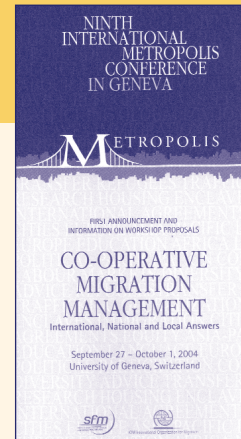
The Seventh Canadian National Metropolis Conference

The Seventh Canadian National Metropolis Conference was held in Montréal from March 25 to 28, 2004. It was organized by Immigration and Metropolis (I&M), the Montréal Metropolis Centre of Excellence (www.im.metropolis.net). A record 750 researchers, decision-makers and representatives from non-

governmental organizations participated in the nearly 80 workshops and 4 plenary sessions. The themes of the plenary sessions covered many key public policy issues including:

- immigrants, visible minorities and the labour market: where does discrimination begin?;
- inclusive citizenship, identity and diversity;
- international cooperative management of migration; and
- immigration and multilingualism: rethinking the issues of integration and social cohesion in the context of globalization.

You will find many of the papers that were presented at the conference in the Events section at www.canada.metropolis.net. The next Canadian National Metropolis Conference will be held in Vancouver in spring 2006.



Ninth International Metropolis Conference “Co-operative Migration Management”

September 27 - October 1, 2004
Geneva, Switzerland

The annual conferences of the International Metropolis Project have become the world's largest regular gatherings on international migration. Building on nearly a decade of successes in Milan (1996), Copenhagen (1997), Israel (1998), Washington D.C. (1999), Vancouver (2000), Rotterdam (2001), Oslo (2002) and Vienna (2003), in 2004 Metropolis will hold its discussions in Geneva.

This year, the conference will focus on co-operative migration management, a rapidly developing issue that is especially appropriate for Geneva as the headquarters of many international organizations are situated in the city. The goal is to improve the way we manage international migration of people, through policy that will see benefits of migration distributed more evenly among the world's nations, that will see migrants treated in such a way that their humanity is fully respected and, should they be permanent immigrants, to see them justly and effectively integrated into their new societies. The Geneva Conference will gather experts on migration including heads of international migration organizations, representatives of other related international initiatives, academics, policy makers and NGOs from all over the world for intense discussions on research findings, lessons learned, and policy options and implications. Eighty highly focused workshops are being organized to complement an exciting program of plenary sessions. For information, visit www.international.metropolis.net.



The Eighth International Metropolis Conference

The Eighth International Metropolis Conference was held in Vienna, Austria from 15-19 September 2003. It was hosted by the City of Vienna and took place at the Vienna City Hall (Rathaus). The theme of the conference was “Gaining from Migration: A Global Perspective on Opportunities for Economic and Social Prosperity,” and

the main objective was to stimulate debate on the benefits of immigration from the perspective of both receiving and sending countries. More than 700 people participated in the conference. Participants came from Austria, Canada, Sweden, Norway, the Netherlands, the United States, the United Kingdom, Switzerland, Australia, Italy, Germany, Portugal, Denmark, Israel, Hungary, Czech Republic, France, Spain, Moldova, Belgium, New Zealand, Greece, Morocco, Poland, Slovenia, Mexico, Bangladesh, China, Finland, South Africa, Ukraine, Romania, Turkey, Philippines, Pakistan, Taiwan.

Decision makers, researchers and representatives from non-governmental organizations participated in 70 workshops on a range of topics, as well as eight plenary sessions. Key themes of the plenary sessions included:

- managing migration globally: economic relations and political strategies;
- regional integration and migration: Europe's transformation in comparative perspective;
- multilevel governance of migration and diversity: challenges for political actors and civil society; and
- multiple dimensions of integration and diversity policies: the urban perspective.

You will find a number of Conference papers under the Events section at www.international.metropolis.net.

The *Metropolis Presents* series was launched in the fall of 2002 and brings together panelists to discuss important policy issues from an international comparative perspective. The *Metropolis Presents* series is a public forum for exchanging research findings, exploring best practices, and informing public policy. This year, the Metropolis Project Secretariat in Ottawa hosted four public lectures in the series. You can find further information about the *Metropolis Presents* series by clicking on "Events" on the national website, <http://canada.metropolis.net>.

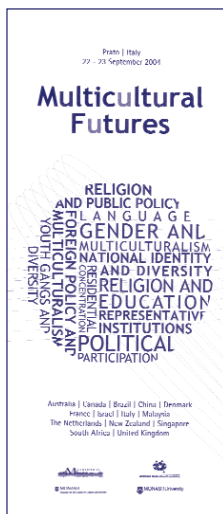
Multicultural Futures

September 22-23, 2004
Prato, Italy

Multicultural Futures is an inter-conference event sponsored by the Australian Multicultural Foundation, Metropolis, and Monash University's Institute for the Study of Global Movements. It will bring together many of the worlds' top thinkers and practitioners to consider how multiculturalism has responded to the challenges posed by increased pluralism in liberal democracies, as well as its continued viability as the premium policy for the integration of immigrants and refugees.

The roster of international speakers includes Veit Bader (Netherlands), Rainer Bauböck (Austria), James Jupp (Australia), Will Kymlicka (Canada), Inger-Lise Lien (Norway), Trevor Phillips (United Kingdom), Yvonne Yazbeck Haddad (USA), and Ari Zolberg (USA). Issues to be addressed include possible divisive outcomes; challenges of setting and implementing national policies in pluralistic societies; policing in diverse societies; political participation; women and participation; and religion and public policy in diverse societies.

It is expected that a number of publications will flow from this seminar including special issues of *Canadian Diversity / Diversité canadienne* and the *Canadian Ethnic Studies* journal. For more information, please visit the website at <http://globalmovements.monash.edu.au>.



Shared Citizenship: Immutable Core or Dynamic Nucleus? October 14, 2003

This panel explored shared citizenship and, in particular, two approaches that have framed the debate around shared citizenship and national identity. The first approach is grounded in the view that a strong immutable and seemingly unchanging core, or national identity, is essential for the successful integration of newcomers. The second approach is grounded in the belief that the core can, and indeed must, evolve, and citizens and newcomers must be involved in ongoing discussion to construct the national identity. The discussion drew on experiences from Australia, Canada, Denmark, the European Union, Germany and Turkey and included presentations by Ghassan Hage, University of Sydney; Feyzi Baban, Trent University; Danielle Juteau, Université de Montréal; and Bashy Quraishy, a Danish journalist. The event was sponsored, in part, by Integration Branch at Citizenship and Immigration Canada and the Canadian Studies Program in the Department of Canadian Heritage.

An Expert Panel on the Economic Performance of Immigrants December 1, 2003

Research suggests that the earnings of immigrants to Canada have declined over time, their poverty rates have increased, and the time that it takes for their economic position to reach that of the national average is increasing. Panelists discussed the earnings deficit, economic trends, and implications for public policy. The panel was co-sponsored by the Metropolis Project, the delegation of the European Commission to Canada, and the Library of Parliament and included presentations by Raymonde Folco, Member of Parliament for Laval West; Elizabeth Ruddick, Citizenship and Immigration Canada; Christoph M. Schmidt, Rhine-Westphalia Institute for Economic Research; Oded Stark, University of Bonn; and Don DeVoretz, Simon Fraser University.

Diverse Youth and the Law: Moral Panic or Critical Policy Problem? January 22, 2004

This panel brought together experts from Canada, Australia, the United States and the United Kingdom to discuss violent crime among immigrant and minority youth. It was sponsored, in part, by the Multiculturalism Program and Strategic Research and Analysis in the Department of Canadian Heritage, as well as Public Safety and Emergency Preparedness Canada. Panelists explored the incidence of violent crime among diverse youth, the factors that may propagate criminal activity, public perceptions about youth crime, and strategies that may reduce violent crime. The audience heard presentations from Jock Collins, University of Technology Sydney; Scott H. Decker, University of Missouri; Simon Holdaway, Sheffield University; Alex Tyakoff, a consultant; and Scot Wortley, University of Toronto. Discussants included Chris Murphy, Atlantic Metropolis Centre and Dalhousie University; Ferial McCann, Canadian Heritage; and Catherine Latimer, Department of Justice Canada.

Media, Immigration and Diversity: Informing Public Discourse or Fanning the Flames of Intolerance? March 30, 2004

This panel examined the interplay between the media, public opinion and immigration and diversity. Some observers argue that the media, often the first source of information on breaking issues, are responsible, fair and bring key information to light. Critics, however, contend that the media can be less than fair and may, in fact, fan the flames of intolerance. Panelists discussed the role of the media in specific case studies, including the events of 9/11 and the arrival of boatloads of refugees. Presenters included Giovanna Campani, University of Florence; Paul Spoonley, Massey University; Alison Mountz, Syracuse University; and John Gabriel, London Metropolitan University. Discussants were Andrew Cardozo, former commissioner for the Canadian Radio-television and Telecommunications Commission; Anna Chiappa, Canadian Ethnocultural Council; Hamlin Grange, ProMedia International; Jean Lock Kunz, Policy Research Initiative; and Raj Rasalingam, Pearson-Shoyama Institute and the Canadian Association of Broadcasters' Task Force for Cultural Diversity on Television. The event was sponsored by Strategic Directions and Communications in Citizenship and Immigration Canada, the Multiculturalism Program in the Department of Canadian Heritage, and the Pearson-Shoyama Institute.



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