

Issues Paper on Migration Management and Public Administration

1. Global context: Migrations and States

Migrations are a global wave that societies and governments will face and manage with new policies and instruments. When we say Migrations, we refer to a complex and global phenomenon whose conditions, connotations and outcomes can be ambivalent for the countries of origin and the countries of destination. We define Migration as 'the geographic movement of people across boundary with the purpose of establishing a new permanent or semi-permanent residence'. There are multiple reasons for migration. The contemporary international migration trends are the latest repetition of many population movements which reshape states and cultures. But we distinguish these migrations by the fact that states developed its administrative apparatus and tools for managing the migration flows.

Migration term refers to the population movements or people between countries. The global volume of migrants seems important but is weak in the specific context. As mentioned by many experts, the management and the control of migrations remain the prerogative of national States. The States control its borders and give the status to the residents within its territory. The States also define the legal framework and the legal categorisation of residents and/or migrants (legal/illegal migrants, refugees, working migrants, etc...). The modern national governments have the capacities (limited) and the ability for controlling the migration. They also develop capacities for controlling, measuring and managing population or close control of borders.

We usually identify several causes to Migrations: economic and political situations are the main reasons for migrations. We have also to take into account specific reasons as ecological catastrophe or climatic disasters. Today, people migrate for various reasons and the countries of origin (supplying countries) and the countries of destination develop policies and instruments.

States play an important role in defining the conditions (legal) for migration and in establishing an institutional apparatus which provide the States with the adequate tools for Migration management.

2. Facts and Figures: global trends

There are far more international migrants in the world today than ever previously recorded, and their number has increased rapidly in the last few decades. There were an estimated 214 million international migrants in the world in 2010 (1), representing an increase of almost 40 million in the first decade of the 21st century, and over double the number of international migrants in 1980

This globalization of international migration involves a wider diversity of ethnic and cultural groups than ever before; there is a growing proportion of women as primary migrants; more or less permanent or settlement migration has increasingly been replaced by temporary and circular migration; and, although the current economic crisis may have temporarily slowed the growth of migration outflows, the underlying causes of this globalization of migration, such as demographic, labour market and environmental factors, remain.

Migration is a constant and dynamic phenomenon increasingly requiring diversified policy intervention in order to maximize its potential benefits and minimize related costs for both countries of origin and destination as well as migrants themselves.

In response to these trends, many States need to invest in developing their migration management capacities, to develop the capabilities to respond to a diverse range of new migration challenges, to develop adequate systems, laws or policies.

Regional Overviews

The number of international migrants in **Africa** in 2010 is estimated to be 19 million – an increase of 1.5 million migrants since 2005. Africa hosted just under 9 per cent of the total global stock of migrants in 2010 (UN DESA, 2009).

The number of migrants in the **Americas** has increased over the last two decades, from almost 47 million in 2000 to over 57.5 million in 2010. Migration in the Americas is overwhelmingly between countries within the region. The main country of destination for migrants in the Americas is the **USA**, which hosts over two thirds of Latin American and Caribbean emigrants and over 70 per cent of Canadian emigrants. The number of international migrants in **Latin America** and the Caribbean is estimated to have increased from 6.5 million in 2000 to 7.5 million in 2010. Argentina and the Bolivarian Republic of Venezuela, with 1.4 and 1 million immigrants in 2010, respectively, remain the two top destination countries in Latin America and the Caribbean, while Mexico has replaced Brazil in third place. In 2010, **Canada** is estimated to host 7.2 million immigrants, who comprise 21 per cent of its total population.

The number of international migrants in **Asia** in 2010 is estimated to rise to 27.5 million, which represents just fewer than 13 per cent of the total global figure. The impact of the recession on migrant workers depends on the sector and country in which they work. In destination countries within the region, policy measures in response to increasing unemployment have been introduced.

An estimated 72.6 million migrants in 2010 lived in **Europe and Central Asia**. Overall, 34 per cent of immigrants to EU Member States come from other EU Member States (2). The factors influencing flows of irregular migration to the EU during the current crisis are very complex, according to a report by FRONTEX (2009) (3), which suggests that irregular migration inflows mainly act as a function of labour demand in destination countries. The report suggests that the decline in the number of irregular migrants coming to the EU, due to the worsening employment situation, is likely to be felt mainly in the latter part of 2010, although at different levels, depending on the EU Member State. **EU develops a policy** (4) for harmonising the national policies and for defining common conditions, for establishing common policies and using instruments to manage the migration flows. EU co-operation is facilitating an exchange of experience with, and ideas about, managing migration. The emerging consensus amongst member states is that European countries manage migration best when they work with the migrant's country of origin on everything from border control to development issues; have well-advertised, easy to understand schemes for skilled migration; provide a clear and fair route to citizenship for newcomers; and use the right mixture of sticks

and carrots to get illegal immigrants to leave. The Migration Policy is also part of the external EU policy and especially with its closed neighbourhood (ENP contains some elements of Migration policy). EU develops agreements with countries of its neighbourhood to ensure their close cooperation.

In the **Middle East** in 2010 the number stands at an estimated 26.6 million migrants (around 13.5% of the total global migrant stock). The region saw an increase of 4.5 million migrants, compared with the 2005 figure. The Middle East thus continues to be one of the fastest growing migrant-receiving regions. Countries of **the Gulf** Cooperation Council remained among the major destinations of migrants at different skill levels, especially those from South and South-East Asia as well as the Middle East.

The migrant stock in the **Arab countries of the East Mediterranean** increased by 1.8 million between 2005 and 2010, reaching 8.7 million migrants. The Euro-Med cooperation comprises a chapter on Migration management. EU and Mediterranean Countries strengthen their cooperation.

Oceania hosts over 6 million international migrants, who make up 16.8 per cent of the population in the region.

The migrant population in **Australia and New Zealand** increased consistently in the last decade, accounting for over a fifth of the total national population in both countries and reflecting the policy of both Governments to promote immigration. In Australia, international migrant numbers grew from 4 million in 2000 to an estimated 4.7 million in 2010. New Zealand experienced an even steeper increase – from 685,000 in 2000 to 962,000 in 2010. Australia and New Zealand have historically recorded more immigrants than emigrants (5).

3. Lessons from the past and Implications for the present

In 2010, the IIAS working group on History of Administration focus its works on the national approaches to international migration (6). The experts contributed to the debate in analysing the different national frameworks and tools for managing migrations. The case studies appear less idiosyncratic when seen in light of the international causes of migration that affected them. Their similarities were highlighted when the authors categorized and dated the policy responses they used for the challenges of migration. In the conclusions, Perry Arnold underlined the predominant experiences and best practices of the countries of the panel. All the eight countries share a common experience with international migration. What we can learn from historical is that domestic policies and administration are insufficient to substantially quell great population movements. During the 20th century modern states greatly expanded administrative capacities to control population through information and borders; through manpower and technology. Nowadays, there is a need to better coordinate national policies and to define a common legal framework and to develop tools and administrative capabilities at regional and international levels for managing migrants: legal/illegal migrants, workers migrants, refugees and other migrations caused by various reasons.

The European experience shows us the necessity to develop common EU policies: for asylum (Migration pact) or for legal migrants (ensuring mobility in a common space of security within the EU borders); to protect the external boundaries without making EU a fortress. Many new challenges can be identified in the light of international context.

In the different papers to be presented, we need to identify **the efforts of coordination** made by States in the regional context: for Latin America, Asia, North America and Africa. There are a need for capacity building in managing migrants and in developing a more

coherent framework and policies. These needs will be examined at all the governance levels: from local to global levels.

The ***EC-UN Joint Migration and Development Initiative report*** (7) indicates the way of thinking the interactions between Migration and Development at all the governance levels. Migration can be an important leverage for countries of origin to combat poverty and to strengthen social cohesion. In this context, the report underlines the role of local authorities which includes a broad category and a large variety of sub-national levels and branches of government i.e.: municipalities, communalities, districts, provinces and regions. Migration is considered as a cross cutting phenomenon that has effects on the overall sustainability and development capacity of a territory. Migration management needs to be comprehensive not only in terms of types of issues it encompasses but also in terms of stakeholders' participation. The report provides us with experiences of the local authorities for migration management: this is a journey around local experiences in making remittances relevant for community development; strengthening capacities; empowering migrants' capacities and protecting migrants rights. The report also underlines the lessons from these experiences at local levels in terms of policy coherence: Migration and Development; experiences showed that migrants' ownership is reinforced when there is a direct contribution from the migrants 'group; it shows the link between Migrant inclusion and integration. For managing migrations, the local authorities need a solid knowledge base; sustainable policy making needs to be based on solid empirical evidence and requires monitoring and evaluation tools; internal capacities development and also public communication and appropriate dissemination of information.

Migration and its role for development received substantial interest recently that generated a large body of empirical studies to identify and provide evidence on the channels in which the two are interlinked.

The OECD (2010) publication on Migration (8) analyses recent developments in migration movements and policies in OECD countries. It looks at the contribution of immigration to changes in the working-age population in the past decade, and the role of migration inflows at projected levels in driving growth of the working-age population in the next decade. This publication also explores the main changes introduced in migration policies, including new laws governing immigrant entry, stay and access to the labour market. International co-operation to improve border control and to combat irregular migration is analysed in detail.

4. Key issues to be discussed

1. Lead Administrative Responsibility: avoiding playing into the hands of bureaucratic or sectoral interests;
2. Central/Local Division of Responsibilities; the administrative challenges to be overcome by national central authorities and local authorities;
3. Service Delivery: responsiveness to citizens and migrants – multi-ethnic considerations; appeals and redress; healthcare assistance; information delivery regarding integration conditions etc.;
4. Operational coordination e.g. in managing immigration related security issues, or taking into account legal structures;
5. Policy Decision taking – Institutional Structure: ensuring policy integration and the balance of interests; backing with adequate integration procedures; choice of policy instruments; policy monitoring;
6. The International Dimension: handling inter-country relationships and negotiations – getting the act together between country of origin and “welcoming” country;

- establishing a national policy position; influencing international regulatory decisions and rule making, participating in supranational bodies;
7. Staffing and HRM: multi-ethnic composition; training requirements, developing and strengthening capacities building from the local to the global levels and for countries of origin and receiving countries;
 8. Resources: ensuring a sufficient and workable budgetary framework; financial support for establishing managing tools and institutional bodies and agencies;
 9. Relations with the Media so that they play an informative, positive, even contributory role : developing an adequate public communication;
 10. Designing, evaluating and adapting the policies in accordance with the international context; a better coordination at all the governance levels; harmonising the policies;
 11. Coordinating actions with the international and regional organisations; sharing experiences from different joint initiatives and best practices....

References

- (1) World Migration Report 2010 - The Future of Migration: Building Capacities for Change, International Organization for Migration, Geneva, 2010, http://publications.iom.int/bookstore/free/WMR_2010_ENGLISH.pdf
- (2) Migration and the Economic Crisis in the European Union: Implications for Policy, IOM, Brussels.
- (3) FRONTEX is the executive agency for the control of the EU borders. The EU agency based in Warsaw, was created as a specialised and independent body tasked to coordinate the operational cooperation between Member States in the field of border security. The activities of Frontex are intelligence driven. Frontex complements and provides particular added value to the national border management systems of the Member States: <http://www.frontex.europa.eu/> Annual Report 2009: http://www.frontex.europa.eu/annual_report . The new report 2010 will be available in March 2011.
- (4) All Member States of the European Union (EU) are affected by the flow of international migration. They have agreed to develop a common immigration policy at EU level. The European Commission has made proposals for developing this policy, most of which have now become EU legislation. The main objective is to better manage migration flows by a coordinated approach which takes into account the economic and demographic situation of the EU.
- (5) Migrate and populate in Peri E. Arnold (Ed) National Approaches to the Administration of international migration, IOS Monograph, IIIAS, 2010.
- (6) Peri E. Arnold (Ed) National Approaches to the Administration of international migration, IOS Monograph, IIIAS, 2010
- (7) From Migration to development: Lessons drawn from the experience of Local Authorities, EC-UN Joint Migration and Development Initiative, Bologna, Nomisma, June 2010.
- (8) International Migration Outlook 2010, OECD Publishing: <http://www.oecdbookshop.org/oecd/display.asp?K=5KMHDCD2KK35&CID=&LANG=EN>