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WORDS OF WELCOME

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The world's interest in international co-operation on managing migration is higher than at any time since the inception of the Metropolis Project. The range of issues under international discussion has grown well beyond those of only a few years ago, which primarily concerned controlling flows, to a greater and sustained emphasis on managing for the express purposes of securing greater benefits from migration for both sending and receiving societies, and for the migrants themselves. Increasingly migration is accepted as an inevitable phenomenon of modern times, one that will not be stopped by border controls no matter how severe, one whose management, poorly done, can create harm, one whose management done well can bring widespread benefits. Jagdish Bhagwati's call in a recent issue of *Foreign Affairs* for concerted world action culminated in a suggestion for a World Migration Organization, a migration analogue to the World Trade Organization. Professor Bhagwati's call reflects a growing sense of the futility and ultimate destructiveness of the single response to migration of tightening borders and the recognition that our mutual interests can be better served by international co-operation to maximise benefits for all.

Witness the activities of the Berne Initiative; the expansion of the sphere of the International Organization for Migration into international migration policy; the work of the International Migration Policy Program; the Hague Declaration of the Society for International Development which gained the recognition of the Secretary General of the United Nations; the recent examination of world migration by

the Office of the Secretary General of the United Nations; the discussions of a world commission on migration; not to mention regional efforts in North and South America, in the European Union, and in the Asia-Pacific region. Although none of these is itself a process to create a World Migration Organization, each illustrates the growing momentum towards multilateral co-operation on not only managing flows, but on managing the impacts of these flows. More attention is being paid to the integration of those who come to our societies, and more attention is being paid to the effects of emigration on the source countries, particularly those that are among our poorest nations.

The Metropolis Project will continue to promote discussion amongst policymakers, researchers, and members of civil society on the issues of the day. Our annual conference this year in Vienna will examine to a greater extent than we have in the past the relations between sending and receiving countries, including the question of how migration can best be used as a tool for economic and social development. This issue could come to be the key migration issue of the decade. In Vienna we will continue to raise questions of how our societies can best ensure that legitimate newcomers are welcomed and accorded the societal requisites for success. Our core interests have always been in effective integration, and these interests remain.

Those of us in the Metropolis Project need to stay abreast of the current debates and their dynamics. We ought to be prepared to contribute where we best can, by mobilising people from all sectors to meet and to discuss the issues co-operatively, in a common spirit. This issue of the Metropolis World Bulletin brings a somewhat different appearance with lengthier articles on some of these fundamental

migration issues. We bring you here an entertaining discussion of some of the demographic changes that are a major part of the contemporary context. Two articles on the relationship between migration and development are included in this issue as is an article on the relationship between migration and the transmission of disease, particularly the recent case of SARS that has so severely affected the economies of a number of countries such as Canada. You will also find important news from the Metropolis network, of new projects, new publications, and recent and planned events.

The Metropolis International Steering Committee has already turned its attention to next year. There are key developments with many of our partners, for example in the Mediterranean region and in Europe, with new policy-research networks either just launched or in preparation. The project in Argentina continues its work despite the difficult economic situation that they face. We will see an expanded partnership in the Asia-Pacific region. And the Canadian project continues to grow and deepen. You can follow these and other developments on the Metropolis website. (www.international.metropolis.net).

Finally, we are in the planning stages of the 2004 conference to be held in Geneva from September 27 - October 1. This conference will take advantage of the number of international organisations with headquarters there to highlight the state of the debate on international co-operation on managing migration and its variety of effects. The world's migration discussion is in a very dynamic state. The Metropolis Project will set its sights on providing equally dynamic meeting spaces for the players in the debate to work with us to take advantage of the research-based expertise that we can provide. Metropolis can be part of the effort at international co-operation by sharing our experiences and expertise in the field and by encouraging the international community to join us in the open discussions that have become our tradition. ■

Sixth Canadian National Metropolis Conference

Edmonton, Alberta, March 21-24, 2003

HOWARD DUNCAN, the Executive Head of the Metropolis Project Secretariat in Ottawa, noted in his plenary address at the Fifth National Metropolis Conference in October 2001: "Much of our first five years have been spent in developing our capacity to make a difference. Our next five years will see the emphasis shift to consolidating and enlarging this capacity and to using it." It is this challenge that the Prairie Centre of Excellence for Research on Immigration and Integration (PCERII) in Edmonton picked up when they hosted the Sixth National Metropolis Conference in March 2003.

The overall theme was "*Immigration and Diversity: Research and Policy in an Era of Globalisation*." It combined four plenary sessions on key contemporary policy concerns in the field of immigration and diversity with over sixty tightly focused workshops. Both the plenary sessions and the workshops brought policymakers, practitioners and researchers together to share their experiences, build relationships and guide their future work.

Plenary topics included:

- Regionalisation and Immigration
- Canada's Immigration Policy: Engaging the Public Discourse
- Immigration, Security and Terrorism: Spuriously Connected?
- Immigration, Diversity and Official Language Minority Communities

The conference was the first opportunity for many Canadian Metropolis partners to meet in over a year and a half. The organisation of a concurrent meeting by the Federation of Canadian Municipalities meant that municipal officials had an opportunity to participate. Similarly, the Integration Branch of Citizenship and Immigration Canada organised meetings with non-governmental organisations involved in both the Voluntary Sector Initiative and the Official Language Minority Communities and Immigration Initiatives. The result was a much higher presence of NGOs at the conference. In particular, the attendance of NGOs representing official language minority communities, in addition to a plenary session on the topic, ensured that this area was well covered.

Conference evaluations reported that the conference was an unqualified success with most of the workshops and plenaries receiving high ratings, some singled out as superb. Papers and presentations are available on-line at www.pcerii.metropolis.net

MIGRATION AND POPULATION

The Forecast for Tonight and the Next Five Decades

By Joseph Chamie

The general forecast for the world for tonight and the next five decades is for persistent demographic accumulation, especially in urban areas in the south, declining fertility trends, widespread ageing, continuing broad bands of migration streams and scattered mortality disturbances.

Turning to the details, world population is now at an all time high of 6.3 billion people. The record of 6 billion was set in 1999, only 12 years after the earlier high of 5 billion in 1987. Current demographic accumulation is 77 million people per year; again this is lower than the record annual high of 86 million reached at the end of the 1980s. The current global forecast for the year 2050 is 8.9 billion people, but also possible is a high of 10.6 billion or a low of 7.4 billion.

Based on national reports from statistical centres supplemented by international estimates, the earth's population is growing at 1.2 percent per year, markedly lower than the all time record high of 2.0 percent set back in the late 1960s. A more detailed look across the world map shows a great deal of variability regionally and nationally as well as significant demographic turbulence and instability in some areas.

Nearly all of the global demographic accumulation during the next five decades –nearly 3 billion people - is expected to occur in the Southern Hemisphere, i.e., among the less developed regions. This accumulation will likely amount to an increase of 67 per cent for the less developed regions by mid-century, with some areas expected to get even higher

amounts of accumulation. Today six countries - India, China, Pakistan, Nigeria, Bangladesh and Indonesia - account for half of the world's yearly demographic accumulation. India's annual accumulation, one-fifth of global growth, is equal to the combined totals for China, Pakistan and Nigeria.

In contrast, most areas in the Northern Hemisphere will see little if any demographic accumulation. The population of the European continent reached a high in the late 1990s. And most places, such as Italy, Germany, Japan and Russia, are likely to experience demographic shortfalls. The forecast for Europe's population is 17 percent smaller by mid-century, with the working age population likely experiencing a significant decline of some 30 per cent. More or less of the same is expected in East Asia for countries such as Japan, Singapore and the Republic of Korea. However, areas of notable exception to these demographic shortfalls are Australia, Canada and the United States, where demographic accumulations of 30 to 40 percent are expected by the end of the five decades, due in large part to continuing high streams of migration.

Fertility trends are headed downward in all regions and areas. By the end of the five-decade forecast, global fertility is expected to hover around replacement. While fertility highs remain in most of Africa and parts of Western and South Asia, these levels are beginning to fall, especially in urban areas. However, 24 countries are still having highs of six or more children per woman. While such highs are expected to decline in the coming decades, fertility in those areas is

likely to remain above replacement levels for the forecast period.

In contrast, a depressed low fertility system - below normal replacement levels of two births per woman - covers 44 per cent of the world's population, with European countries and Japan experiencing the lowest recorded fertility levels, i.e., 1.1 to 1.5 births per woman. In attempting to deal with these fertility lows, government authorities are seeking to address the underlying causes and adopting policies to encourage couples to have more babies. Job security, maternity and paternity leave, childcare, after school programs, cash allowances and other financial incentives are among the issues being carefully reviewed by authorities. However, a reversal of these unseasonably low fertility levels is unlikely during the next few decades.

Scattered mortality disturbances, heavy at times, will occur mainly in Africa and Asia. Isolated disturbances will also occur in Eastern Europe. Elevated levels of mortality will result in life expectancies at birth stalling, or even falling in some less developed countries. A rapidly moving, high-pressure HIV/AIDS epidemic is causing a mortality tsunami, ravaging much of sub-Saharan Africa and some parts of South and East Asia. Other areas in Eastern Europe and Asia are now reported to be reaching dangerously high levels and advisories remain in effect everywhere. All are strongly advised to take preventive measures, especially groups at high-risk. While the disturbances are expected to subside, their aftershocks will linger in many countries.

Broad bands of migration streams, some undocumented, will persist and possibly intensify. The streams are moving primarily from the south in a northerly direction and also from east to west. These migration currents are increasingly involving large numbers of people who are desperately attempting to leave their homelands and are entering other countries by any means, i.e., in cars and trucks, flimsy boats, cargo

containers, freight trains and even in wheel compartments of aircraft. In addition, there will be continued migration activity within countries, with many seeking shelter in large cities, especially along the seacoasts.

The imbalance between the demand and supply of migrants - several million versus one to two billion - and the consequent increasing flows, especially illegal, are having serious social, economic and political repercussions. Attempts to address these migration streams have recently become a stormy issue in the elections and politics of many receiving countries, especially in the European continent. Also, the continuing flows of unexpected migrants have led Governments in both the Northern and Southern hemispheres to take drastic actions. For example, some countries in the south have repatriated or expelled many of their immigrants, both legal and illegal. Some areas of Europe have also attempted to withdraw their aid to those countries that did not take effective steps to stem the flow of illegal emigrants.

As a result of falling fertility and increasing longevity, a widespread ageing front is rapidly sweeping across the globe. This front, travelling from west to east and beginning in Europe, will result in extraordinary shifts in age structures towards the elevated ages. The numbers and proportions of elderly will likely reach historically unprecedented high levels. In many areas, one person out of three is expected to be over 65 years and the number of persons of working age per one older person will fall sharply, from current levels of around 4 to 2 or less by mid-century.

These shifts in age structures will exert seismic pressures on social, economic and political conditions in all countries and areas, especially in the north. The pressures from this ageing front are expected to precipitate political squalls and produce unpleasant conditions for many localities.

In particular, the expected consequences of the approaching ageing front are leading to

disquiet concerning the financial viability of pension and health care systems for the elderly. With the number of workers declining relative to those in the retirement ages as well as the rapidly growing numbers of longer-living retirees, some forecasters are anticipating the arrival of a “red ink society”. Today’s budgets for social security, pensions and health care are in the black largely as a result of the favourable demographic conditions of the past. However, with changing demographic conditions, many fear that red ink is coming in the near future.

How to avoid the arrival of a red ink society is a major challenge facing governments in many parts of the globe. None of the possible responses - including raising retirement ages, reducing old-age benefits and health care coverage and raising taxes - are popular among elected officials or the general public. Of course, some forecasters believe that no response is required and with time the red ink will simply dissipate in the atmosphere due to increased worker productivity and technological advances.

It should be noted that the broad migration streams noted earlier are expected to do little to reduce pressures from the enormous and rapidly expanding ageing front. For some areas, replacement migration can offset forecasted declines in the size of populations and the size of working-age populations. However, replacement migration cannot realistically offset population ageing because the numbers involved are simply far too high.

The extended long-term forecast remains unsettled. While the forecast for some areas is partly sunny, unstable conditions are expected to persist in many regions and localities for some time. Scattered clouds are also forming on the horizon due to intensifying ageing, mortality disturbances and migration streams.



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<http://www.un.org/esa/population/unpop.htm>

Transculturalisms: Diversity and Metamorphosis

THE International Council for Canadian Studies Conference “Transculturalisms: Diversity and Metamorphosis,” was held from May 22-24, 2003 in Montreal at the Université de Québec à Montréal (UQAM). It attracted many researchers and students, and was attended by international delegates of the *Canadian Studies* member associations from countries representing almost every continent.

Representatives of the six international research teams involved discussed the results of their research projects, which dealt with various aspects of transculturalisms.

- **Patterns of Cultural Transfers** - The first team was concerned with the strategies of cultural interaction, self-identification and self-definition, especially among young people.
- **Between Place and Space: the “Trans”** - In a context in which cultural transfers are intensifying, the second team raised the issue of the complex hybridity of postcolonial societies and the permeability of national spaces.
- **Canadian Métissage/Hybridity: Between, Among, Within Cultures** - This team discussed the intermingling of cultures and its impact on Canadian or foreign national identity; past, present and future.
- **The Americas and Transfigurations** - This team delved into cultural hybridity and its impact on the Canadian identity within the space of the three Americas. The research drew attention to the migrations, the transfers, the assimilations, and the creolizations staged there, the birth of new cultural and literacy forms and images of Americanness that are patterned on the principle of metamorphosis.
- **Packaging the everyday culture of Canada** - This team examined the influence of Canadian culture on the world cultural market in the 20th and 21st centuries.
- **Effectiveness of Cultural Protectionism** - The final research team presented on the effectiveness or ineffectiveness of cultural “protectionist” policies within and outside Canada.

The proceedings of this conference will be published Fall 2003, in part, in a double issue of the *International Journal of Canadian Studies* (IJCS) (http://www.iccs-ciec.ca/pages/7_journal/a_overview.html).

MIGRATION AND DEVELOPMENT

Blind Faith and Hard-to-Find Facts

By Kimberly A. Hamilton, PhD

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International migration's potential to promote the development of poor countries has resurfaced high on the international development agenda, and it is not surprising why. More people than ever live outside of their country of birth. The UN estimates that some 145 million individuals have made the trek to another country. Another roughly 30 million, primarily in the former USSR, have had new national frontiers emerge around them. While the number of migrants overall remains small relative to the world's population, the cumulative impact in a variety of areas is believed to be extensive.

There is broad consensus in the research literature that individual migrants and their families enjoy considerable benefits from migration, from higher wages to new training. Today's migrants have masterfully deployed globalisation's tools—telecommunications, affordable international travel, and a global financial network—to maintain and expand relationships with their families at home and their communities of origin.

There is much less consensus, however, over whether or not those benefits can also constitute permanent, healthy, and structural change in the communities and countries from which migrants hail. Unfortunately, the link between migration and development is putative rather than proven. It is also often indirect rather than causal. Moving beyond blind faith in migration's transformative power to fact-based policy will require much more clarity on several key dynamics and contradictions that currently exist in the literature. This article examines five critical

dimensions of the current debate that require additional focused research.

Courting the Diaspora

Growing and increasingly organised transnational communities of migrants have had, arguably, the most profound impact on our understanding of migration and development. Today's migrants are less likely to be destined for long-term permanent stays elsewhere. Migrants are now able to travel back and forth more easily, to retain close contact with their families and friends, and, indeed, to build relations with other communities in third countries. The effect is in some ways revolutionary. Communities of national origin exist and operate far outside the boundaries of the nation state. Their identity reference point is fluid, and their relationship with their home country is still largely unexplored.

The evolving global identity of diaspora communities and their relationship to so-called "diaspora-induced development" has forced a re-examination of old migration models. These models, built on push and pull forces and fixed notions of permanent and temporary migrants, have proved incapable of embracing the complexity fostered by diaspora communities and relations. With the understanding that migrants themselves prefer circularity to permanence, it is not surprising that sending country governments are moving quickly to capture the hearts and the purses of this important group. Attempts to embrace the diaspora more fully and to encourage circularity have expanded the conceptual and sometimes real notions of state boundaries and citizenship. It is equally unsurprising that countries that look to immigrants to fill crucial labour niches are revisiting notions of temporary

migration, a longstanding taboo in migration policy circles.

Competing for remittances

Remittances, or the money that is sent home by migrants to their families and communities, are big business. By some estimates, 60 percent of the some US\$100 billion in remittances ends up in developing countries annually, having doubled over the decade of the 1990s. There are some notable elements in the growth in remittances. The first is that remittances through official channels have kept pace with foreign aid. When unofficial remittance transfers are added, remittances outstrip overseas development assistance. Yet, remittances are not equally distributed across the world, with the lion's share going to Latin America and the Caribbean and a decreasing amount going to Africa.

Second, as remittances have grown, so has the market to transfer them--with some interesting consequences. Increased competition for the lucrative remittance transfer business is driving down the fees that migrants have historically had to pay to send money home. This, in turn, has left more money in the pockets of migrants. Meanwhile, as the banking sector has become more interested in capturing a piece of the migrant money business, migrants themselves have new opportunities to establish regular bank accounts, an important element in their own financial stability. Such changes in the institutional structure for the transfer of money may affect the amount, timing, use, and availability of remittances.

Thinking beyond remittances

By most accounts, remittances are the most visible and tangible link between migration and development. There is little evidence, though, that remittances provide a permanent ladder out of poverty. Studies indicate that remittances, by and large, support non-productive consumption and stopgap poverty alleviation for many families. As such, there is no dispute that remittances used in this fashion are critical to the well being of many

families in poor countries. The concern, rather, is that remittances may foster dependency on, not investment through, external resources. It seems, at best, a distant hope that remittances could help families, communities, and countries remain permanently out of poverty.

Nonetheless, there are elements emerging in the migration and development conversation that suggest that the links between sending and receiving countries manifest themselves in far more subtle ways and have moved far beyond the transfer of labour to the transfer of ideas. For example, remittances have linked migrant home town associations to their communities of origin by engendering aspects of voluntary association, civic participation, and shared and transparent decision-making, critical elements to good governance.

Further, migrants abroad have established small and not-so-small business enterprises that link to and draw from their country of origin. Some migrant groups are creating organised philanthropic forces, which must make difficult and well-informed decisions about where and how to invest scarce resources. Migrants and their connections back home also foster return tourism that spans generations and provides important foreign currency for countries of origin. While it is difficult to measure these contributions, which further complicates hard empirical analysis, these new social and economic configurations hold promise for development.

Accounting for migrant characteristics

With remittances on the rise, there is growing interest in who remits, how much, and for how long. Some evidence suggests that remittances may peak and then decline over time, as the family reunification process is completed and migrants have children themselves. For temporary migrants, however, the dynamics are unlikely to be the same.

Beyond this, legal status as well as gender may be factors. Undocumented immigrants tend to congregate in low-wage and informal sectors and cannot easily traverse national borders,

thereby limiting their remitting potential. More research is needed, as well, on refugee communities, continuing involvement in their home countries as agents of change or funders of conflict. And, as more women migrate, independently and as family members, it is important to understand how they construct their own relationship to their communities at home and abroad, especially because women tend to send more money home than men.

Attention to migrant characteristics is accompanied by an interest in how return migrants fare in the labour force once at home. It is unclear whether the skills and training learned abroad could be applied effectively at home. The conditions of return, the skills of the returning migrant, and state of the domestic economy will all shape this experience.

Recovering the costs of brain drain

Migration and development optimists are quick to point to remittances as the unheralded engine of change. Pessimists are equally quick to target the perennial and unresolved issue of brain drain. To be sure, the loss of skilled citizens to foreign labour markets imposes a double penalty on developing countries. The cost of education quickly becomes a subsidy to already rich countries. This is compounded by the pure loss of talent and potential contributions to the domestic economy.

It is difficult to place a price tag on brain drain, though some governments hope to do so in order to recover some of the costs. Just as AIDS has eviscerated an entire professional class in Africa and Asia, many are concerned that emigration and the recruitment of trained professionals from poor countries will do the same. The “poaching” of talent is magnified by restrictive immigration policies in destination countries that make circular migration difficult.

Several factors may offset brain drain’s potential costs, including remittances, lack of employment opportunities at home, and, as discussed above, continued involvement of the

diaspora community, including the highly skilled, at home. In fact, some countries, such as the Philippines, have entered the skills export business with gusto, hoping to maximise the economic returns to the Philippines by remaining engaged with Filipinos abroad.

It is unlikely that rich and poor countries will be able to “split the difference” and balance the costs of brain drain against the (potential) benefits of remittances. Until then, brain drain and how it is managed is likely to become even more flammable tinder in policy and political circles.

Conclusion

The five issues addressed above only hint at the enormity of the undertaking. What has not been mentioned is that the migration field, in general, is seriously hamstrung by a lack of reliable data and inertia in that regard. This paper has also focused entirely on migration from poor countries to rich countries. While the balance of migration has tipped numerically in this direction, there is an enormous amount of south-to-south migration, which may have its own set of characteristics and development outcomes.

In the absence of more research, it is not clear that migrants and migration will provide needed purchase on slippery development terrain. It is abundantly clear, however, that some of the solutions to maximise migration’s development potential are quite far from the migration arena, such as trust in the public sector and good governance practices. Increased development, however, may fuel the means and motives to migrate. Faith in migration’s potential is good. Facts, however, will be necessary to transform the vicious into the virtuous circle, without dampening the spirit that compels migrants around the world. ■

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THE INTER-AMERICAN FOUNDATION

Transnationalism and Community Development

By Carlo Dade

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The Inter-American Foundation (IAF) is an independent agency of the United States government, established as part of the Foreign Assistance Act of 1969 to fund innovation in grassroots development projects. The IAF provides cash grants directly to grassroots and community-based organizations in Latin America and the Caribbean (LAC) to implement their own development and poverty reduction initiatives. Each year the IAF issues an open call for proposals to all civil society organizations based in LAC. In fiscal year 2001, the IAF approved 43 grants and 27 amendments to previous grants, totaling approximately \$13.9 million. These grants went to organizations in 15 countries throughout the LAC region.

In recent years a number of grant requests have touched upon the linkages between communities of out migration in LAC and their diasporas – migrant and immigrant communities in the United States. In response to this emerging theme, the IAF held the first conference on the developmental uses of remittances in Washington with the World Bank and the UN Economic Commission for Latin America and the Caribbean (Approaches to Increasing the Productive Value of Remittances, Washington DC, May 2001). Since the conference the IAF has examined its grant portfolio and engaged in discussions with grantees to better understand the role that these linkages play in IAF-funded development

projects. As a result, the IAF has developed a dynamic evolving strategy to respond to this phenomenon. The principle components of this strategy are:

1. **A redefinition of remittances** to focus on non-financial linkages and exchanges between immigrants and their communities of origin. This focus recognizes that these non-financial linkages, e.g., knowledge, skills, human capital, entrepreneurship, democratic practices, market access and others are equally, if not more, important than financial transfers for promoting long-term sustainable development.
2. **A redefinition of “community” development** to focus on the transnational reality of many communities in LAC. The concept of transnationalism is not yet well understood nor integrated in domestic and international “development”. This has led to a continuation of development strategies and programs based on a concept of community that better reflects the reality of the 1930s than the globalised 2000s. Though many international and domestic development agencies and organizations realize that the communities in which they work are linked by migration to other distant communities, these organizations continue to fund as if these linkages were not critical to the development process. However, development investments made anywhere in a transnational community – in the country of origin or the country of migration -- benefit the entire community. For example, an investment in a public health project in a

LAC country will benefit communities in New York, Boston, Miami and Los Angeles if there are migration pathways between these areas. Thus, the IAF is now looking at new actors, potential partners and resources including US community foundations, municipal governments and domestic development agencies to support community development efforts.

3. **A responsive outreach** to diaspora organizations, immigrant groups and Hometown Associations (HTAs) including co-funding projects and holding dialogues in the U. S. with HTAs, local foundations, academics, and municipal authorities. In addition, the IAF has co-sponsored conferences and intra-regional exchanges of government officials and development practitioners.

IAF Implementation

The IAF has become a leading actor in encouraging U. S. and international foundations, development agencies, nonprofits and governments to consider the development impact of social and financial linkages between migrants/immigrants in the U. S. and their communities of origin in Latin America and the Caribbean. As a grant-making and learning institution, the IAF is funding pilot grants and research in these areas.

Grants for Transnational Community Development

The IAF has over US\$2.5 million in active grants and has several new funding actions planned for fiscal year 2003. Current grants include activities such as:

- working with Federations of Mexican-American clubs to convert remittances into investment capital;
- increasing food security and nutrition among remittance receiving families;

- co-financing projects, providing technical assistance and funding local development studies/plans with diaspora organizations for their communities of origin;
- assisting grassroots community development organizations to identify migrants from their communities living in the U.S. and develop partnerships to support and co-finance demonstration projects;
- sponsoring conferences for U.S.-based immigrant associations on how to support community development projects in their communities of origin.

The IAF has also funded grants that leverage linkages based on internal migration – rural to urban – in countries in LAC.

Research

The IAF is planning a major research study to investigate transnational linkages in past IAF grants in several LAC countries. In addition, the IAF has funded applied research projects such as the following studies :

- La Diaspora Haïtienne du Sud de Floride Possibilités de Cofinancement de Projets de Développement Communautaire en Haïti, June 1992 by Ronel Ceran and Noriac Dathis
- Diaspora Haïtienne: Possibilités de Cofinancement de Projets de Développement Communautaire en Haïti 1992 – 2002, dix ans après qu'est-ce qui est encore possible, by Ronel Ceran, July 2002
- Approaches to Increasing the Productive Value of Remittances: IAF Case Studies in Financial Innovations and International Cooperative Community Ventures 19 March, 2001, edited by Carlo Dade.

Outreach

The IAF is conducting a series of dialogues throughout the U. S. to convene immigrant organizations, hometown associations, local

grant makers and municipal authorities to discuss the transnational development linkages between U.S. and LAC communities. Dialogues have been held in New York (March 2003), Boston (May 2003) and Los Angeles (June 2003). Other dialogues are planned for Chicago and Miami. IAF country representatives are seeking new ways to collaborate with diaspora organizations and HTAs. The IAF co-chairs the transnational committee of Hispanics in Philanthropy, an organization composed of U.S. foundations focused on Latino issues and Latin America

The Future

As part of its general call for proposals, the IAF continues to receive and respond to proposals from LAC-based organizations for development projects that have a transnational dimension. The IAF will continue to work in the transnational area by:

- co-financing grassroots development projects with U.S.-based HTAs;
- promoting agricultural and traditional product exports to the diaspora market by small-scale producers in LAC;
- providing new options to enable recipients to improve the use of money received from family members working in the US;
- enhancing the capacity of diaspora groups, HTAs, local communities and non-governmental organizations to work together;
- facilitating the exchange of knowledge, contacts, best-practices and materials between domestic and international funders;
- promoting dialogues and exchanges between diaspora organizations/HTAs, U.S. foundations, local governments and academic institutions; and
- helping in policy and program formation at the local, national and multilateral levels. ■

For more information on the IAF, please go to <http://www.iaf.gov>



Seventh International Metropolis Conference

THE *Seventh International Metropolis Conference* took place in Oslo, Norway from September 9-13, 2002. It was organised with support from Norway's Ministry of Local Government and Regional Development, the City of Oslo, the Norwegian Directorate of Immigration, the Research Council of Norway, the University of Bergen, and the Metropolis Project Team at Citizenship and Immigration Canada.

Hosts Eva Haagenen and Yngve Lithman welcomed over 700 participants from 28 countries around the globe. The countries included Canada, Denmark, Sweden, Finland, The United Kingdom, The Netherlands, USA, Australia, New Zealand, Colombia, Mexico, Japan, Bangladesh, the Philippines, France, Spain, Portugal, Italy, Israel and Ghana.

Participants arriving early were treated to a program of pre-conference *field visits* around the city of Oslo highlighting the work of Norwegian NGOs, community organisations and government departments. As has been the case in the past, conference participants valued the field visits as a means to set the exchange of ideas and past practices in context.

The following is a list of key issues addressed in the daily plenaries and over 80 workshops which took place at the conference:

- Citizenship, integration and social cohesion
- September 11th and its aftermath
- International co-operation in migration management
- Migration and development
- Accreditation and the labour market
- Migration and health
- Cities and globalisation
- Gender and human rights
- Multiculturalism
- Education

For workshop proceedings and programme details, please consult the conference website at: www.international.metropolis.net

POPULATION MOBILITY, HEALTH AND SARS

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In many areas of the world the second quarter of 2003 has seen extensive medical and public attention devoted to the nature and spread of a new disease, Severe Acute Respiratory Syndrome (SARS). Variouslly called *the first severe and readily transmissible new disease to emerge in the 21st century*¹, *a disease which can be contained and eradicated*² and a disease that some health officials were *"very concerned about the spread of this virus, particularly in Asia"*³ SARS has been prominent in the media since mid March of this year. Fulfilling long anticipated prophecies, SARS quickly spread from southern China to other locations along international travel routes.

Several of those travel routes are also followed by immigrants, refugees, international students and migrant workers. Periodically during the development of the SARS situation potential links to immigration have been discussed⁴ and some nations considered limiting immigration as a component of their SARS control strategies. Now, as the nature and consequences of the SARS outbreak are somewhat better understood, it is possible to consider the illness within the context of immigration with the benefit of hindsight.

The lessons and observations of the past few months provide both insight and context in the field of migration health. The example of SARS can assist in the understanding of how outbreaks of infections, while generating fear and concern, are likely to be related to immigrants, refugees or other migrants. Improved understanding of the nature and characteristics of the infections that may have importance in the immigration context can further

define the associations between migration and health and disease control. An improved understanding of these associations reduces the risk that migrants are unduly targeted as being somehow responsible for the international spread of outbreaks.

The use of quarantine during the recent SARS outbreak represents a public health activity, which has a very long history. In the 14th century Italian City States, faced with the arrival of plague, knew that illness and death could follow the arrival of individuals, vessels and merchandise from an area of an epidemic. Arrivals were isolated and inspected and vessels, cargo and some passengers held for initially 30 and later 40 days before being allowed to enter the city. This practice grew into the internationally adopted process of quarantine, where during times of epidemic disease outbreaks, arrivals were stopped at ports of entry, examined, treated or held in isolation.

Quarantine has most often been introduced because of two factors related to the disease of concern. The first factor is that the illness was rare or unusual enough to provoke significant fear in the population. The second is that there were limited or complicated control or treatment options available to manage the disease. These two factors were both present in the initial phases of the SARS outbreak, and not surprisingly, the world has recently witnessed the reintroduction of quarantine practices in several locations. Quarantine is most commonly applied to all travellers or arrivals from areas determined to be affected by the illness of concern and is primarily directed at communicable diseases of epidemic potential. Those nations that utilised quarantine practices during the recent SARS outbreak operated on those general guidelines. It can be anticipated that if SARS becomes a more common respiratory disease, or if a successful

treatment or vaccination is developed, quarantine for the disease will disappear.

In spite of concerns in some quarters, SARS has not evolved into a migration-related disease. That result is neither unexpected nor unanticipated. In considering the demographics of international population mobility travellers outnumber immigrants and refugees by enormous numbers. In Canada for example, it is estimated that international visits number more than 100,000,000 of which nearly 20,000,000 are by air. At the same time Canada accepts roughly 250,000 new residents through its immigration program. This means that in a disease of low prevalence such as SARS, it is more likely to be spread by travellers rather than migrants because there are many, many more travellers than there are immigrants, refugees and other migrants. The international movement of illness and disease is normally only a health concern in migrants when the prevalence of a disease is high.

In global terms, SARS has caused relatively low numbers of cases. When the total numbers of SARS cases are considered in terms of the large populations present in many SARS affected areas, the rates of the disease are very, very low. At the same time the numbers of migrants departing from SARS-affected areas are also low in relation to the total population and in relation to other travellers. Mathematically this means that rare infections such as SARS will more likely be spread internationally by travellers rather than immigrants. Looking back at the SARS outbreak at the time of writing this article, the above-described scenario is what has been observed. This observation is a further reflection of the fact that for quarantine to be effective, in the context of international travel, it would need to be applied to all arrivals not just migrants. Such practices have serious impacts on international trade, tourism and commerce. Any specific focus on immigrants would be misplaced, as it would miss the more numerous cases of SARS in travellers.

On the other hand there are some illnesses that are important in the context of migration and for which screening can be useful and important. Immigration health methods and practices differ from quarantine processes in several aspects.

Illnesses of migration health interest have different characteristics than diseases like SARS. To be an illness of relevance for routine migration health consideration, the disease must be widespread enough in the population where the immigrants originate to warrant attention. Diseases that are rare and uncommon in nations where migrants originate will also be rarely encountered in immigrants. While quarantine can be used to manage uncommon diseases, it is not a useful practice for more prevalent illnesses. Attempts to manage prevalent disease by quarantine and isolation would result in the almost total cessation of international travel, clearly not a realistic option.

In another difference from quarantine, migration health activities directed at the identification of conditions prevalent in immigrants do not occur at the border or Port of Entry where quarantine takes place. Immigration health concerns are most commonly managed, through medical assessment or evaluation before departure or after arrival in the community. The latter is more common in the case of asylum seekers. While most of the health attention given to SARS in travellers occurred at Ports of Entry or Departure, those locations are not primarily used in the management of the health concerns of immigrants.

Another aspect of SARS that makes it of little interest in the area of migration health is the lack of long-term medical consequences related to the disease. SARS, like other quarantine-relevant diseases, has acute epidemic potential with immediate risks of disease spread following the arrival an infected person. Migration health interests, on the other hand, are focused on illnesses that have or produce long-term health consequences. Infectious diseases with immigration health concerns have chronic or latent phases that extend for long periods of time. As opposed to SARS, infections of immigration health interest include tuberculosis, hepatitis or persistent parasitic infections where there is long lasting or latent infection. In these situations there can be delayed development of disease and need for treatment or intervention that may occur long after the migrant has passed through the border.

The above noted factors define the characteristics of important infectious diseases in terms of migration health. The prevalence of the disease, the presence of long periods of latent infection or delayed symptoms and the potential role of the border or frontier as a barrier in disease control, are fundamental aspects that define national approaches to the management of infectious diseases in migrants. When we consider the characteristics of SARS against this framework of principles, it is not a significant concern.

Uncommon diseases, such as SARS, that may cause epidemic outbreaks can be managed by the quarantine and border health practices designed to control imported disease in travellers. Those practices, however, come with great cost and great impact on international commerce. In contrast, immigration health practices are more appropriately used to assist in the management of prevalent, chronic infections that can require long-term follow up and treatment.

Understanding the rationale behind both quarantine and migration health practices and processes is important. It allows for the reasoned explanation of why most migrants require no special medical attention during events such as the recent SARS outbreak. A measured and balanced assessment of the risks posed by migrants during outbreaks such as SARS can reduce the impression that immigration may somehow be supporting or spreading the infection. Reducing that impression minimises the chance that unnecessary special health measures directed at migrants would be considered or suggested. At the same time, a clear understanding of the true nature of migration health concerns can reduce the suggestions that gaps or failures in immigration health screening can be somehow responsible for international transmission of infections like SARS. ■

- 1 WHO SARS Status of the Outbreak and Lessons for the Immediate Future. Geneva 2003
- 2 BBC. Sars: Is global panic justified? April 24, 2003. Available from <http://news.bbc.co.uk/2/hi/health/2972927.stm> Last Accessed May 27, 2003.
- 3 Gerberding J. CDC Telebriefing March 29, 2003. Available from <http://www.cdc.gov/od/oc/media/transcripts/t030329.htm> Last Accessed May 27, 2003.
- 4 Dow Jones & Co. Hong Kong Immigration Dept: SARS Ban On China Visitors Unlikely April 9, 2003. Available from <http://news.morningstar.com/news/DJ/M04/D09/1049881861772.html> Last Accessed May 27, 2003.

Update on the Political Participation Research Network in Canada

THE PPRN has continued to be active in the field of political participation, recently completing a comprehensive study on the demographic composition of governments in seven Canadian cities. This study looks at the presence of women, immigrants and minorities in elected governments at the federal, provincial, municipal, and school board level in Edmonton, Calgary, Saskatoon, Winnipeg, Ottawa, London, and Halifax and builds on earlier research in Montreal and Toronto. The research was undertaken by Anjana Prihar, Shannon Sampert, Nicolette Kircher, Tim Cobban, Steven McGuire, Sandra Lopes and Neyda Long, and results will soon be available at www.metropolis.net. There are plans to expand the study to include other Canadian cities.

Research on political participation by members of the Metropolis Network is also showcased in the latest issue of the Journal of International Migration and Integration (JIMI), which was guest edited by Anver Saloojee and Anja van Heelsum. To obtain a copy of the journal, visit <http://jimi.metropolis.net>.

Members of the PPRN collaborated on a workshop for the Sixth National Metropolis Conference in March 2003. The workshop was entitled "Supplement, Substitute or Stepping Stone?: Electoral and Non-electoral Participation of Immigrants and Minorities" and included presentations by Myer Siemiatycki, Carolle Simard, Livianna Tossutti and Erin Tolley. Papers can be viewed at <http://www.canada.metropolis.net/research-policy/pprn-pub/index.html>.

The PPRN was also present at the Intersections of Diversity seminar, where members of the Network met to discuss future projects, and Erin Tolley presented a paper on Political Processes and the Intersections of Diversity. For a copy of the paper, visit http://www.canada.metropolis.net/events/Diversity/cpapers_Index_e.htm.

Members of the PPRN also participated in a session, entitled "Citizenship: Political Participation and Protest," at the 2003 Congress of Humanities and Social Sciences in Halifax. Papers related to this session are available in the spring 2003 issue of Canadian Diversity / Diversité canadienne. To obtain a copy of the magazine, contact francois.bertrand@metropolis.net

Metropolis Argentina Annual Meeting

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Against a background of economic and political uncertainty, Argentina held its *IV National Metropolis Conference* in Buenos Aires on November 25th 2002, under the motto *The city as a nexus between migration policies and migrants' integration*. As was the case with the 2001 conference, the event was co-organised by the Ministry of Home Affairs, the City Government of Buenos Aires, the International Organization for Migration (IOM) and the Latin American Centre for Migration Studies (CEMLA). The 2002 Conference was also supported by Metropolis Canada.

The conference was comprised of an opening session featuring representatives of the organising institutions and the Canadian Ambassador in Argentina, and three core panels. In consonance with the goals and principles of Metropolis International, panels were expressly designed to bring together the insights of policymakers, researchers, and civil society agents – including migrants – around a specific topic of major local significance.

Because Argentina's current migration law was passed in 1981 under a military government, progress *Toward a new migration policy* was an imperative – although not a novel – topic of discussion. Panel members agreed there was an urgent need to formulate a new migratory legal framework consistent with the national Constitution – reformed in 1994 – and with the set of international treaties bearing constitutional status. They also welcomed the approval of a free-residence agreement for nationals of Mercosur member-states plus Bolivia and Chile, a measure that will potentially alleviate the situation of all those immigrants from neighbouring countries who, particularly for economic reasons, find it hard to meet the requirements of the current law to reside legally in the country. Specifically,

representatives of the third sector and academia, drew attention to what, in their view, are issues a new migration policy should not overlook: the revision of restrictive mechanisms (particularly the complex system of residence categories) that ultimately produce illegality, and the integration of migration policies to ampler public policies.

A second panel dealt with the topic *Migrants' integration*. A *leit motiv* of this panel was the claim to take immigrants' initiatives into consideration when formulating integration programmes. Speakers questioned top-down integration strategies through diverse means: by directly deconstructing the notion of integration and exposing, among others, its potential assimilationist undertones; by systematising successful integration activities already implemented by migrants' associations; and, by emphasising immigrants' role as protagonists of integration as opposed to that of passive subjects of discrimination.

Finally, participants in the third panel discussed different strategies for the *Protection of Migrants' Human Rights*. Here, representatives of governmental organisations concerned with the defence of people's rights offered a panorama of the situation of migrants' Human Rights – specially highlighting arbitrary expulsions, difficulties in the obtainment of legal residence, and deficient access to health and education. They also provided an update of their work within the framework of their missions and functions. The topic was further developed with the analysis of two instances of Paraguayan migrants' struggle for their rights: women's "street-presence" resistance strategy, and a double-flank negotiation with the Paraguayan and Argentine states to avoid the sanction of an "unfavourable" agreement.

At a time when general political and economic strain threatened to drive attention away from migration issues, Argentina's *IV National Metropolis Conference* kept migration on the public agenda. ■

Broadening the Metropolis Agenda at the Eighth International Conference

By Dr. Rainer Baubock

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The International Metropolis Conferences have become the largest and most important annual gatherings of researchers and policy-makers interested in migration and the integration of immigrants. As the size of these meetings has grown, the organisers have felt the need to broaden their agenda and to introduce innovations in the conference format.

For this year's conference, which will be held in Vienna from 15 – 19 September, we have chosen the motto "Gaining from migration. A global perspective on opportunities for economic and social prosperity." At a time when western democracies emphasise state security concerns in their attempts to control migration, we want to highlight the need for global migration management. Migration policies that are driven by the domestic political agendas of governments acting independently of each other are notoriously inefficient in achieving their goals and inequitable in their results. A new international migration regime might benefit sending and receiving countries as well as large numbers of economic migrants and could provide better protection for refugees. The first three days of the Vienna conference will focus on aspects of this theme ranging from the global relationship between migration and development to comparing emerging regional regimes and multilevel governance in Europe and elsewhere. On the eve of the accession of ten new member states to the European Union special attention will be devoted to how this will affect not only migration policies but also prevailing conceptions of national identities. The final day will explore new ideas within the topic that has been at the core of the

Metropolis project: the big city as a space where migration and diversity raises new challenges that transcend the framework of nation-states.

As at last year's conference in Oslo, the Vienna meeting will open with a lecture of a cosmopolitan intellectual who is best known for his analyses of the transformation of public space in the context of urban diversity. Richard Sennett will talk about "Migrants, Immigrants, and Exiles." The format and composition of the plenary program features some innovations compared to previous conferences, all of which aim at a single goal: to stimulate lively debates and controversies. Thus we will no longer have separate panels of academic researchers and policymakers but will instead mix these two groups on each panel. Alongside presentation panels, where speakers will present interesting case studies or research results, each morning session will feature a discussion panel whose participants are asked to respond to a keynote speech and to address each other's views in a debating mode.

Sixty workshop proposals have been accepted for the afternoon meetings. They are grouped into ten thematic clusters. At a big international conference like this one, orientation tools for participants are essential. The website for the Vienna conference is very user-friendly and offers you all the relevant information for putting together your personal conference menu with a few mouse clicks. Check it out at: <http://www.metropolis2003.at>! In Vienna we will also provide simultaneous translation of the plenary program in English, French and German. Last but not least, the city of Vienna is keen to present to conference participants a selection of its cultural and culinary delights. The social events and study tours are not to be missed.

Hope to see you in September! ■

ISMU Foundation for Initiatives and Studies In Multi-Ethnicity

By Marco Lombardi

Professor of sociology

Responsible for the International Department of ISMU.

ISMU was established in 1991 under the name Istituto per lo Studio sulla Multiethnicità (Institute for Initiatives and Studies in Multi-ethnicity). At that time, the phenomenon of foreigners in Italy became especially evident and began to be perceived as one of the main forces of change in Italian society.

Since then, ISMU has become a point of reference for people from all walks of life – government officials on a local or national level, professionals, volunteers, scholars – who are concerned with immigration and, in a more general sense, with the evolution of Italian society in a multicultural manner. The professional qualifications of ISMU's collaborators have been recognised as they are often invited as experts in initiatives and congresses in Italy as well as abroad. The Foundation is considered the main point of reference in Italy on the subject of immigration and the promotion of living together inter-ethnically. ISMU also hosted the First International Metropolis Conference in Milan in 1995.

The ISMU **documentation centre** at the foundation's headquarters is the main source of resources on multi-ethnicity issues in Italy today. The centre's collaborators guarantee the constant monitoring of the phenomenon of immigration by examining statistics, norms and the politics of regulation. Under the auspices of the documentary centre, there is also intense editorial activity in the form of various publications.

The Foundation has also developed **institutional collaboration** over the course of several years. Among their most noteworthy achievements are the conventions and relationships developed with Italian Provinces, government ministries and educational boards.

ISMU's activities in the world of **education** have been especially intense. Foundation collaborators have designed hundreds of initiatives to meet the needs of educating and updating teachers, managers, administrators, students and cultural mediators.

As well, **research** on various migration-related topics provides indispensable support to the service activities

of the Foundation. Since Italy is in a stabilising phase as far as the presence of foreigners is concerned, it has recognised that it is time to focus attention on the immigrant family. A family which is becoming more and more important as a unit for analysis, study and intervention.

Metro Med is the primary 2003 international project of ISMU, linked with the International Metropolis Project. It will promote common thinking and best practices to manage migration flows and to set up integration policies among the Mediterranean countries. The first step of the project focuses on the First Metro Med Round Table where representatives from different countries will have the chance to meet each other and share experiences in dealing with migration policies. The three-day meeting to take place in Milan (Italy) at the end of October 2003, will be held with a flexible format to promote the maximum exchange. Two plenaries and three focused workshops will be provided on three main issues:

- forging a Mediterranean media system for migrants' integration based on the common cultural heritage;
- economic co-operation for a common Mediterranean labour market; and
- security policies and information sharing practices for better developing the flows' management.

Finally, we must mention the countless public initiatives promoted by the Foundation. They take the form of opportunities for information and exchange among experts and scholars concerned with phenomena and problems as they are analysed, thus constituting a fundamental expression of the vocation to service that characterises ISMU. Other initiatives are also geared towards the interests of the general public (for example through cinema festivals) and contribute to the consciousness raising and cultural growth that is necessary to create the conditions for living together inter-culturally in peace. ■

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Institute for Migration and Ethnic Studies of the Universiteit van Amsterdam

The **Institute for Migration and Ethnic Studies (IMES)** of the Universiteit van Amsterdam was established in 1993. Rinus Penninx was appointed Professor of Ethnic Studies and Director of the Institute. His chief task was to bring together the research capacity of the Universiteit van Amsterdam and to develop a coherent, interdisciplinary research programme in the domain of International Migration and the Integration of Immigrants.

Today, IMES employs some 45 researchers from the disciplines of anthropology, sociology, political science, history, geography, philosophy, economics, communication science and law. In the past five years, IMES has developed a strong international network and has undertaken many initiatives for international comparative research.

Brief Description of the Research Programme

The research domains of the institute basically cover two topics: 1) processes and mechanisms of international migration, and 2) processes and patterns in the integration of immigrants and their descendants within the society of destination. The organisation and structure of the IMES research programme is based on a number of considerations:

- The programme is grounded in the assumption that a balance should exist between theory development and empirical research. It also encourages the exploration and integration of different perspectives.
- Its interdisciplinary character is to be secured not only by employing scholars from different disciplinary backgrounds, but also by co-operating with researchers working in different departments of the university.
- IMES has initiated and now participates in a number of international comparative research projects on topics such as multicultural

democracy, political participation and exclusion in European cities, the smuggling of migrants and the trafficking of women, immigrant entrepreneurs in the informal sector, and the second generation of immigrants.

- Although the IMES-research programme is primarily a scientific programme, it has a strong focus on policy relevance. Conceptual studies, state-of-the-art research and evaluations, commissioned by all levels of policy institutions are fitted in into the general research programme.

The size of the overall IMES research programme has permitted the creation of five thematic clusters:

1. International migration: Processes, interventions, consequences, led by Jeroen Doomernik
2. State, politics and policies in relation to migration and ethnicity, headed by Veit Bader, Meindert Fennema and Jean Tillie
3. History of immigration and immigrants in the Netherlands from a Western European perspective, co-ordinated by Leo Lucassen and Wim Willems
4. Immigrants and the urban economy (soon to be developed into International migration, ethnic diversity and the city), led by Jan Rath
5. Structural and sociocultural integration of immigrants into the welfare state, co-ordinated by Rinus Penninx and Flip Lindo.

International Networks and Collaborations

IMES has successfully developed its international networks and co-operative relationships. This is visible in the number of international events organised by the institute. The most notable of these so far was the Sixth Annual Conference of International Metropolis in Rotterdam in

November 2001, hosted by the European arm of the Metropolis secretariat, located at IMES, in collaboration with the city of Rotterdam. The conference was attended by 750 researchers, policymakers and NGO professionals from over 40 countries, working in the field of migration and the integration of immigrants.

IMES is also increasingly engaged in cross-national comparative research. The institute has co-ordinated projects such as “Multicultural Policies and Modes of Citizenship in European Cities” (sponsored by UNESCO) and “Working on the Fringes” on immigrants in the informal sector of the economy, funded by the European Commission. In 2002 IMES started two new cross-country research projects, one on Human Smuggling (through the ESF, European Science Foundation) and one on the Second Generation in European and American Metropolises (funded by the Swiss BMU/PME-foundation, Population, Migration and Environment). In addition, IMES has joined the Research Network on European Women’s Rights (NWER) and a research project entitled Immigrants and Ethnic Minorities in European Cities (LIMITS), both funded by the European Commission.

In 2002, IMES brought together a number of research institutes in several European countries to formulate a proposal to the European Commission to build a ‘Network of Excellence’ for co-ordinated and comprehensive research, called “International Migration, Integration and Social Cohesion in Europe” (IMISCOE). The proposal was sent to Brussels in April 2003 and is presently under evaluation. It aims at establishing a common programme of research and a facility structure for European research over a period of five years that would include nineteen research institutes from ten European countries, with new institutes integrating over time. We are eagerly waiting for a Brussels decision on the proposal, hoping that we get the opportunity to create a true European research area in this field. This would enhance International Metropolis efforts and would create beautiful opportunities for global co-operation. ■

For more information on IMES, please go to <http://www2.fmg.uva.nl/imes>

New Research - Israel

By Shmuel Adler

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Ministry of Immigrant Absorption, Israel*

Below is a short description of two comparative research projects on the integration of immigrants in Israel and Germany from the Former Soviet Union. Through the Metropolis network, the results of such comparative studies could have much value not only for the countries involved but also other countries with similar populations.

Soviet Immigrant Families with Adolescent Children in Israel and in Germany: Their Adjustment Process Over Time.

Prof. Vered Slonim-Nevo

Dr. Julia Mirsky

Dr. Yana Shraga-Ben-Gurion

University of the Negev, Israel

Prof. Bernhard Nauck

Technical University of Chemnitz, Germany

The objectives of this research are: (a) to study the psychological adjustment over time of immigrant families and to test a theoretical model that conceptualises this process; (b) to study the impact of family functioning on the adjustment of individual family members; (c) to depict universal and culture-specific processes of adjustment in migration through the study of two different ethnic groups.

The study involves two research groups: families from the former Soviet Union who immigrated to Israel and to Germany (full families with at least one adolescent child). Parents and children are being interviewed three times (Time I - in the beginning of their first year after immigration,

Time II - following one and half year and Time III, following three years). Quantitative data are being collected using self-report questionnaires on socio-demographic characteristics, parent-child relationships, perceived family functioning, and the social and psychological functioning.

Time I data collection has been completed and Time II data collection is presently in progress.

For more information on this study, please contact Dr. Julia Mirsky of Ben Gurion University at julmir@bgumail.bgu.ac.il

Social and Cultural Adaptation of Immigrant Adolescents from the FSU in Israel and Germany

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Zvi Eizikovits

Gustavo Mesch

The University of Haifa

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Eva Smidtt-Rodermund

Friedrich Schiller

University of Jena

The objective of this study is to investigate the process of acculturation and adjustment of immigrant youth. The study will focus on juveniles who immigrated to Israel and Germany from what was formerly known as the Soviet Union. The study is an interdisciplinary one, focusing on youth and acculturation. The study will use a comparative and longitudinal design of adolescents aged 12-18 years old (n=1078) in each country, in order to study the factors that enhance adaptation and adjustment to a new society, as opposed to those conditions that are conducive to maladjustment of immigrants in general, and of young people in particular. The study will take into account the context in which the encounters

between the young immigrant and the new culture take place. In so doing, we will ascertain to what extent the outcome of acculturation is related to predisposing factors prior to immigration, to factors present during acculturation, and/or to the particular acculturation experiences of juvenile immigrants in the new society.

The three most relevant environments in which young people are expected to function are those of family, school and peers. Immigration affects and often disrupts the normal functioning of an adolescent in those three environments. A general context of our model is rooted in the concept of strain. According to Agnew and White's (1992) general strain theory, adolescents are pressured into deviant behaviour by negative affective states (frustration or anger) resulting from negative experiences. The innovation of the current study is in the incorporation and measurement of acculturative experiences as part of the model.

An important mechanism that links acculturation to problem behaviour is the adolescent's exposure to negative events, which is related to length of stay in the new country. Acculturative experiences are understood here as daily hassles experienced by the individual following immigration. As can be expected from the literature (Bronfenbrenner, 1977; Dreher & Dreher, 1985), these hassles take place in various contexts/domains of adolescent development such as school, peers, family, romantic relationships, new country, identity, language and discrimination. The hassle-prone situations were identified in a set of pre-test studies. Current stage: the first wave of data collection has been completed in Israel and Germany. Respondents will be interviewed again in 8 months and 20 months. ■

For more information on this study, please contact Dr. Gustavo Mesch, Haifa University: gustavo@soc.haifa.ac.il

Migration Seminar and Policy Changes, New Zealand

By Professor R. D. Bedford FRSNZ

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Migration research teams from the University of Waikato, Massey University and the private sector held a two-day seminar in Wellington on 14-15 April 2003 to report to policymakers and academics on findings from their enquiries into international migration and immigrant settlement. The major sponsor for this seminar was the New Zealand National Commission for UNESCO. Other sponsors included: the UNESCO Management of Social Transformation (MOST), Asia-Pacific Migration Research Network (APMRN), the International Metropolis Project and the New Zealand Immigration Service. Over 100 participants from government agencies, academic institutions, NGOs and the private sector attended.

On 14 April the Massey-based team, led by Associate Professor Andrew Trlin, presented findings from their FRST-funded *New Settlers Programme*. These included:

- Employment and unemployment responses of skilled Chinese and Indian immigrants
- The cultural capital contribution of immigrants
- Young migrants' settlement experiences and issues
- English language proficiency and immigrant employment
- Primary health care and immigrants
- Immigrants and the media
- Export education policies and tertiary education strategies

The second day of the seminar was hosted by the Waikato-based *New Demographic Directions Programme and Strangers in Town Programme*. Dr Vijay Naidu (Victoria University of

Wellington) and Professor Dan Hiebert (University of British Columbia) opened the day by introducing the work of APMRN and the International Metropolis Project. The presentations on this day were organised into four sessions: Attitudes towards immigration and immigrants; Regional dynamics and structures; Community transformation and settlement experiences; and Trans-Tasman migration. In addition to presentations made by the Waikato-based team led by Professor Richard Bedford, Professor Dan Hiebert (University of British Columbia), Professor Graeme Hugo (University of Adelaide), Professor Colleen Ward (Victoria University of Wellington) and Dr Kevin Dunn (University of New South Wales) were guest contributors to the seminar. Members of CRESA and Motu, two private sector research providers, also presented findings of some of their current research on sustainable housing initiatives and adjustment and inequality. In addition, Stephen Dustan (Immigration Research Programme Manager) reported on recently completed research undertaken by the New Zealand Immigration Service.

For further information on the New Settlers Programme see: <http://newsettlers.massey.ac.nz>

For further information on Migration Research Group, see: <http://www.waikato.ac.nz/migration/>

For information on research conducted by the New Zealand Immigration Service, see: <http://www.immigration.govt.nz/research/>

On 1 July 2003, the New Zealand Government introduced new immigration legislation to Parliament. Some major changes to immigration policy are being introduced with a view to ensuring better employment outcomes for immigrants. Details of the policy announcements can be found at the above-mentioned website. A brief review of the politicisation of immigration in New Zealand in recent years can be found at the Migration Information Source's website: <http://www.migrationinformation.org/Profiles/> ■

Metropolis Portugal

By Maria Lucinda Fonseca

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Metropolis Portugal has been an active member of the Metropolis International network since 1998. Four entities are responsible for co-ordinating Metropolis Portugal: the Luso-American Foundation (FLAD); Lisbon's University Centre for Geographical Studies (CEG), the Centre for Social Studies (CES) at Coimbra University and SociNova, the Applied Sociology Laboratory of the Faculty of Social and Human Sciences (FCSH) at New University of Lisbon.

FLAD

Research representatives, sponsored by FLAD, participate regularly in Metropolis International Conferences and organise local workshops with international and Portuguese researchers, some politicians and specialists of various municipalities in the Lisbon metropolitan area where there is a high population of immigrants and ethnic minorities. FLAD has also supported the publication of several books edited by the Metropolis Portugal Group.

FLAD and CEG

FLAD and CEG researchers have been invited to participate in the "European Migration Policy Dialogue." This program is led by the Migration Policy Group, a large NGO in Brussels, which has established a European network of stakeholders to discuss and debate the impact of policies concerning migration in the EU. As part of this project, the CEG Metropolis group collaborated in the "EU and US approaches to the management of immigration: Comparative perspectives" study by producing a report on Portugal (available at www.migpolgroup.com/uploadstore/Portugal.pdf).

CEG

CEG researchers have been developing their work in the fields of migration, urban change and urban

governance in Europe (with a special emphasis on Portugal), migration and regional development, and diasporic and transnational communities.

Currently, CEG is developing three main research subjects, co-ordinated by Maria Lucinda Fonseca: 1. Reinventing Portuguese metropolises: migrants and urban governance (2002-2004); 2. Family reunification and immigration in Portugal (2003-2004); and 3. Immigration to medium-sized cities and rural areas: the case of Eastern Europeans in the Évora region (Southern Portugal).

In 2002, CEG organised a two-day international conference in Lisbon on immigration and urban governance (*Cities in Movement: Migrants and Urban Governance*), attended by experts from five European countries (Netherlands, UK, Spain, Belgium and Italy), USA, Mexico and Mozambique. The CEG research team has also participated (2002-2003) in an international research project hosted by the Ethnobarometer Program entitled "Migrant Integration in Selected European Cities: a Comparative Evaluation of City-based Integration Measures."

The main interests of the migration research unit at CES are: current migratory flows to and from Portugal; economic insertion of migrants; second generation of migrants, recruitment strategies of migrants; legal and illegal migration; formal and informal labour markets; integration of migrants; migration network dynamics; migration determinants and decision models.

CES

Currently, the migration research program at CES, led by Maria Baganha, includes three projects: 1. The Political Economy of migration in an integrating Europe (PEMINT 2001-2004); 2. When the ends touch each other – Eastern European Immigrants in Portugal (2003-2004); and 3. Globalisation processes and migrants' adaptative strategies: Lisbon's role in redistributing the migrant labour force in Europe. CES also organised a workshop at the 7th International Metropolis Conference in Oslo in 2002.

SociNova

SociNova's work, led by Maria Margarida Marques, is organised into seven areas of research: 1. Migrants' modes of civic inclusion; 2. Migrants' entrepreneurship; 3. Transnational flows and the formation of identities; 4. Migrants' impact on demographic systems; 5. Colonialism, post-colonialism and ethnicity; 6. The making of a Lusophone community; and 7. Immigrants and the knowledge-based society.

In both 2000 and 2002, a research project from SociNova won the Gulbenkian Award honouring research projects developed by young researchers in the area of migration.

In the field of training, SociNova in collaboration with the Centre for Migration and Ethnic Minorities Studies has offered since March 2003 a postgraduate course on Migration, Ethnic Minorities and Transnationalism.

CEG, CES and SociNova are members of the Portuguese Observatory for Immigration created by the Portuguese High Commissioner for Immigration and Ethnic Minorities. ■

For more information, please go to the following websites:

FLAD: <http://www.flad.pt>

CEG: <http://www.ceg.ul.pt>

CES: <http://www.ces.uc.pt>

Socinova: <http://www.fcsh.unl.pt/socinova/>

Metropolis Presents: Bringing International Experience and Cutting-Edge Research to Policymakers and Practitioners

SINCE its inception, the Metropolis network has sought to both pursue cutting edge research on immigration, integration and diversity in global cities and to provide opportunities for the international exchange of past practices. Over the last year, the Metropolis Project Secretariat at Citizenship and Immigration Canada (CIC) in Ottawa has launched a new means to exchange past practices and to bring new research into the Canadian policy process: the "Metropolis Presents" series of public lectures. These lectures bring together researchers from several countries to consider international practices and the state of contemporary international discourse on important policy topics.

The first *Metropolis Presents* focused on citizenship and was organised in partnership with the Delegation of the European Commission to Canada in October 2002. This event attracted the participation of approximately 130 people including academics, researchers, parliamentarians and public servants from numerous departments in Ottawa as well as provincial government representatives. Speakers included Patrick Weil (Director of Research, National Centre for Scientific Research, Paris) and Elspeth Guild (Professor of European Migration Law, University of Nijmegen, Netherlands), Alfred MacLeod, (Assistant Deputy Minister, Strategic Directions and Communications, CIC) and Jean-Pierre Voyer (Executive Director, Policy Research Secretariat). Papers from this event can be found on the Metropolis website.

The second *Metropolis Presents* entitled "Religious Communities in Pluralistic Societies: 'Clash of Civilisations' or Sources of Social Capital?" was organised in partnership with the Multiculturalism

Program at the Department of Canadian Heritage in March 2003. The central question asked was whether trust, reciprocity and co-operation benefits only individual religious communities (Putnam's "bonding" social capital), or if they also benefit the broader society (Putnam's "bridging" social capital). Panelists were asked to consider how religious or faith communities contribute to the overall stock of social capital in pluralistic societies, and to tackle head-on the perceived linkages between religious communities and terrorism. Speakers included Paul Bramadat (University of Winnipeg), Cynthia Mahmood (University of Notre-Dame), Paul Weller (Derby University), Jacques Paquette (Director General, Multiculturalism and Human Rights Programs, Canadian Heritage) and Jean-Pierre Voyer (Executive Director, Policy Research Secretariat). Papers from this session will appear in a special issue of the *Journal of International Migration and Integration* in spring 2004.

The third *Metropolis Presents* will take place 14 October 2003 at the National Library in Ottawa. It will be held in conjunction with the Integration Branch of Citizenship and Immigration Canada, the Canadian Studies Program at Canadian Heritage and the Delegation of the European Commission to Canada. Panelists from several countries will be asked to focus on the relationship between a sense of shared citizenship and the role of diversity in national identity formation and articulation. Visit the Metropolis website for more information at <http://www.metropolis.net>

Additional *Metropolis Presents* on diversity, youth and justice; family and integration; and diversity and the media are planned for 2003-2004.

PUBLICATIONS



Canadian Diversity/ Diversité Canadienne Magazine

Metropolis, the Canadian Federation of Humanities and Social Sciences and the Association for Canadian Studies (ACS) combined forces to produce the latest edition of the quarterly publication *Canadian Diversity(é) Canadienne*. It focuses on Citizenship: Values and Responsibilities. It was guest edited by Will Kymlicka from Queen's University and includes interviews with the Honourable Sheila Copps (Minister of Canadian Heritage) and the Honourable Denis Coderre (Minister of Citizenship and Immigration) as well as many other interesting articles by thirty experts in the field. For a free copy of the magazine, please contact francois.bertrand@metropolis.net



Metropolis Policy Briefs

This year, the Project introduced a new policy tool—the Metropolis Policy Brief—to present research findings on relevant topics in an easily digestible style. The underlying premise is that research can, and should, inform decision-making. As such, Metropolis Policy Briefs give special attention to the policy implications of the research. They are intended for a broad audience of policy practitioners, researchers and other non-specialists who require a concise examination and explanation of existing research on topics related to immigration, diversity and changing cities. Each policy brief includes a bibliography at the end for those who desire a more detailed examination of the subject matter. All policy

briefs are produced in electronic and paper formats. The first was published in January 2003, on selection criteria for skilled workers.

For an electronic copy, please go to <http://www.metropolis.net>



JIMI

The Journal of International Migration and Integration is a multidisciplinary and interdisciplinary bilingual (English and French) scholarly journal, published quarterly. Take a look at the special issue on Civic Participation by Newcomer Communities guest edited by Anver Saloojee and Anja van Heelsum. For copies of this issue and others, please go to <http://jimi.metropolis.net>

(from page 25)



Metropolis Conversation Series

These "closed door sessions" bring together experts from academe, government, media and non-governmental sectors in order to encourage a more informed debate on immigration policy. Reports on all of the conversations can be found at http://www.canada.metropolis.net/events/index_e.html

- Conversation One: Absorptive Capacity
- Conversation Two: Second Generation Immigrants
- Conversation Three: Health
- Conversation Four: Brain Gain, Brain Waste, Brain Drain
- Conversation Five: Recent Economic and Social Performance Outcomes of Immigrants
- Conversation Six: Growing up in Cities: Creating Better Cities with Children and Youth

- Conversation Seven: Ethnicity and Labour Markets in Canada: A Research Agenda
- Conversation Eight: Accreditation of Immigrants and Federal Public Service Employment; and
- Conversation Nine: Regionalisation of Immigration



Special Edition of Canadian Issues Magazine

Metropolis has partnered with the Association for Canadian Studies (ACS) to produce a special issue of their *Canadian Issues* magazine focusing on the opportunities and challenges of immigration in Canada. Guest edited by Metropolis Co-Founder, Meyer Burstein, the magazine includes interviews with the Honourable Denis Coderre (Minister of Citizenship and Immigration, CIC) and the Honourable Jean Augustine, Secretary of State

(Multiculturalism) (Status of Women), as well as a host of other engaging contributions (see below). Copies are available through Chapters-Indigo stores.

- Dyane Adam, Official Languages Commissioner
- John Biles, Metropolis Project
- Meyer Burstein, Former Metropolis Project
- Richard Bourhis, Université de Québec à Montréal
- Paul Bowlby, St Mary's University
- François Crépeau, Université de Montréal
- Howard Duncan, Metropolis Project
- Rosaline Frith, Director General, Integration Branch, CIC
- Shiva Halli, University of Manitoba
- Daniel Hiebert, University of British Columbia
- Abdolmohammad Kazemipur, University of Lethbridge
- Jean Lock Kunz, Policy Research Initiative
- Peter Li, University of Saskatchewan
- Annie Montreuil, Université du Québec à Montréal
- Elizabeth Ruddick, Director of Research, CIC
- Anver Saloojee, Ryerson University
- Myer Siemiatycki, Ryerson University
- Daniel Stoffman, Author
- Arthur Sweetman, Queen's University

Intersections of Diversity: Update and Upcoming

GOVERNMENT departments and programs have typically conceptualised diversity quite narrowly, generally addressing its different forms in isolation. Demographic changes, intermarriage and immigration are changing Canada's composition, and the government's approach to diversity must reflect, and be able to respond to, its many facets. This was the catalyst for the Intersections of Diversity project, which began more than 2 years ago and is now a partnership between Metropolis, the Multiculturalism Program at Canadian Heritage, the Association for Canadian Studies, more than 12 other government departments, as well as academic researchers and the non-governmental community.

The broad goals of the project were to:

- Raise awareness about the complex nature of diversity;
- Bring together and strengthen linkages between researchers, policymakers, and program practitioners inside and outside of the "diversity" community;
- Contribute to the limited body of research on intersections of diversity; and
- Begin the development of a policy research framework on the Intersections of Diversity, as well as to encourage research that takes into account the needs of diverse communities and the intersections between multiple markers of identity.

At the outset of the project, ten literature reviews on the intersections of several identity markers were commissioned to examine existing research and identify gaps in the literature on intersections. In the fall and winter of 2003, the Metropolis Secretariat in Ottawa hosted a series of roundtables on the intersections of diversity in ten policy areas. These were: political processes, housing, labour market and training, capital markets, education and (re)training, justice, health, information and knowledge, culture and social transfers. More than 120 participants from 15 government departments and 11 universities took part and helped clarify the intersections concept and its application. Challenge papers, based on the roundtables, were commissioned to frame discussions and future work. You can find the challenge papers, literature reviews and additional information at http://www.canada.metropolis.net/events/Diversity/diversity_index_e.htm.

Most recently, a seminar on the Intersections of Diversity was held on April 25th and 26th, 2003 in Niagara Falls, Ontario. The seminar included more than 150 participants from government, academe and the community sector. The plenary sessions focussed on understanding, measuring and theorising about intersections and included presentations on the ten challenge papers. Working groups met to further flesh out the conceptualisation, application and implications of intersections in the ten policy areas. Practical examples of intersections were illustrated in personal vignettes and case studies, and a performance by Canadian comedian Martha Chavez addressed intersections in a lighter vein. Jean Augustine, Canada's Secretary of State for Multiculturalism and the Status of Women, delivered the keynote address.

Work on intersections continues. A forthcoming special issue of the *Canadian Ethnic Studies* journal will include ten monographs on the intersections of diversity in selected policy areas. In addition, an upcoming issue of the Association for Canadian Studies' magazine, *Canadian Diversity/Diversité Canadienne*, will be dedicated to intersections and will delve deeper into its conceptualisation and practical application. Finally, following the model used at the 2003 Congress of Humanities and Social Sciences, Metropolis is pursuing opportunities to partner with the Canadian Federation of Humanities and Social Sciences to organise a series of special sessions on intersections of diversity at the 2005 Congress in London, Ontario.

Metropolis Project: Citizenship and Immigration Canada
365 Laurier Avenue West, Ottawa, Ontario, K1A 1L1, Canada

Canadian Centres of Excellence:

- Research on Immigration and Integration in the Metropolis (RIIM)
- Prairie Centre of Excellence for Research on Immigration and Integration (PCERII)
- Immigration and Metropolis: Montreal Centre for Inter-university Research on Immigration, Integration and Urban Dynamics (I&M)
- Joint Centre of Excellence for Research on Immigration and Settlement (CERIS)

To notify us of change of address: canada@metropolis.net

<http://www.metropolis.net>

<http://www.international.metropolis.net/>

9th International Conference Metropolis – Geneva, September 2004

Co-operative migration management: national and international answers

GENEVA has long been the host of negotiations and conferences on the most important political and social issues of our times. It stands to reason that this city would one day be the site of the annual Metropolis Conference. We are pleased to announce that the Ninth International Metropolis Conference will be coming to Geneva from September 27 to October 1, 2004. The conference will be organized by the Swiss Forum for Migration and Population Studies (SFM) and the International Organization for Migration (IOM) in collaboration with numerous local and international partners. Being in Geneva, the event will enable the participants of the Metropolis Project to meet and hold discussions with representatives of the many international organizations located there.

International migration now sits high on the agenda of multilateral bodies, the European Union, North and Central America, the Mediterranean and Asia-Pacific regions, and for numerous individual states world wide. At issue is not only whether, but also how, to manage the complex phenomena associated with international migration as well as how to manage the flows themselves. Of central importance is whether co-operative migration management can create mutual advantages for both countries of origin and destination. Sending countries from the developing world continue to be concerned with the loss of skilled human capital, yet are often interested in the emigration of those with fewer skills in return for remittances. Developed countries in receipt of migrants increasingly welcome their human capital, both skilled and unskilled, but remain concerned with maintaining sovereignty over their borders both for post-9/11 security reasons and from the point of view of maintaining a flow level that their societies and labour markets can successfully integrate.

Recently, we have seen not only the Metropolis Project but the United Nations, the International Organization for Migration, the UNHCR, the International Labour Organization, the Berne Initiative, the Society for International Development, and others look carefully at

how international co-operation will be able to help all countries involved in migration benefit from the phenomenon. The Geneva conference will see speakers at the forefront of this issue describe the current state of the discussions and consider what lies ahead for the international community.

National governments are confronting this same issue of managing migration flows and, consequently, the pluralism that is characteristic of today's societies. One of the issues of our discussion will be the role of dialogue between all levels of government, international organizations, and civil society to overcome the fears and barriers to successful migration management that often arise in our contemporary multicultural societies.

Switzerland's political and historical background makes it an ideal venue for a conversation on the ways of dialogue that will take us into the future. Switzerland aspires to reach a consensus on migration by means of dialogue, to use clear and open communication as a key instrument to manage the challenges of our pluralistic societies and to inspire democratic public spheres. The Metropolis conference will be an important stage in seeing this aspiration come to a full realization.

The conference's program of plenary sessions and workshops will cover a range of issues from managing flows to managing their effects, from policy on admissions to policy on integration, from economic and social benefits to developed nations to facilitating development advantages for the poorer regions of the world. Discussions will include the concerns over global security, economic impacts at the national level and integration measures at the local level. Of particular interest will be actions to improve intercultural understanding and co-operation which has undergone significant challenges since September 11.

Geneva, a city of immigrants (approximately 40% of its population is foreign born), headquarters of many international organizations and city of peace is looking forward to hosting these debates in the framework of the Ninth International Metropolis Conference in September 2004.