



The Hague Process
on Refugees and Migration

ALFONS FERMIN
STATE OF PLAY REVIEW

MIGRANTS, CITIES AND THE BUSINESS SECTOR

A GLOBAL REVIEW OF RESEARCH-BASED EVIDENCE FOR POLICY -
MAKING BY CITIES AND BUSINESSES ON MIGRATION

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FOREWORD

BY HRH PRINCE CONSTANTIJN,
CHAIRMAN OF THE BOARD, THE HAGUE PROCESS ON REFUGEES AND MIGRATION

Migration is a key element of many of the significant social transformations currently taking place in both advanced and emerging economies and societies. Its socio-economic impact makes migration into a contentious issue, which requires effective policies and strategies based on evidence.

One of the main objectives of The Hague Process on Refugees and Migration (THP) is to stimulate a better-informed discussion on migration and refugees, in order to maximise the positive and mitigate the negative effects of migration for all involved. In its 2010-2015 strategic plan, THP has made it a priority to support the strengthening of a research-evidence base. This report contributes to this objective by reviewing the available evidence and practical recommendations for migration in the context of cities and the business sector; two of THP's main focus areas.

THP has chosen to focus on the business sector and cities, as these two key stakeholders are often excluded from the international refugee and migration policy debates. This is remarkable as the overwhelming majority of migrants settle in cities and thus local governments are most directly confronted with the challenges related to migration. Whilst issues of international migration and mobility are becoming a core strategic interest of businesses, due to processes of globalisation and a growing interdependence of economies and actors. Furthermore, policies and strategies of these two stakeholders are often more practice-oriented and therefore appear to be more open for rational information and arguments.

This review is intended to be of assistance for all relevant stakeholders in cities and the business sector across the world involved in policy-making in the field of migration; but also to researchers seeking insight in the work done to date. This is the start of a process and any constructive feedback would be greatly appreciated. The inventory of the studies containing relevant recommendations based on research-based evidence will be published as an annotated bibliography with links to the publications on the THP website. It is the intention to expand and update this database regularly. Furthermore, the compilation and analysis of relevant policy recommendations in this review report will be used as a basis for discussion and for development of appropriate and practical approaches in events convened by THP.

I would like to thank Prof. Han Entzinger for supervising the project as well as the members of the review panel, Prof. Loren Landau, Prof. Rainer Münz, Dr Khalid Koser, Ms. Stefanie Grant, Prof. Graeme Hugo, Dr. Ricardo Ehrlich and Prof. Vitit Muntarbhorn for their valuable comments on an earlier version of this report. Particularly I would like to thank the author, dr. Alfons Fermin, for having committed himself to the THP Review Project and for having worked in such a constructive and supportive way. A special word of gratitude goes to Western Union for providing funding for the project, and overall support for THP's initiatives for improving the evidence base underlying sound and fair migration policies.

HRH Prince Constantijn of The Netherlands,
Chairman of the Board

EXECUTIVE SUMMARY

The challenges of migration have prompted many local governments and enterprises to become more active in its governance and management. The development of more informed and rational strategies demands easy-to-access research-based evidence on migration issues. This state of play review aims to take the first steps in addressing this need.

The **overall objective** of this review is to compile and analyse existing significant research on policies and strategies regarding migration and its challenges for cities and the business sector, with the ultimate aim of facilitating evidence-based decision-making. As a modest first step, this report offers a state of play, or in other words, a snapshot of the current state of research-based evidence on migration, cities and the business sector. The review aims to: develop a profile and inventory of the available policy-relevant, research-based evidence; distil and prioritise significant policy recommendations; and identify major gaps and overlap in research.

To ensure that the project remains within realistic expectations, its scope has been restricted. Accordingly, it focuses on recent studies (2005-2011) in English on issues relevant for the business sector and cities with regard to migration-related policies and strategies. Cities and the business sector are two key stakeholders in the field of migration, but they are often overlooked in international policy-relevant studies and debates. Migration and its consequences are interpreted in a comprehensive way in this report. However, the review has an explorative character and is based on a review of relevant and important websites. This is one reason why some types of migration (especially regular forms) and some regions (particularly Europe and North America) receive more attention than others. Finally, it is important to note that the review is restricted to studies that have already derived policy-relevant conclusions and recommendations from the evidence.

MIGRATION AND BUSINESS SECTOR POLICY-RELEVANT RESEARCH

In an increasingly interconnected world, the business sector is affecting and is affected by migration in many different ways. The main issues for the business sector discussed in this review relate to:

- human resource strategies and international labour mobility;
- human resource management (HRM) of the diverse workplace;

- corporate social responsibility (CSR) and fair treatment of migrant workers in supply chains; and
- private-sector engagement in migrant integration and labour-market participation.

The review of relevant literature on the business sector and migration shows that there are pressing issues in this field, and that some of them are already covered by literature sourced for this review. However, it also shows that there are significant gaps in the evidence base. Policy and strategy recommendations are based more often on promising practices and experiences than on research-based evidence. Nevertheless, on some issues considerable evidence exists to inform debate and development of policies and strategies by private-sector organisations.

On **human resource strategies and international labour mobility**, there is a growing body of research. In particular, there are numerous studies on the general theme of labour migration and migration management. However, most studies focus on policy challenges faced by governments, and not those encountered by employers. Companies and business networks would benefit from engaging in investigations and debate on labour migration issues.

- The role of labour migration in relieving skill shortages in advanced and emerging economies is emphasised not only by studies from business networks, but also by various academic studies.
- However, evidence-based studies reveal a more complex picture of the mismatch between supply and demand for talent, and offer a much wider array of possible solutions to overcome this, including fundamental adaptation of the educational and training systems. Investing in the education and training of migrant workers will enlarge the future talent pool for business in the host countries.
- Effective, strategic workforce planning is essential for enterprises to avoid future talent surpluses or shortages.
- Evidence shows that businesses in advanced economies are not only in need of highly skilled migrant labour, but also of medium- and low-skilled labour and even unskilled migrant labour.
- In some regions (for instance, Europe), talent shortages tend to hit small and medium enterprises (SMEs) harder than large firms.
- There is a need to develop migration schemes that are better adapted to meet the demand for labour, but that are also beneficial for the development of countries of origin.
- A further urgent issue is the adaptation of pensions and social security schemes to increasing international labour mobility.

Management of diversity in corporations has become an urgent topic. Issues of diversity management receive considerable attention from academic researchers, as well as from business networks and consultancies. The existing research shows that in organisations with a diverse workforce, diversity management can help to improve performance and innovation.

- Diversity management policies focus on the advantages (and costs) of diversity for the enterprise; well-managed diversity will increase organisational efficiency and profitability.
- Diversity management can complement equal opportunity policies; it implies that individual differences have to be recognised, valued and responded to. Personal characteristics rather than migrant and ethnic-group characteristics should be paramount in creating effective diversity management.
- Nevertheless, to create a more inclusive work environment, managers have to take account of relevant differences and specific needs of immigrant employees. Toolkits that support employers in hiring and retaining migrants are a helpful starting point.
- In certain sectors, especially healthcare, evidence on effective strategies to attract and to retain immigrant employees is beginning to evolve, based on both research and promising practices.
- Studies on diversity and equality policies in business underline the need to supplement diversity management by measures to tackle discrimination and to promote fair treatment of employees.
- Proactive diversity management strategies are more likely when the importance of diversity for an organisation is valued positively and pressures for its promotion have increased (for example, because of acute shortages of skilled workers).
- The success of initiatives that foster diversity and promote equality depends on their integration into the strategy and culture of the organisation.

International migration not only implies opportunities for both corporations and labour migrants, but also raises the prospect of, for example, exploitation of migrant labour in supply chains and of health risks to migrants. This report reviews resources on **corporate social responsibility with regard to fair treatment of migrant workers in supply chains**.

- Companies, especially large national and multinational ones, generally approach social issues through CSR programmes or in terms of business and human rights.
- Some research-based evidence is emerging on migrant worker issues. Numerous reports based (partly) on research contain relevant lessons and recommendations for responsible supply-chain management.
- Most effective in this field are initiatives that are based both on solid research and outreach to businesses and other stakeholders, and which produce reports, tools, recommendations and workshops.
- The review underlines the significance of co-operation within branches or sectors, and with civil society organisations, trade unions and governments of sending and receiving countries, to gather crucial information and to take the necessary actions.
- There is a need for more developed, systematic approaches for applying the framework

of human rights diligence in companies, with regard to developing policies, assessing impacts, integration, and tracking and reporting performance.

- Some suggested elements of approaches to prevent and remedy human rights abuses in supply chains are:
 - pre-departure orientation training for labour migrants, in collaboration with sourcing countries;
 - direct hiring of workers and formal employment relationships; and
 - developing common sets of standards for responsible recruitment within specific branches.

Another relevant factor with regard to migration and business relates to the social responsibility of corporations with regard to the host society, and especially **private-sector engagement in support of migrant integration**. Involvement of the business sector in the labour-market integration of newly arrived or previously settled immigrants not only emerges from CSR considerations, but also fits well with human resource strategies to fill current and future labour shortages.

- The more effective CSR strategies appear to be those that are more directly related to the core activities of businesses.
- There is considerable knowledge on valuable instruments and strategies to improve recruitment among immigrants and to increase their employability. A wide range of employers' guides and toolkits have been published on how to attract and retain migrant workers, although their evidence base is often not very solid.
- The capacity of employers to provide integration services for migrant workers is limited. A multi-stakeholder approach, involving co-operation with other businesses and with governments, constitutes a promising strategy.
- There is some literature evaluating specific multi-stakeholder approaches, and general literature on Public Private Partnerships (PPPs) and labour-market integration strategies contains relevant general guidelines.
- Partnerships often encounter difficulties over communication; stakeholders frequently have different understanding of objectives and of the timescales to achieve results. Flexibility to adapt to changing developments is required.
- Specific local factors affecting cross-sector partnerships may mean that what works well in one case may not work in another.
- Sustainability of partnerships is required, which can be problematic for those funded on only a temporary basis.
- The social responsibility of corporations with regard to host societies in less developed countries has received attention recently, as a consequence of various high-profile incidents. Publications, however, are mainly of a conceptual nature.

MIGRATION AND CITIES POLICY-RELEVANT RESEARCH-BASED EVIDENCE

Review of the evidence and recommendations of publications on migration and cities shows that there is much more research relevant to local policies regarding migration, although the research-based evidence is still slender for numerous pressing issues and global regions. However, on some issues considerable evidence from both research and experience from practice has already emerged to inform the development and implementation of effective policies.

Cities are the places where most challenges and opportunities related to migration occur and require action. This review focuses on the following urban issues:

- management of migration and diversity in big cities;
- protection and inclusion of international migrants in cities of the Global North;
- protection and inclusion of domestic and international migrants in cities of the Global South; and
- protection and assistance to temporary migrants.

Migration is to a great extent an urban phenomenon, with big cities receiving most migrants in absolute and relative terms. Nonetheless, only a minority of the collected studies focus on the **management of migration and diversity in big cities**.

- Big (especially global) cities are confronted not only with challenges and opportunities related to migration on a higher scale, but also with a greater variety of types of migration.
- Global cities are increasingly interconnected by systems of international labour mobility and trade and finance flows. As well as attracting a super-diversity of migrants, they act as gateways for immigration, receiving increasing numbers of non-permanent migrants, some of whom may subsequently settle in smaller cities.
- Studies on management of migration and diversity in big cities underline how to unleash the potential of diversity and mobility for innovation, economic growth and attracting international organisations and foreign professionals. They are mainly based on expert opinion and promising practices.
- The studies' exclusive focus on skilled migrants neglects some of the negative effects that may be linked to low-skilled, unskilled and irregular migration.
- Local governments should encourage intercultural innovation; policy-makers can influence expatriates to stay longer by making their cities welcoming to immigrants and by offering support services.

Most studies on cities and migration are on **the integration of migrants on local level in the Global North**. Their focus is mainly on various kinds of international migrants. All studies reviewed point towards the need for proactive, coherent and sustainable policies, informed by research and policy evaluation and co-ordinated between the various policy levels and departments, in partnership with other stakeholders and in consultation with the groups concerned. Many studies provide – sometimes rather detailed – recommendations to support policy development in this direction. However, more interesting are recommendations on the content of policies to support integration. In this respect, much more diversity, debate and disagreement

can be found. Nevertheless, there is considerable knowledge concerning the main barriers for integration, as well as strategies and instruments that are essential for supporting the local integration of migrants.

- Successful labour-market integration is seen as a key factor in the migrant integration process. Other pressing issues are access to basic services and good community relations.
- Local governments have only limited capacity to promote labour-market participation of migrants, and so collaboration, partnerships and involvement of stakeholders are crucial.
- Maintaining high-quality local services is more significant for migrant integration than a wide array of targeted, temporary initiatives. Adaptation of mainstream institutions to the needs of migrants represents an efficient solution and avoids reinforcing tensions between social groups.
- There are numerous studies on specific issues or dimensions of migrant integration, offering a wide array of policy recommendations. Most studies include recommendations for other policy actors as well, especially for national authorities.
- Policies and initiatives are more effective if they tackle barriers to immigrants' participation and support their adaptation to their new environment by the provision of information, language tuition, training, credential recognition and education.
- Prevention is better than cure. Policies should be aimed at preventing the development of problems and their accumulation within specific migrant groups.

Migration challenges and opportunities of cities in the Global South are reviewed separately. Although there are similarities in the migration challenges for cities in the North and the South, there are also many differences. Cities in the South that are confronted with international migrants and refugees also have to manage large influxes of domestic migrants. In addition, they generally have limited capacities and resources, as well as lack of knowledge and data.

- Cities of the South are confronted with more 'basic' challenges: collecting data on migrants and their situations (as these groups are often 'invisible'), protecting human rights and securing basic social needs, and taking measures to combat exclusion.
- Possible ways to overcome limited local capacity for action and lack of financial resources and technical skills include: intergovernmental co-ordination; training of officials; promotion of mainstreaming and partnerships; exchange of best practices; and orienting integration strategy towards empowering migrant communities.
- Cities of the South generally lack targeted migrant policies, preferring 'territory-based' actions. Research shows that governments should constantly assess the impact of these actions on migrant communities and supplement them with targeted measures if necessary.

Both international and domestic migration are increasingly temporary in nature in both the South and the North. The increase of **temporary migration movements into and from cities** is, however, not matched by appropriate attention by governments and applied research. Due to the absence of policy-relevant studies based on evidence from research, the last section only indicates some new questions for policy-makers and researchers, as well as promising directions for research. Two migration issues have been selected as examples: temporary labour mobility within the EU; and urban refugees and internally displaced persons (IDPs) in cities of the South.

Temporary labour migration has increased within the EU and has become a structural feature of many European countries and cities.

- The fluid nature of temporary labour migration makes it largely invisible to local authorities and hence very difficult to factor into policy on urban planning to develop an effective infrastructure.
- Local employers are major beneficiaries of migrant labour. Local authorities should encourage them to play their part in supporting migrant workers, for instance by offering housing. There are promising examples of partnerships with employers and labour agencies.
- Better information and advice in languages of the migrants is desirable, as is access to language training.
- In the longer term, there is a need to develop a flexible infrastructure for temporary labour migration, with regard to housing, language tuition and education.

One of the temporary categories in cities of the South is that of forced migrants: refugees who have settled in the region of origin and IDPs.

- Protection of and assistance to urban refugees pose specific problems, for instance with regard to identifying forced migrant populations in big cities, and assisting them in neighbourhoods where they live together with compatriots. Support for refugees in cities may therefore need to be territory-based to provide maximum coverage.
- A few studies have been reviewed that offer some guidelines based on research, for instance a method for profiling IDPs in urban areas.

THIS REVIEW DRAWS THE FOLLOWING BROAD CONCLUSIONS

General conclusions

One main conclusion from this review is that considerable research-based evidence is currently evolving on certain topics, but that other issues are relatively unexplored by applied and policy researchers. A remarkable difference with regard to the nature of the recommendations is evident between solid, empirical studies, on the one hand, and applied and practical studies, on the other. Studies based on solid, empirical research typically contain a more fundamental type of recommendation, relevant for formulating or reformulating the main issues, agenda-setting and identifying policy options. Applied or policy-oriented studies, however, typically

combine evidence from research with practical knowledge, to produce more detailed and practical recommendations on policy development and implementation. Both kinds of studies are worthwhile and complement one another.

Comparing research on and practices of cities and the business sector

The most innovative element of this report is the combination of the perspectives of two key stakeholders on migration: cities and the business sector. There are significant differences between the body of studies on cities and on enterprises with regard to migration. Studies on business and migration tend to be more prescriptive and less analytical than studies on migration and cities, and the evidence base is often less solid. The different nature of the two entities – local government and business – explains, at least in part, the difference in the body of knowledge on migration-related issues. Local governments have to justify and defend their policies publicly, and independent research and evaluation studies play a role in this process. In private-sector organisations, results of activities and operations are justified in a more confidential manner.

The difference in approach and perspective has repercussions for collaboration between local governments and businesses (as shown by practices of and studies on PPPs). Communication and collaboration with regard to migrant integration may, for instance, be difficult due to differences in time perspective and interests. Additionally, their interpretation of the concepts of migration and migrants may differ substantially. However, this review also points to some common ground for both actors. Businesses in advanced and emerging economies are increasingly confronted with the consequences of talent mismatches. From a strategic viewpoint, it is in the interest of many corporations to invest in the enlargement of the local talent pool and to ensure that the host city remains an attractive environment for foreign professionals.

Next steps and follow-up research

This review is a first attempt to review the policy-relevant research-based evidence on migration, cities and the business sector. It has revealed many serious gaps in the research in this field that require further analysis. Support for a strong culture of evaluation, innovation and learning would stimulate the development of relevant evidence on what works in what context. Additionally, more dialogue with academic researchers would yield more policy-relevant research. Many more regional and global reviews of existing research-based evidence on various topics are needed.

For The Hague Process on Refugees and Migration (THP), this review is part of a wider strategy to stimulate the use of sound evidence to inform debate and policy on migration and refugees. The review will be used as a basis for discussion and for development of appropriate and practical approaches in events convened by THP.

1. INTRODUCTION

Managing human mobility represents one of the biggest challenges of the 21st century. National governments dominate the international dialogue and policy agenda on migration and migrants, while international comparative studies focus on the policies of nation-states. However, local governments and enterprises are also key stakeholders and players in the field of migration. Most challenges of migration occur and need to be solved in the cities. Urbanisation is one of the most important global trends affecting and affected by refugee and migration flows. Cities all over the world serve as nodes for both domestic and international migration. Initiatives to support the social inclusion of migrants and to deploy their capacities and potential are key to processes to strengthen local society and economic growth.

Migration and human mobility also touch on many core business practices and on businesses' responsibilities as corporate citizens. Business networks and large enterprises have only recently begun to look directly at issues of migration and diversity management. Large companies and networks are increasingly engaging in investigations and debates on issues such as the globalising labour market, the competition for talent, the management of a diverse workplace, and the corporate social responsibility (CSR) for exploitation of workers in supply chains.

The challenges of migration have prompted many local governments and enterprises, especially in the Global North, to become more active in the field of migration. The need to develop proactive strategies on pressing migration issues demands co-operation, and exchange of experiences and relevant knowledge, as well as effective instruments and strategies to deal with the challenges. There are already initiatives to support cities and the business sector to develop policies that are more effective; programmes that promote the development of best practice in the field of migration are available on websites for practitioners in the public and private sectors.

However, the development of more informed and rational strategies also demands easy-to-access research-based evidence on migration issues. Various stakeholder groups in the field of migration perceive a need to move towards an evidence-based decision-making process, founded on solid, reliable research. Evidence-based policy and management bring about promising advantages, for instance higher-quality decisions and more effective policies.¹ However, it would appear that the majority of stakeholders in this field are often either unaware of significant research that already exists or are overwhelmed by the amount of research that is produced. Accordingly, valuable research

¹ Appendix I explores the notions behind the idea of evidence-based policy and strategy.

loses its potential impact and resources are wasted in the duplication of efforts. This state of play review aims to take the first steps in addressing this need for easy-to-access overviews of existing research-based evidence.

RESEARCH OBJECTIVES

The overall objective of this review is to compile and analyse existing significant research on policies and strategies regarding migration and its challenges for cities and the business sector, with the ultimate aim of facilitating evidence-based decision-making. As a modest first step, this review ensures that significant research and recommendations are made accessible for stakeholders by:

- creating a landscape map and research repository of policy-relevant studies;
- distilling and prioritising significant policy recommendations; and
- identifying research gaps and research overlap.

SCOPE OF THE REVIEW

To ensure that the project remains within realistic expectations, the scope of the project has had to be restricted. Accordingly, the project:

- focuses on the business sector and cities (these two stakeholders are often overlooked in international policy-relevant migration studies and debates);
- is limited to publications published in the period from January 2005 until March 2011; and
- is restricted to English-language publications.

Migration is interpreted in a comprehensive way in this review as the processes of moving across international borders or within a state, which results in a temporary or (semi-) permanent change of residence (THP and UNESCO 2008). Migration is thus defined as encompassing all its forms and comprising all its effects and corollaries for cities and the business sector.² These broad definitions lead to a vast potential scope for the project. However, the review is explorative in nature and is based on a review of relevant and important websites. Certain types of migration (especially regular migration) and certain regions (particularly Europe and North America) therefore receive more attention than others.

² Thus the term 'migrant' in principle refers also to refugees; the term 'refugees' will be used only in passages specifically relating to them. However, the main focus of this study is on regular migration, and in particular international migration, and so it contains little discussion of refugee and irregular migrant issues.

³ OECD definition. See: <http://stats.oecd.org/glossary/> Research is defined by the OECD as part of research and development activities. Development implies the use of this knowledge to devise new applications.

Finally, it is important to note that because the review has limited scope for deriving policy-relevant conclusions from research reports, it is restricted to studies that have already derived such conclusions and recommendations from research-based evidence. Research-based evidence implies proof or information from research relevant for decision-making. Research is interpreted broadly, comprising creative work undertaken on a systematic basis in order to increase the stock of knowledge.³

MIGRATION CHALLENGES FOR CITIES AND BUSINESSES

Cities and the business sector are affecting and are affected by migration and refugee flows in many different ways. This review focuses on some of the main issues for cities and the business sector.⁴

The main challenges for cities relate to the protection of, assistance to and inclusion of various categories of migrants and refugees: internal or domestic migrants, and temporary and permanent migrants. Furthermore, the challenge of global cities to attract international migrants and business is discussed separately. Therefore, the review focuses on these urban issues:

- management of migration and diversity in big cities;
- protection and inclusion of international migrants in cities of the Global North;
- protection and inclusion of domestic and international migrants in cities of the Global South; and
- protection and assistance to temporary migrants.

Migration and human mobility touch on many of the core practices of businesses, as well as on their social responsibility. The review focuses on some urgent challenges that have already been subject to research, especially issues related to human resource strategies and management, and CSR. The main challenges for the business sector discussed in this review relate to:

- human resource strategies and international labour mobility;
- human resource management (HRM) and the diverse workplace;
- CSR and the fair treatment of migrant workers in supply chains; and
- private-sector engagement in migrant integration and labour-market participation.

Notwithstanding many similarities in migration challenges and opportunities for cities and the global business sector, local authorities and enterprises in the Global North and South face many specific problems. Discussion of these is dependent upon the collection of relevant sources. Attempts were made to gather relevant studies for the various global regions.⁵ The more developed regions, also called the Global North, or high-income or advanced economies, comprise Australia, Europe, Japan, New Zealand and Northern America. The less developed regions, also called the Global South, comprise Africa, Asia (excluding Japan), Latin America and the Caribbean, Melanesia, Micronesia and Polynesia. It should be noted that many more relevant studies were found on cities and the business sector in the North than in the South.

SELECTION AND ANALYSIS OF THE STUDIES

Hundreds, even thousands, of relevant studies globally can be found on the internet. Therefore, it is inevitable that for this project only a sample of the potential relevant studies has been collected and reviewed. The collection of relevant studies is all but exhaustive and, inevitably, bears the marks of both subjectivity and of the web-publishing policies of the selected websites. It is very much a work in progress and feedback would be greatly appreciated.

A combination of methods for finding potential relevant studies has been used. The approach was mainly to collect retrievable documents on websites of relevant global and regional – and sometimes local – websites. See Appendix IV for an overview of the main websites. In addition, experts and informants in the field of study were contacted with a request to forward details of relevant studies, websites and organisations.

Approximately 30 studies per strand have been collected on cities and on the

business sector: the key studies.⁶ Furthermore, many additional studies were selected, namely policy-relevant studies that do not meet all requirements. Efforts were made to collect a variety of studies by searching on a broad range of websites from all over the world. As the collection of studies is limited in its scope and is not a representative sample, the studies are referred to in an illustrative way.

The review offers a state of play, or in other words, a snapshot of the current state of research-based evidence on migration, cities and the business sector. It presents a meta-analysis based on insights from the review of publications available on main websites and, in particular, an analysis of research-based evidence and recommendations of some key and additional studies. It attempts to characterise available relevant studies, as well as to distil significant conclusions and recommendations that could support evidence-based policy-making. The most important indicators for the significance of recommendations relate to the quality of the data, the credibility of the analysis and argument, and the relevance and the practicality of the recommendations. Finally, major gaps and overlap in research are specified.

STRUCTURE OF THE REVIEW

The subsequent chapters present the state of play of research on the business sector, cities and migration. They review the relevant studies, recommendations and evidence on business and migration (Chapter 2) and on cities and migration (Chapter 3). Chapter 4 summarises the main conclusions.

The report contains several appendices: a brief examination of what constitutes relevant evidence for policy and strategy development (Appendix I), as well as lists of the key studies (Appendix II), all references (Appendix III), the main websites used for this review (Appendix IV), the abbreviations used (Appendix V) and a glossary of some key migration and business terms (Appendix VI).

⁶ See Appendix II: the list of key studies on cities and on the business sector and migration.

⁴ It should be noted that only studies with a clear focus on both migration issues and on cities or municipalities in general and/or the business sector have been included. This is not to deny the relevance to migration issues of research on, for instance, urban planning, poverty reduction and human resource strategies in general. However, this restriction is a legitimate one for an explorative study.

⁵ For this purpose, the United Nations standard classification was used. See UN Statistics Division: <http://unstats.un.org/unsd/methods/m49/m49regin.htm>

2. REVIEW OF RESEARCH ON MIGRATION AND THE BUSINESS SECTOR

2.1. INTRODUCTION

Issues of international migration and mobility relate to many of the core practices of business, as well as to enterprises' responsibilities as corporate citizens. However, the private sector has generally been absent from the migration and refugee debate, probably because of its highly politicised and controversial nature. For some years, the business case for migration has received more attention due to concerns within the business sector about talent shortages, but this focus has also been motivated by ideas on the corporate social responsibility (CSR) of firms with regard to supply chains. Recently, various multinational enterprises and business networks have published reports, organised and participated in roundtables, and set up websites on 'business and migration' themes.

This chapter reviews recent studies on migration and the business sector, and is organised around four broad themes:⁷

- human resource strategies and the global competition for talent (§2.2);
- human resource management (HRM) and diversity in the workplace (§2.3);
- CSR and the fair treatment of migrant workers in supply chains (§2.4); and
- private-sector engagement in migrant integration and labour-market participation (§2.5).

In business discourse, the concepts of 'international labour mobility' and 'global talent mobility' are frequently used instead of the term 'migration'. This preference is understandable, in part because of the negative and often biased associations of the term 'migration' in much of the current public discourse, in particular in Western countries. As important, however, is the fact that the term 'international mobility' has a broader connotation in business discourse than the general understanding of the concept of migration. It includes, for example, internal employee mobility within multinational enterprises.⁸ In this

⁷ This classification of themes on migration and the business sector emerged out of activities of THP to engage businesses in the migration dialogue (the 'THP business initiative'). This chapter elaborates this classification further by basing it on different categories of business activities and impacts: global human resource strategies, HRM and diversity, CSR with regard to supply chains, and public affairs with regard to migrant integration. A fifth theme that emerged from the THP business initiative, migrant demands as a new customer market, is mainly a marketing issue and is outside the scope of this review. Other relevant issues, for example migrant enterprises, also could not be considered.

⁸ However, this type of mobility has received only limited attention in this report.

chapter, the terms international labour migration and mobility are used interchangeably. Attention is first devoted to the opportunities for business offered by labour mobility, especially those related to attracting talents and managing a diverse workforce (explored in the second and third subsections, respectively). The main challenges for the business sector in the field of labour migration, however, relate to maximising the opportunities offered by international labour mobility and minimising the associated risks (IBLF 2010). Reducing the associated risks, such as exploitation of migrants and brain drain, is frequently interpreted in terms of the CSR of enterprises. CSR issues are discussed in the fourth and fifth subsections of this chapter. It should be noted that there may be good reasons to regard CSR not as a burden, but as a source of opportunity. Investing in the living conditions and health of migrant workers and in initiatives to promote the education of migrants offers firms new prospects and competitive advantages. If relevant, and if sources are available, differences between global regions and between different types of enterprises are indicated in this review.⁹

2.2. HUMAN RESOURCE STRATEGIES AND GLOBAL LABOUR MOBILITY

STUDIES ON INTERNATIONAL LABOUR MOBILITY

Issues of international labour mobility and its role in the global labour market, especially for enterprises in high-income countries, receive ample attention from both scientific and applied researchers. Most attention in studies on business and international mobility centres on the issue of attracting migrant labour to fill labour shortages in advanced economies. This relates to one of the most urgent current issues for advanced economies: whether an appropriate balance can be found in the supply and demand for migrant workers (GCIM 2005; see also WEF 2010, 2011; OECD 2008). However, there is not only a demand for highly skilled workers, but also for medium- and low-skilled migrant labour in certain sectors and countries (Hugo

and Young 2008; Baganha *et al.* 2006; Hultin 2010). In addition, migrants can help companies to establish competitive advantages in the global labour market. For example, employing cheap and flexible low-skilled migrant labour may be a cost-effective strategy in specific circumstances. In short, labour migration has become an important feature of the contemporary global economy (see also Table 1).

This section focuses on the issue of attracting migrant labour to fill labour shortages from the business perspective. What kinds of studies contain relevant information for the business sector for developing human resource strategies and for engaging in the debate on labour migration? There are various kinds of studies, highlighting different perspectives on the questions of labour mobility and the competition for labour migrants.

- From an employer's perspective, the questions focus on the recruitment of suitable labour at an attractive price and on how to deal with the 'obstacles' caused by migration schemes. Most studies are on recruitment strategies and motives, and on current and future talent shortages and the implications for human resource strategies (Collings *et al.* 2007). Several reports present survey results on employers' motives, strategies and perspectives (McKay 2009; Dench *et al.* 2006). Business networks, consultancies or

⁹ It should be noted that this chapter is limited mainly to international migration. Internal or domestic labour mobility barely receives separate attention in the literature on businesses and migration, except internal migration within the EU and rural-urban migration related to processes of urbanisation in emerging economies such as China, India and South Africa. Moreover, most of the collected publications are on big business organisations (multinational enterprises and large national corporations). Furthermore, most of the sources of the selection are on corporations settled or with their main office in advanced economies. It is not clear whether this is a bias resulting from the websites consulted (see Appendix IV) or whether there are relatively few studies on migration and business in developing countries (except for the general topic of business and human rights).

research sectors of multinational enterprises also carry out surveys among employers and on current and prospective labour shortages and present input for developing effective human resource strategies (Manpower 2008, 2010; Western Union 2009).

- A specific business perspective is that of international labour recruitment agencies (such as Manpower). However, these reports are typically from non-governmental organisations (NGOs) and intergovernmental organisations (IGOs) and focus on abuses by informal or illegal recruitment agencies and intermediaries, with human trafficking as the extreme. These kinds of studies often propose ways to regulate recruitment agencies (Rannveig Agunias 2010). They are especially relevant to corporate responsibility divisions of businesses. More scarce are studies on the role of regular job recruitment agencies and how their role can be enhanced (ILO 2009b).

TABLE 1 ESTIMATES OF TOTAL MIGRANT WORKERS BY REGION, 2010

REGION	MIGRANTS millions	MIGRANT WORKERS millions
Africa	19.3	8.4
Asia	61.3	30.7
Europe	69.8	35.1
Latin America and Caribbean	7.5	3.2
North America	50.0	25.1
Oceania	6.0	3.0
TOTAL	213.9	105.5

Source: IOM 2010

- From a migrant worker's perspective, labour mobility is about improving the opportunities for better-paid work and whether advanced economies are prepared to admit them (GCIM 2005). There are various studies on the employees' perspective: why people migrate, the obstacles they meet along the way and how they fare in the destination countries. For example, studies on decisions to migrate by skilled migrants (Papademetriou *et al.* 2008a; Chappell and Glennie 2010). Such studies also contain relevant knowledge for the recruitment of migrant talent. In addition, there are reports on vulnerable categories of labour migrants, including irregular and trafficked migrants. The latter type of study typically includes recommendations on protection of migrants' human rights by governments, NGOs and IGOs (ILO 2010). Their recommendations are also relevant for the business community, for instance in exercising CSR regarding protection of the migrants' rights.
- The perspective of labour-importing countries is dominant in research on labour migration. From this nation-state perspective, not only the direct and long-term economic effects, but also the social impact of labour migration and security issues are of the utmost importance for migration management. These studies frequently contain relevant background knowledge for the business sector, for instance for lobbying activities for more effective migration schemes, for engaging in migration debates and for developing human resource strategies.

- There are many applied studies financed by national or supra-national governments in the North to support the development and improvement of migration management (Nakache and Kinoshita 2010; Khoo 2005; Collett and Zuleeg 2008; Papademetriou *et al.* 2008b).
- In addition, there is a growing body of research on migration systems between labour-exporting and -importing regions and on regulation of migration (OECD 2008; Hugo and Young 2008; Baganha *et al.* 2006).

- Main questions from the perspective of labour-exporting countries relate to proactive policies to improve the benefits of global labour mobility for developing countries, for instance on policy strategies to facilitate remittances, to simulate 'brain circulation' and to protect the rights of emigrants abroad. Examples are studies on how to make Bangladesh a leading manpower exporter (Ray *et al.* 2007) and on enlarging the advantages of labour migration by temporary migration schemes (Rannveig Agunias 2007). This kind of information may be of relevance for the business sector, for strategic or CSR activities, such as investing in the development potential of temporary labour migrants.

TALENT COMPETITION AND RECRUITMENT STRATEGIES

The issue of labour mobility to fill talent shortages is an urgent one, according to numerous studies from business networks and associated research institutes or consultancies. These studies report that various industries already experience labour or talent shortages in many global regions, except for Latin America, Africa and South Asia (Hultin 2010; WEF 2010). This situation is expected to become more acute and more widespread in the near future across more sectors and more regions, including China and India (WEF 2011). Reports from business advocacy organisations and think-tanks, such as the World Economic Forum (WEF 2010, 2011; see also IBLF 2010), underline that international mobility is of the utmost importance for many business or industry sectors to retain and improve their competitiveness in the near future, and that they have to lobby to make their voices heard. It is predominantly a global perspective, accentuating the win-win situation for all parties involved. The message is that the business sector has to anticipate future developments in labour shortages and mismatches in supply and demand. Business has to take action by influencing governments to develop more liberal immigration policies and by developing international human resource strategies to ensure future demands on labour. These studies are generally not based on solid research evidence. For instance, the conclusions of the WEF studies appear to be based to a large extent on expert opinions.

However, this general message of the risks of a mismatch in supply and demand of labour is broadly supported by applied research by research departments and institutes related to businesses (Manpower 2010; Hultin 2010), as well as by scientific studies (e.g. Hugo and Young 2008). The shortages in areas of the global labour force will grow more acutely and more widespread across a diverse range of jobs in the near future, due to developments such as declining working-age populations in developed economies, changing employee attitudes towards mobility, emerging demand for labour in newly industrialised and BRIC countries, and insufficient educational standards in both the North and the South to meet the business demand (Papademetriou *et al.* 2008a; WEF 2011). This prospect is in line with the general 'rule' that labour migration is usually a response to development disparities and demographic differentials (GCIM 2005).

Studies based on more solid evidence, however, show a more complex picture of the current and envisaged mismatches in labour supply/demand and talent shortages.

- Identifying and measuring labour shortages is quite difficult to accomplish (Sumption 2011; Anderson and Ruhs 2008). Labour shortages come in different shapes and forms, for example transient or seasonal, because the work is inherently difficult or unappealing, or because employers cannot raise wages and remain economically viable because of international competition. In short, one could as well speak of ‘recruiting difficulties’ instead of ‘talent shortages’ (*ibid*).
- Further investigation reveals some deeper underlying causes behind the skills mismatch: for instance, national educational and training systems are not adapted to the needs of the labour market, and employers find it more advantageous to attract talent from abroad than to invest in national education and training systems (Papademetriou *et al.* 2008a).
- Accordingly, recruiting migrant labour is only one option to fill labour-market gaps. Other possible solutions are outsourcing and offshoring (moving the jobs to people), subcontracting, internal mobility of employees (in multinational enterprises), and training and educating employees (GCIM 2005; WEF 2011). The options differ by sector and type of enterprise. For example, outsourcing and offshoring are not appropriate for small-scale businesses, or for sectors such as healthcare that require face-to-face contact with customers (GCIM 2005).
- In-depth studies on specific sectors and comparisons of sectors in various countries offer more insight into recruitment processes and underlying motives and mechanisms. However, such studies are scarce. Only one relevant study has been found, analysing the results of the so-called PEMINT research project (Bommes *et al.* 2004).¹⁰ This is a study on decision-making by employers concerning labour recruitment by national and multinational firms in three different sectors in six European countries. It shows that international human resource strategies differ significantly between sectors, for instance between the internationally oriented ICT sector, the European oriented construction sector and the nationally oriented health sector. Furthermore, recruitment strategies differ according to skill level (highly skilled workers are more internationally mobile) and by country.
- There is some controversy as to whether immigrants boost the economy. Although it is sometimes assumed that what is good for the business sector is good for the national economy, this issue is more complex. Publications of the WEF, for example, are quite optimistic in relation to this relationship. Nevertheless, the OECD (2008) is more critical; there is no conclusive evidence supporting the relationship between mobility of, for instance, scientific and technical human resources and economic growth in specific countries.
- Labour demand, supply, recruitment practices and the alternatives to immigration change over time, for instance between periods of economic growth and crisis (Anderson and Ruhs 2008). Many governments of des-

¹⁰ Although the study does not meet the time requirement (it was published before 2005), it is included in the collection because of its unique nature.

tinuation countries have introduced restrictions on (highly skilled) migration, to protect native-born workers from rising unemployment during the current economic crisis (Cerna 2010).

Improving the conditions for international labour mobility demands knowledge over an even broader field. For instance, international students are an interesting pool for recruiting skilled immigrants (Hawthorne 2008). Furthermore, pension and social protection schemes have to be adapted in view of the globalising labour market and increasing labour mobility (Holzmann and Pouget 2010; Barrientos *et al.* 2009). Studies on how industry sectors can learn from one another in developing business models adapted to the conditions of globalisation are also relevant. For instance, labour mobility in the global shipping industry offers, according to Magsaysay-Ho (2008), a sustainable model for international labour mobility for other sectors as well.

POLICY-RELEVANT CONCLUSIONS AND RECOMMENDATIONS

In general, the wide variety of studies offer limited practical suggestions for the business sector regarding human resource strategies to meet talent shortages and to improve competitive advantage. Some policy-relevant conclusions that have been gleaned from the literature are as follows.

- Reducing talent shortages and mismatches requires consideration of broader labour-market processes, including recruitment processes and job designs (Anderson and Ruhs 2008; Sumption 2011), as well as investment in educational and training systems (Papademetriou *et al.* 2008a).
- Businesses are not only in need of highly skilled migrant labour, but also of medium- and low-skilled migrant labour. According to Manpower’s Talent Shortage Survey 2010, the skilled manual trades, such as electricians, carpenters, plumbers and welders (see also Table 2), are the hardest positions to fill. This type of work resists the trend towards offshoring. Talent shortages tend to hit SMEs (e.g. in Europe) harder than large firms (Manpower 2010).

TABLE 2 TALENT SHORTAGES, SOME GLOBAL DATA

TOP 10 JOBS FILLED WITH FOREIGN TALENT RECRUITED:	TOP 10 COUNTRIES FROM WHICH FOREIGN TALENTS IS RECRUITED:
1. Labourers	1. China
2. Engineers	2. USA
3. Production Operators	3. India
4. Technicians	4. UK
5. IT Staff	5. Germany
6. Sales representatives	6. Japan
7. Administrative assistants	7. Spain
8. Customer service representatives	8. France
9. Senior executives/Board members	9. Canada
10. Accounting & finance staff	10. Poland

Source: Manpower 2008; survey of 28,000 employers across 27 countries

- There is a considerable demand for unskilled and low-skilled migrant labour in developed countries, to fill dirty, dangerous and demeaning jobs that residents of these countries refuse to accept (e.g. Hugo and Young 2008; Baganha *et al.* 2006). However, this includes irregular migrants working in the informal economies. Thus, a tension exists between a political incentive to deter immigration and an economic incentive to encourage it (ICHRP 2010).
- There is a need to develop migration schemes that are better adapted to meet the demand for labour, but that are beneficial for the development of countries of origin. Several studies explore more promising alternatives, for instance designing effective temporary migration programmes (GCIM 2005; Newland *et al.* 2008), as well as some pilot projects.

GAPS

In short, although there is a growing body of research-based evidence on effective migration management and recruitment strategies, most of it is still of a rather general nature and it is often focused on national governments as prime actors.

The following significant gaps have been identified.

- The studies by business-sector networks and related organisations and consultancies on the one hand, and of research institutes and universities on the other, are complementary. The practical focus and general recommendations of business network studies are often built on limited research-based evidence. The evidence base should be made more solid. This requires the involvement of migration researchers. Research could support the development of sustainable long-term human resource strategies.
- In general, there is little scientific interest in issues of labour migration and the business sector from the business perspective, notwithstanding the central position of the business sector in labour migration developments. The study on the PEMINT project (Bommes *et al.* 2004) is an exception.
- An urgent issue related to international mobility demands attention, namely the adaptation of pensions and social security schemes to increasing labour mobility (Lee-Archer *et al.* 2008; Holzmann and Pouget 2010; GCIM 2005).
- Apart from international labour migration, rural-urban migration in relation to urbanisation processes in emerging economies is of the utmost importance for national and international industries. Studies on rural-urban migration typically focus on the motives and precarious situation of migrants, offering suggestions for protection and support by NGOs and governments. These studies generally are not written from the employers' perspective, for instance the well-considered interests of the business sector to promote human capital development and improvement of living conditions of migrants. Investing in the education and training of migrant workers will enlarge the future talent pool for the business sector in these countries.

2.3. HUMAN RESOURCE MANAGEMENT AND DIVERSITY

DIVERSITY CHALLENGES

Increasing diversity in the workplace also demands methods to manage it. Diversity management is “a management strategy that intends to make productive use of differences between individuals, ethnic and otherwise” (Fischer 2009: 95). The promise of diversity management is “that well managed teams will produce better results and diverse companies will gain a market advantage” (*ibid.*).

In various regions, especially the Global North, but to an increasing extent also in emerging economies with diverse populations such as India and South Africa, diversity management has gained popularity among employers. This is more noticeable among larger enterprises than SMEs (EC 2008). Diversity management strategies are also applied in some public- or semi-public-sector enterprises, for instance the police force and the public health sector.

The notion of diversity in the concept of diversity management is in principle a broad one, encompassing many types of relevant differences: race, ethnicity, religion, nationality, gender, sexual orientation, age and disability. For this review, diversity caused by international migration or mobility is of prime importance, without denying other kinds of diversity within migrant communities. Drivers for increasing diversity related to migration are: a growing diversity in societies due to migration; the increasing trend for companies to fill skill shortages with migrant workers; and the fact that firms are themselves globalising and thus creating more diverse workforces internally. These developments confront an increasing number of employers with questions of HRM. Below, diversity management in general is dealt with first, before specific issues related to migration.

DIVERSITY MANAGEMENT

Issues of diversity management receive considerable attention from researchers within universities and business schools, but also from business networks and consultancies. Within some business circles, concepts of management of diversity have gained popularity. This trend, especially notable among leading multinational firms, is reflected in the positive picture of diversity in a WEF (2009) publication:

“Effective management of diversity leads to easier talent attraction and retention, maximizing talent, increased creativity, intellectual diversity, innovativeness, productivity and performance. It allows better decision-making and better connection with customers and, finally, it improves company reputation. Organisations need to attempt consciously creating an inclusive work environment. Failure to build, develop and manage diverse talent can have negative consequences, such as limited access to a talent pool, lowering the bar and raising tensions, isolation of employees and lowered productivity, along with suboptimal decision-making as well as legal and reputational implications.”

However, a substantial body of scientific research refines this picture. In an overview of research-based evidence in this field, Fischer (2009) comments on some of the popular ideas. In general, the idea that diversity is good for business is too simplistic. An examination of the literature shows that there is no consensus regarding the business benefits of diversity and its management. Not every kind of diversity will always have positive effects on business performance. Moreover, the great diversity between companies – with regard to core tasks, customer

groups and organisational characteristics – means that generalisations concerning the value of diversity are problematic. Diversity effects are strongly context-dependent.

Nevertheless, the existing evidence does not contradict the business-case argument for diversity *management* (Fischer 2009; Monks 2007). In organisations with a diverse workforce, diversity management can help to improve performance and innovation. However, the great heterogeneity of diversity management measures and strategies makes it difficult to draw general conclusions on the positive effects of specific management methods. The various models of diversity management generally call for (see Fischer 2009; Monks 2007):

- leadership commitment;
- the design of realistic objectives and priorities;
- the assessment of policies and practices to meet the diversity needs of the organisation; and
- the provision of management and employee training support.

In short, procedural guidelines dominate. These guidelines have to be adapted to different contexts and different configurations of diversity.

The challenges related to the management of diversity differ from company to company. Strategies of diversity management are less practised in SMEs, as a European study showed (EC 2008). This is related to differences in capabilities regarding financial and human resources. Some large companies, such as IBM, are experienced in this field. It would be stimulating if they supported less experienced companies in valuing the worth of diversity management and developing and implementing practices of diversity management. As repeatedly indicated by research, prejudices about migrants are still widespread among employers. In contrast, the management of a diversity paradigm departs from the opportunities offered by diversity (see, for instance, Kraal *et al.* 2009).

Diversity management takes specific forms within multinational enterprises with global workforces (Sippola 2007). Multinational corporations with operations in many countries face the challenge of managing diverse workforces on a larger scale. Some of these multinationals have developed management models to answer this question. For example, IBM published reports on how to engage the workforce in a globally integrated enterprise, a so-called GIE (IBM 2010). Generally, the increasingly multicultural business environment arising from globalisation and migration has resulted in a growing need for cross-cultural management and ethics in business (Greblikaite and Daugeliene 2010). However, this issue largely falls outside the scope of labour mobility.

DIVERSITY MANAGEMENT AND IMMIGRANTS

Diversity related to immigration is just one of the many roots of diversity in organisations. In general, diversity management strategies and tools make little reference to specific issues with regard to immigrant diversity. This is also because diversity management implies that individual differences have to be recognised, valued and responded to. A migration background is just one of the possible differences between employees. Additionally, migrants may differ in many other respects, for example gender, religion and age. However, a growing number of migrants among the workforce evokes new management questions. For instance, a linguistically diverse workforce may demand language courses for the migrant workers and a bilingual staff

that acts as an intermediary between employees and the supervisory structure of the firm (McKay 2009). Support for new immigrant employees can help them to integrate and participate in the new work environment as quickly as possible. In addition, uncertainties related to the temporary residence status of migrants may marginalise them within firms.

To create a more inclusive and stimulating work environment, managers have to take account of relevant differences and specific needs of immigrant employees. In this respect, toolkits that support employers in hiring and retaining migrants are helpful,¹¹ but are only a starting point. Promising practices may constitute inspiring examples, but say little about how to apply these successfully in other contexts and how to overcome specific obstacles. Furthermore, public and private enterprises serving a multicultural customer base have to adapt to the diversity to fulfil their public functions or out of marketing considerations (Spencer 2008). For example, xenophobia and prejudices among South African police officers regarding foreign nationals require more knowledge about these groups and cultural sensitivity training. Attracting employees from among these migrant groups is an option to make the police better adapted to the diversifying population (Newham *et al.* 2006). Therefore, there is a range of issues related to the management of diversity in relation to migrants, although practical publications and overviews dominate.

The general guidelines of diversity management models have to be adapted to the specific requirements of enterprises and workforces. However, each organisation appears to interpret diversity management in its own way. Sometimes the term is used almost interchangeably with the concepts of anti-discrimination and equal opportunity policies (Spencer 2008; Wrench 2007). National contexts also make a difference. For instance, in the USA diversity management approaches have evolved as a retreat from stronger affirmative action approaches, whereas in Europe diversity management developed together with increasing awareness of anti-discrimination issues, encouraged by EU anti-discrimination directives (Wrench 2007). In Europe, diversity management concepts and approaches appear to have gained more acceptances in the ‘older’ immigration countries of Western Europe than in the newer immigration countries of Southern Europe. In the older immigration countries, migrants are entering higher skills levels, while in Southern European countries immigrants are mainly employed in low-skilled jobs. Unions in these countries are mainly concerned with issues of exploitation and legal security of migrant workers; diversity management is thus not an agenda item (Wrench 2007).

Studies on effective methods to apply diversity management strategies in various types of companies and sectors that employ immigrants are difficult to find. Evidence, based on both research and practices, is beginning to evolve only in certain sectors, especially healthcare (see, for instance, Winkelmann-Gleed 2006a/b). However, some comparative studies also offer relevant insights and recommendations, based on research on equality and diversity policies in various types of organisations (e.g. Sippola 2007; Wrench 2007). Also relevant are studies on local governments as employers (Spencer 2008).

POLICY RELEVANT CONCLUSIONS AND RECOMMENDATIONS

There are a great variety of studies on this subject, with general or more specific conclusions. Despite the diversity of insights and conclusions, some consensus is developing. Significant conclusions and suggestions from these studies include the following:

¹¹ See, for instance, www.councils.org/gateway/where-do-i-start/for-employers/hiring-and-retaining-internationally-trained-workers/ and <http://www.iecbc.ca/>

- Diversity management policies focus on the advantages (and costs) of diversity for the enterprise, namely that well-managed diversity will increase organisational efficiency and profitability. One should be careful not to lose sight of an employee's fundamental right not to be discriminated against (Wrench 2007; Spencer 2008). Thus, diversity management must always be supplemented with measures to tackle discrimination and to promote the fair and equal treatment of employees.
- Diversity management policies can complement equal opportunity policies, by recognising and valuing difference for the business benefit and by, for instance, investing in the development of intercultural competence of staff (Wrench 2007; Spencer 2008; CIPD 2005; Kraal and Roosblad 2008a/b; Kraal *et al.* 2009; Winkelmann-Gleed 2006a/b).
- The involvement of HRM in managing diversity is related to its perceived importance and value. If diversity is mainly perceived as a problem, reactive diversity management strategies will be developed, aimed at adapting immigrant employees to the culture of the organisation. More proactive diversity management strategies tend to be developed when the importance of diversity for the organisation is valued positively and pressures for its promotion have increased, especially because of acute shortages of skilled workers (Sippola 2007; cf. Winkelmann-Gleed 2006a/b).
- Personal characteristics and not ethnic-group characteristics should be paramount in creating effective diversity management (Winkelmann-Gleed 2006a/b).
- The success of initiatives that foster diversity and promote equality depends on their integration into the strategy and culture of the organisation. If such initiatives are introduced as stand-alone policies and practices for human resource or line managers, they will likely be viewed as marginal activities (Monks 2007).

GAPS

As already indicated, the research-based evidence on diversity management in a multicultural workplace with migrant employees is still relatively small. There are many significant gaps in the evidence base.

- Although there is already considerable evidence on generally effective practices for diversity management (e.g. proactive approaches), evidence is lacking on how to develop and implement these approaches in specific sectors that recruit significant numbers of international labour migrants. There is already relevant research centred on the health sector (e.g. Winkelmann-Gleed 2006a/b), but research into many other relevant sectors, such as ICT, appears to be lacking.
- Diversity management practices appear to be more widespread in some sectors and countries than in others. What are the preconditions and encouraging factors for the acceptance of diversity as an asset for the organisation and for proactive diversity management approaches? How can stakeholders, for instance unions and governments, encourage the acceptance of diversity as an asset in enterprises?

2.4. CSR AND INTERNATIONAL LABOUR MOBILITY

INTRODUCTION: LABOUR MOBILITY AND CSR

Labour migration not only involves opportunities for both corporations and migrants, but also presents risks, including exploitation of migrant labour, dangers to health, poor working conditions, abusive practices and brain drain. According to influential current ideas of corporate social responsibility (CSR), these risks have to be taken seriously by enterprises as corporate social actors. Enterprises, and especially large national and multinational ones, approach social issues in terms of CSR programmes. However, these risks do not only imply potential reputational and legal threats for companies. Investing in social aspects, for example migrants' social conditions and health, can strengthen the competitiveness of companies by creating goodwill in the host society and improving relationships with local governments. Investment in the human capital development by training of migrants will stimulate the enlargement of the talent pool and growth of the potential customer market in the long run. Coined by Porter and Kramer (2006) as a 'strategic corporate social responsibility' concept, the idea departs from the position that business and society should not be pitted against one another, but are instead interdependent: successful business needs a healthy society, and a healthy society needs successful business. From this perspective, CSR is not a cost, constraint or a burden (as in a responsive CSR conception), but a source of opportunity, innovation and competitive advantage. Porter and Kramer (2006) support their stance by highlighting examples of multinational enterprises that are moving towards organising CSR as a strategic concept.

Another helpful distinction with regard to the concept of CSR is that made by the EC (2001) in a Green Paper on a CSR strategy. Two main dimensions of CSR are identified: an internal dimension concerning practices internal to a company and an external dimension involving its external stakeholders. The internal dimension of CSR comprises, for instance, HRM, work safety and abuses of rights of migrant labour, such as unequal treatment, discrimination and unhealthy conditions in the workplace.¹² To prevent such abuses, codes of conduct (typically voluntary) are developed, outlining the actions employers can take to ensure that their migrant workers are well cared for in the workplace. A number of employers' associations, and even local authorities, have initiated such codes (Collett and Sitek 2008). The external dimension entails practices concerning external stakeholders, for instance, relationships with business partners (suppliers and outsourcing agents), human rights and local communities (EC 2001; Krishnan and Balachandran 2004). This section focuses on the external dimension, especially the fair treatment of migrant workers in supply chains.

BUSINESS AND HUMAN RIGHTS

The issue of fair treatment of workers in supply chains is an element that tends to be conceptualised nowadays more often in terms of business and human rights. Although initially a predominantly European and North American debate, it has recently become a global debate.¹³ The primary duty to protect human rights remains with national governments. However, companies have a responsibility to respect them, according to the Universal Declaration of Human Rights. Various companies – especially multinationals – have committed themselves to voluntary initiatives, such as the UN Global Compact: "a strategic policy initiative for businesses that are committed to aligning their operations and strategies with ten universally accepted principles in the areas of human rights, labour, environment and anti-corruption".¹⁴

¹² These internal issues of CSR are not dealt with in this chapter. This is not to deny their importance, but it is not possible to discuss all relevant topics in a report of limited scope. Furthermore, there is already a considerable body of research and overview studies on equality and non-discrimination policies within labour organisations.

¹³ See 'Business & human rights – A brief introduction' on the site of the Business & Human Rights Resource Centre, www.business-humanrights.org/GettingStarted-Portal/Intro

¹⁴ www.unglobalcompact.org/

There are numerous voluntary initiatives by enterprises, sometimes with the involvement of NGOs, governments and/or international organisations, to address human rights issues in the private sector, for example, sectorial initiatives and groups that are helping business to ‘operationalise’ human rights.¹⁵ Furthermore, civil society groups are doing critical work in this area, monitoring the human rights conduct of companies and supporting victims. Some of these NGOs are working with companies on initiatives to promote human rights.¹⁶ A Special Representative of the UN Secretary-General on Business and Human Rights, Professor John Ruggie, has been appointed, and a ‘Protect, Respect and Remedy’ Framework, proposed by him, was approved unanimously by the Human Rights Council in 2008. According to this proposal, the appropriate corporate response to manage human rights risks is to have *human rights due diligence* (BHRI 2010). The four core elements of human rights due diligence, as outlined in the 2008 report¹⁷, are: (1) having a human rights policy, (2) assessing the human rights impact of company activities, (3) integrating those values and findings into corporate cultures and management systems, and (4) tracking as well as reporting performance.

A broad range of resources is available to help companies to operationalise human rights.¹⁸ The resources are generally of a practical nature, including codes of conduct, handbooks, overviews of international standards and online tools. Furthermore, critical reports and publications on abuses are available on the websites of various NGOs. In short, there is a proliferation of resources and resource centres in this field. It should be noted that the theme of human rights and business is a broad one, including issues such as the risks of operating in conflict zones, development and poverty, discrimination, workers’ health, child labour and forced labour.

BUSINESS, HUMAN RIGHTS AND MIGRATION

Migration issues do not receive much attention within the field of business and human rights. As one of the main initiatives in this field, the Business and Migration Initiative, states:

“The role of the private sector within migration policy has been little examined. There is a lack of policy debate and analysis regarding the rights of migrants within the field of corporate social responsibility and the relative obligations of governments and companies. While examples of best practices do exist, evidence is largely anecdotal and cross-sector dialogue to improve migration policy is only just emerging.”¹⁹

Nonetheless, some research-based evidence is emerging, in particular with regard to the fair treatment of migrant workers in supply chains. The trend to subcontract internationally is an alternative to international migration. Subcontracted enterprises in less developed countries – and even in advanced economies – often attract both domestic and international migrants. The trend towards subcontracting has often not been matched by sufficient attention for respect of human and labour rights in supply chains.

There are various types of policy-relevant reports with some research-based evidence, as follows.

- Reports by civil society organisations uncovering various types of abusive

¹⁵ See ‘Business & human rights – A brief introduction’ on the site of the Business & Human Rights Resource Centre, www.business-humanrights.org/GettingStarted-Portal/Intro for an overview and links.

¹⁶ *Ibid.*

¹⁷ www.unglobalcompact.org This framework fits with a proactive and strategic interpretation of CSR, beyond a responsive one that is focused on preventing or mitigating harm or risk (Porter & Kramer 2006)

¹⁸ See for example www.business-humanrights.org/Tools-GuidancePortal/Home and www.unglobalcompact.org/AboutTheGC/tools_resources/

¹⁹ <http://business-migration-initiative.org/> The Business and Migration Initiative – a programme of The Institute for Human Rights and Business – seeks to foster greater business involvement, facilitate dialogue, strengthen the debate and support private-sector led initiatives to raise standards in this business-critical field.

TABLE 3 REGIONAL DISTRIBUTION OF FORCED LABOUR AND TRAFFICKED FORCED LABOURERS

REGION	TOTAL FORCED LABOUR	TOTAL TRAFFICKED
Asia and Pacific	9.490.000	1.360.000
Latin America and Caribbean	1.320.000	250.000
Sub-Saharan Africa	660.000	130.000
Industrialised countries	360.000	270.000
Middle East and North Africa	260.000	230.000
Transition countries	210.000	200.000
WORLD*	12.300.000	2.450.000

* Note: Figures for total trafficked do not sum because of rounding.

Source: ILO 2008, p.13.

practices by employers and brokers in specific countries, and subsequently seeking accountability. Examples are reports by Human Rights Watch, for example on the exploitation of migrant construction workers in the United Arab Emirates (HRW 2006).

- Reports by organisations (business networks, NGOs) to help businesses to understand and address human rights issues in this field. Organisations such as BSR, Verité and the Ethical Trading Initiative,²⁰ in collaboration with employers, publish reports, policy briefs and toolkits to provide companies and other stakeholders with relevant information to raise awareness and practical guidance in developing appropriate responses and policies. Only some of the publications have a research basis (e.g. Verité 2010; BSR 2008); many more are based on roundtables, promising practices and expert opinion. In addition, some ILO activities to promote good labour practices and to combat forced labour focus on business responsibilities, including handbooks and reports on specific countries and industries (ILO 2006, 2008, 2009a).
- On-demand reports by consultancies or NGOs on particular regions and industries to support companies and governments to develop policies to improve the working conditions of migrants in specific sectors and countries (see, for instance, BSR and FIAS 2008). Recommendations of these studies are generally not applicable in other contexts, but could function as a source of inspiration for other companies.

HUMAN RIGHTS ABUSES OF MIGRANT WORKERS

These reports point to various abusive practices:

- Abuses of the rights of migrant workers appear to be widespread. Most attention goes to labour migrants from South Asian countries subcontracted to work in countries in Asia and the Middle East. However, there are also reports on human rights abuses of migrant workers in the Global North, for example of East European migrants in the UK (see ECCR 2009; EHRC 2010a/b; Andrees and Belser 2009) and Chinese migrants in Europe (Yun 2004).

²⁰ The Ethical Trading Initiative is an alliance of companies, NGOs and trade union organisations to promote and improve the implementation of corporate codes of practice that cover supply-chain conditions.

- One of the serious abuses includes debt bondage, defined by the ILO as “a system where- by people are required to repay a debt by working for their creditors”. Other abuses are retention of migrants’ travel documents, violation of freedom of movement and of as- sociation, discrimination in pay, unhealthy working conditions and human trafficking (see, for instance, Verité 2010; BSR 2008; see Table 3 for data on forced labour).
- Although migrants are not the only victims of forced labour and abusive labour practices, migrant workers are more vulnerable to exploitation as a result of temporary contracts, labour brokers or recruitment agencies, complex recruitment schemes (which make it difficult to detect abuses), lack of information and language skills, restricted rights, and their irregular status and/or lack of protection in host and sourcing countries.
- Abusive practices and forced labour are concentrated in labour-intensive economic sec- tors with a high labour turnover and seasonal shifts, such as agriculture, construction, the garment industry, domestic services and the sex industry. Sectors in the informal economy or on the margins of the formal economy, with workers with an irregular em- ployment or migration status, are especially vulnerable to such practices (ILO 2008).
- Exploitation of migrant workers or human rights abuses often begins in the country of origin, through the activities of informal or illegal recruitment agencies.

RECOMMENDATIONS

The recommendations of these reports are meant for a wide variety of internal and external sta- keholders, including: business management, investors, governments, NGOs, unions, migrant communities and the media. They are often not based on thoroughly evaluated approaches, but on an analysis of a variety of examples, including promising or best practices. Some sug- gested elements of approaches to prevent, detect and remedy human rights abuses in supply chains are listed below.

- Informing migrants about the risks of migration and the establishment of complaint mechanisms, preferably in collaboration with sourcing countries. This would make mi- gration a more informed choice for workers (Verité 2010). For example, Siddiqui *et al.* (2008) puts forward recommendations for improving information campaigns and pre-departure orientation training for labour migrants in Bangladesh, based on an as- sessment of experiences in Sri Lanka and the Philippines.
- High-interest loans incurred in order to migrate are a source of debt bon- dage. A possible solution to this problem has been developed for Bangla- desh by Martin (2009), based on research and the assessment of the feasi- bility of financial intermediation to provide Bangladeshi migrant workers with low-cost loans to cover up-front costs. In addition, irregularity of migrants’ status increases their vulnerability to exploitation; this should be borne in mind by governments in considering the criminalisation of irregularity.
- There are various possible actions and strategies to mitigate risks related to the use of recruitment agents. The most successful of these has pro- ved to be collective action by companies by developing common sets of

²¹ Some research-based reports on the situation of temporary migrant workers in the UK reveals that the GLA is doing a relatively good job (Balch *et al.* 2009), but that significant numbers of unlicensed gangmasters continue to exist in sectors outside the remit of the GLA (Oxfam 2009; Wilkinson 2009, 2010). These studies recommend the extension of the GLAs’ remit to other sectors. The term ‘gangmaster’ is a generic term used to cover any individual or agency whose primary purpose is to organise the supply of labour to employers.

standards for responsible recruitment. An example is the UK’s Gangmasters Licensing Authority (GLA), which requires providers of temporary labour in the UK to meet a set of minimum standards before being granted a licence. The results of the GLA are mixed.²¹

- Direct hiring of workers and formal employment relationships prevent such practices. However, this has an added cost for companies. Nevertheless, due diligence should ensure that workers in supply chains are hired legally. In this respect, BSR and Verité offer some guidance tools. In addition, governments of sourcing countries are taking action. A programme of direct employment by the government-run Philippines Overseas Worker Agency is an example.
- Collaboration is an essential element in every strategy to combat forced labour, traf- ficking and abusive practices. Co-operation is needed, within branches or sectors, and with civil society organisations, trade unions and governments of sending and receiving countries, to gather crucial information and to take the necessary actions.

GAPS IN THE RESEARCH-BASED EVIDENCE

It is clear that there are still significant gaps in research-based evidence.

- Most effective in this field are initiatives that are based on solid research, as well as outre- ach to businesses and other stakeholders, by producing reports, tools, recommendations and workshops. The study of Martin (2009) and activities of Verité and BSR are steps in the right direction (e.g. Verité 2010; BSR 2008, 2009; BSR and FIAS 2008). ILO stu- dies and handbooks (ILO 2006, 2008) are another good example. However, too many of the studies and recommendations have only a slender research base (for instance, examples that are not assessed appropriately).
- There are already many practical tools and suggestions. However, comprehensive strate- gies are missing, especially proactive ones. There is a need for more elaborated, systematic approaches for applying the framework of human rights diligence in companies, with regard to developing policies, assessing impacts, integration, and tracking and reporting performance.

2.5. PRIVATE-SECTOR ENGAGEMENT IN MIGRANT INTEGRATION

This section discusses the private-sector engagement with the host society. This engagement can be seen as another element of the external dimension of CSR:²² the social responsibility of corporations with regard to the host society and local community. Examples are the involvement of business in the labour-market training of unemploy- ed migrants, investments in local schools and private-sector involvement in neighbourhood renewal. Such activities can be viewed as motivated by CSR and as promoting goodwill among local populations and authorities. However, investment in the development of local societies and the labour

²² As mentioned in the previous section, the external dimension of CSR com- prises practices concerning external stakeholders, including relationships with business partners, human rights and local communities.

force may also constitute a facet of human resource strategies to enhance the talent pool, or an element of long-term marketing strategies to expand local consumer markets and their purchasing power. Interpreted in this way, such initiatives are part of the core business strategy to improve the competitive contexts in local societies in which enterprise operates (Porter and Kramer 2006).

Clearly, the engagement of firms with the host society will vary by company, sector and host society. Every company has to make its own choices with respect to CSR strategies. In addition, operations of the same multinational company in, for example, Bangladesh and the USA, will seek different CSR strategies. Publications on CSR with regard to local communities or the host society are reviewed first for advanced economies (the Global North) and then for the Global South.

INVESTMENT IN LOCAL COMMUNITIES IN THE NORTH

Relevant topics for this review of private-sector engagement with local communities in advanced economies especially relate to business involvement in the integration and participation of immigrant communities. A direct correlation with human resource strategies discussed in Section 2.2 is evident. International labour migration is only one of the many solutions for talent shortages. Companies “need to think creatively and flexibly in order to identify, recruit, and maintain a trained labour force” (WEF 2011). Other strategies to achieve these aims include involvement in training and educating of potential workers and the improvement of credential and skills recognition. Additionally, there are more long-term strategies, such as investment in the training of the long-term employed. Migrants may be over-represented among these groups. In short, strategies or initiatives to improve and increase the local talent pool can constitute an important facet of human resource strategies.

There are many publications and resources on effective practices to provide support for the integration and participation in the labour market of migrants and their offspring. The next chapter briefly indicates some relevant studies on labour-market integration of migrants in cities. Some of these studies analyse cases of integration in which the business sector is involved. There is already considerable knowledge on valuable instruments and strategies to improve recruitment among immigrants, to increase their employability and to retain migrants as employees. Even in a country such as Canada, many newly arrived immigrants face challenges when trying to penetrate the labour market, such as credential recognition, command of the language of the host society, and integration into the workplace (e.g. different workplace cultures and discrimination). In general, the significant elements of immigrant-friendly businesses are well-known (Scherbina and Coady 2008; Kukushkin and Watt 2009). Recurrent recommendations for businesses are to:

- expand their recruitment methods;
- offer bridging and mentoring programmes;
- provide language and communication skills training; and
- promote cultural awareness in the workplace.

However, such recommendations are mainly developed on the basis of surveys among employers and promising practices. Especially in traditional immigration countries such as Canada (but also in countries such as the UK), a wide range of employers’ guides and toolkits

on how to attract and retain migrant workers has been published (Kukushkin and Watt 2009; Petsod 2006).

The evidence base of such toolkits for employers is often neither clear nor solid. In general, there are many more research-based publications on labour-market integration from the perspective of local and national governments (as outlined in the next chapter), than from the perspective of employers. Especially in less extensive welfare states, in particular the USA, there are several publications and toolkits for non-profit private-sector stakeholders, notably funding organisations or grant-makers (Petsod 2006).

The capabilities of employers to provide integration services to migrant workers to improve the future talent pool are limited. A multi-stakeholder approach is often more effective and appropriate in this respect. Partnerships that combine the expertise of the various actors in a joint effort to support migrants in their participation in the host society are likely to be more successful (Collett and Sitek 2008). All kinds of ‘social partnerships’ between enterprises (B2B) and Public Private Partnerships (PPPs) between governments and business exist. Although PPPs are not uncommon in the field of migrant integration, the evidence base on such partnerships with regard to integration appears to be slender. More evidence is likely to be available outside the restricted field of immigrant integration services. The few examples reported and evaluated in this review tend to present mixed results (e.g. NEP 2008).

However, successful examples are also available (see, for instance, Froy and Giguère 2006). There is, for instance, considerable experience in Canada with business mentoring, by connecting skilled immigrants (mentees) with established professionals in the public, private and non-profit sectors who share the same occupation (AMSSA 2006). The objectives of such mentoring programmes are to build immigrants’ social capital and understanding of the labour market in the country of settlement; and to reduce barriers to employment within potential labour organisations by combating racial stereotyping through increased cross-cultural understanding.

Some conclusions and recommendations regarding partnerships from a few relevant studies (Kjaer 2003; NEP 2008; Collett and Sitek 2008) are outlined below.

- Partnerships regularly meet difficulties with regard to communication and different understanding of objectives.
- Chances of success improve if partnerships are flexible enough to adapt to changing developments, and if they can promote a common understanding of goals between participants. Sustainable partnerships require that they co-operate on the basis of equality, taking the interests of both partners seriously.
- Due to the dependency of cross-sector partnerships (such as PPPs) on specific local factors, “[what] works in one city and with one set of partners may not work in another, however similar the situation may seem” (Collett and Sitek 2008).
- Working in partnership takes time “and time is perceived differently by different sectors, and different organisational cultures”. The combination of “differences in timescales and

perspectives can place hindrances in the functioning of the partnerships” (Kjaer 2003). For example, enterprises seek speedy results, while the activities of government bureaucracies take more time.

- Sustainability is often a problem. This is, for example, a major difficulty for partnerships funded on a temporary basis by EU programmes (such as EQUAL) to foster integration.

INVESTMENT IN LOCAL COMMUNITIES IN THE SOUTH

Incidents arising from a lack of concern by multinational firms for local communities in the South have engendered debates on CSR in less developed countries. The Global Compact is one initiative emerging from these debates. The negative publicity has stimulated action by multinational enterprises on human rights, development and environment. Promoting CSR in emerging markets is a relatively new topic for research. However, apart from promising practices, publications are mainly of a conceptual nature (e.g. Warhurst 2001; Krishnan and Balachandran 2004). Moreover, the conceptual studies are generally not focused on the social responsibility for local migrant communities, but on a variety of other social and environmental issues. It is not possible, therefore, to present recommendations based on evidence from research.

In general, there is some evidence from promising examples that support the conclusion that the more effective CSR strategies are those that are more directly related to the core activities of businesses. In such cases, enterprises are not only more capable and equipped, but also more motivated to make an effort. A relevant example is the partnership between Manpower Inc. and UN refugee agency UNHCR to realise a pilot project among Myanmar refugees selected for resettlement to the USA from refugee camps in Thailand. While in the camps, these refugees received training in basic skills needed to work in offices in the USA. During a second phase, Manpower plans to link up some of the first group of resettled refugees with Manpower offices in their new American cities for counselling and advice on how to find and hold a job in the USA.²³

GAPS

Engagement of firms with the host society and especially with immigrant communities is an emerging issue. However, the research-based evidence in this field is limited, especially with regard to initiatives in less developed societies.

- There may be good reasons for enterprises to opt for a more proactive CSR approach instead of a responsive ‘do no harm’ approach (Warhurst 2001; Porter and Kramer 2006). However, no studies based on empirical research on business and migration issues have been collected; only studies with good practice examples and general management tools (Warhurst 2001). The promising conceptual approaches with regard to proactive CSR in relation to local communities should be supported with more research-based evidence than only promising practices.
- An important missing link is knowledge on favourable factors for businesses to become more involved in investing in local communities and integration initiatives. This would support the development of more durable PPPs to support the labour-market integration of migrants.

²³ UNHCR, New Stories, 22-07-2010; www.unhcr.org

2.6. CONCLUSION

This chapter has shown that there are pressing issues in the field of migration and the business sector, but that in many of the relevant areas the research-based evidence on main questions, approaches and instruments is still slender. The role of the private sector in international migration has received little attention in academic publications. Research sections of multinationals and business networks, consultancies and some civil society organisations are more active in this field of research as well as in dissemination of insights, toolkits and promising practices.

On human resource strategies and international labour mobility, there is a growing body of research-based evidence with regard to challenges for governments for managing migration more effectively. More limited, however, is research-based evidence for the business sector regarding effective human resource strategies to attract talent in the short and medium term. Recommendations in this field are mainly of a general nature – to develop human resource strategies – or anecdotal and based on a variety of promising practices. More research-based evidence will help in elaborating and supporting strategic thinking in this area and in developing individual and collective strategies of action. Specific issues demand attention, for instance the adaptation of social security schemes to match increasing labour mobility, and the feasibility of temporary work schemes.

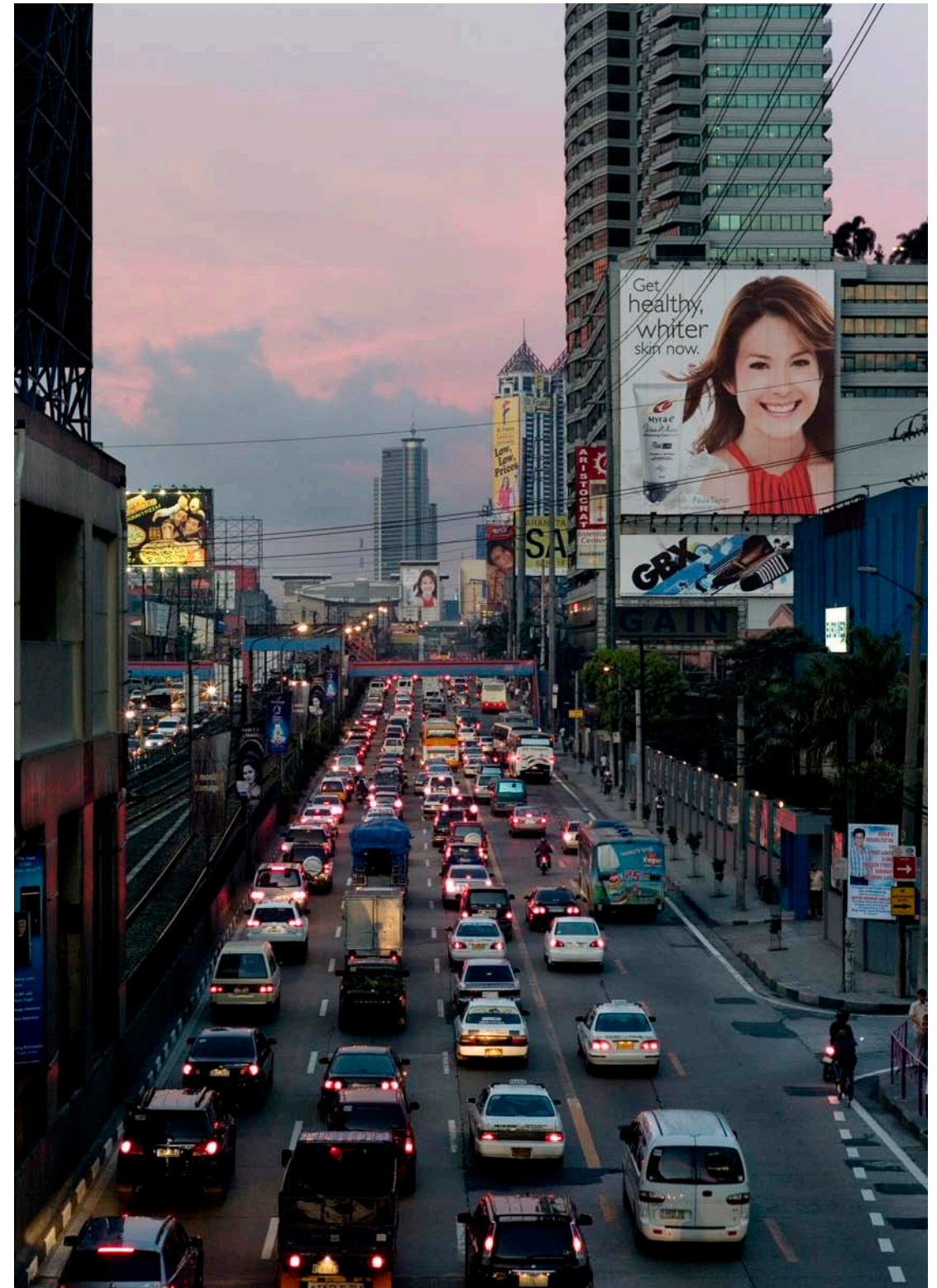
Management of diversity in corporations has become an urgent topic. Issues of diversity management receive considerable attention from academic researchers, as well as from business networks and consultancies. Although there is no consensus regarding the business benefits of diversity, the existing evidence does not contradict the business argument for diversity management. Diversity related to immigration is just one of the many roots of diversity in organisations. In general, diversity management strategies and tools make little reference to specific issues with regard to immigrant diversity. Studies on effective methods to manage diversity in different types of enterprises that employ immigrants are sparse. Only in certain sectors, especially healthcare, is evidence beginning to evolve, based on both research and practices. Studies on diversity and equality policies in business underline the importance of supplementing diversity management with measures to tackle discrimination and to promote fair treatment of employees.

International migration not only implies opportunities for both corporations and migrants, but also implies risks, such as exploitation of migrant labour in supply chains, dangers to health, poor working conditions, and brain drain. According to influential current ideas of CSR, these risks should be taken seriously by enterprises as corporate social actors. Large national and multinational companies generally approach social issues in terms of CSR programmes or in terms of business and human rights. There is a proliferation of resources and resource centres in the field of human rights and business in general, but migration issues do not receive the majority of the attention. The lack of policy analysis regarding the rights of international migrants within the area of CSR and the relative obligations of companies is therefore pressing. Although good practices do exist with regard to the fair treatment of workers in supply chains, evidence is largely anecdotal. Nonetheless, some research-based evidence is emerging. Most effective in this field are initiatives that are based both on solid research and outreach to businesses and other stakeholders, by producing reports, tools, recommendations and workshops. However, the majority of the studies and recommendations are based on

examples that are not appropriately assessed. Additionally, there is a need for more elaborate, systematic approaches for applying the framework of human rights diligence in companies regarding migration-related issues.

Another relevant element with regard to migration and business relates to engagement of firms or CSR with regard to the host society and local community. Publications on CSR strategies with regard to local communities in advanced economies focus on involvement of the business in the integration of immigrant communities into the labour market. Such initiatives not only emerge from CSR considerations, but fit well with human resource strategies: namely to extend the local talent pool as an alternative or supplementary strategy to hiring migrant labour from abroad. In general, there are many more research-based publications on labour-market integration from the perspective of local and national governments, than from the perspective of employers. Due to the limited capabilities of employers to provide integration services for immigrant communities, co-operation with other businesses and with governments constitutes a promising strategy. However, partnerships regularly encounter difficulties with regard to communication, different understandings of objectives and sustainability. Research-based evidence to support the development of effective partnerships is still relatively limited. An important missing link is knowledge as to what constitute favourable factors for businesses to become more involved in local integration policy.

The issue of the social responsibility of corporations with regard to host societies in less developed countries has received increasing attention due to various high-profile incidents. The more effective CSR strategies appear to be those that are more directly related to the core activities of businesses. Promotion of CSR in emerging markets is a relatively new topic of research. Apart from various promising best practices, publications are mainly of a conceptual nature. The promising conceptual approaches should be supported by more research-based evidence than examples only.



3. REVIEW OF RESEARCH-BASED EVIDENCE ON MIGRATION AND CITIES

3.1. INTRODUCTION

Migration is to a great extent an urban phenomenon. Most international migrants head towards or are settled in urban environments, attracted by the economic opportunities offered by cities. Big or global cities are part of the global economy. They are not only important nodes in international labour mobility, but also in international trade, finance and other businesses. Thus, an increasing number of cities and local governments are confronted with issues regarding migration management, as well as the protection and inclusion of migrants. If issues of migration and inclusion are dealt with poorly, migration may result in the long run in segregation, exclusion, marginalisation and tensions between communities. In contrast, the benefits associated with successful integration and participation of migrants in cities are economic growth and innovation, while economically active migrants will also contribute to the development of their regions of origin in less developed countries (UNESCO 2010).

The review of research-based evidence and recommendations of studies on migration and cities is ordered in this chapter along the following four themes.^{24 25}

- management of migration and diversity in big cities (§3.2);
- protection and inclusion of long-term international migrants in cities of the North (§3.3);
- protection and inclusion of internal and international migrants in cities of the South (§3.4); and
- protection and assistance to temporary migrants in cities (§3.5).

Issues of management of migration and diversity in big or even global cities receive separate attention in the next section. Subsequently, studies on migrants in cities in the South and the North are reviewed separately, due to the numerous differences between policies and practices in these regions. The main studies are on migrants who are permitted to stay either for extended periods of time or permanently. Nonetheless, temporary migration is a phenomenon of increasing importance. Section 3.5 therefore discusses some issues with regard to the protection of and assistance offered to certain categories of temporary migrants in the North and the South. Temporary migration is not exclusively an urban issue, but many non-permanent migrants head towards cities.

²⁴ This is not to deny the relevance of other migration issues for cities, for instance related to security concerns and urban planning and development. Such issues could be covered by follow-up research.

²⁵ Notwithstanding the abundance of internet resources available on migrant integration and migrants in cities, it was not easy to collect enough relevant studies for this review. This is probably because migrant integration is more often seen as an issue of national than of local policy-making (Penninx 2009a). Furthermore, most social scientific studies on migrants in local contexts do not make policy recommendations. The publications with policy recommendations are more often based on examples and expert opinion than on research-based evidence.

3.2. MANAGEMENT OF MIGRATION AND DIVERSITY IN BIG CITIES

Cities are the key actors dealing with migration, as most migrants head towards or have settled in cities. Although most studies on migrant integration at a local level are on challenges for local governments or cities in general, a minority of the collected studies focus on big or even global cities. This is understandable, as most policy issues regarding migrant protection and inclusion do not differ in a substantial way for big or small cities.

Various developments have led to big cities, especially global cities, being confronted with a mixture of migration opportunities and challenges.

- Habitually, big cities receive greater numbers of international migrants than smaller ones, in absolute as well as relative terms (Vertovec 2007; Hugo 2008; Price and Benton-Short 2008; see Table 4). Migrants are therefore a major source for the population growth of these cities.
- Cities receive and comprise a diverse spectrum of migrants from many origins and with diverse nationalities, skill levels, legal status, age groups etc. Big cities are thus confronted with a super-diversity of migrants, as well of non-migrants. This offers opportunities, but also poses problems (Vertovec 2007; Clark 2010d).
- Global cities are important nodes in the global economy and are increasingly interconnected by systems of international labour mobility and trade and finance flows. These cities thus attract both highly skilled migrants and professionals and also international businesses (Hugo 2008; Clark 2010c).
- Global cities are main gateways for immigration, receiving immigrants from abroad, some of whom subsequently settle in smaller cities (Price and Benton-Short 2008; Benton-Short *et al.* 2005; Hugo 2008). They also link internal and international migration in the other direction. Some of the young, skilled internal migrants who settle in these cities subsequently emigrate to other global cities (for instance from Sydney to New York).
- Global and other big cities (even cities in traditional immigration countries) receive increasing numbers of non-permanent migrants (Abella 2006; Engbersen *et al.* 2010; Hugo 2008). There are various reasons for this, including a growing significance of the global labour market and temporary labour mobility made possible by bilateral and multilateral labour schemes and by trade agreements and economic integration, for instance of the EU.
- Global and other big cities typically attract not only migrants at the upper scale (highly skilled professionals), but also at the lower scale: unskilled and irregular migrants (Hugo 2008; Balbo 2005). In global cities of the South, the divide between these two segments of the population of migrants (and of non-migrants) is even larger than in the North.

Some of these characteristics of migration in big cities relate mainly to issues of scale, while others are typical for world or global cities. This is especially the case for the economic function of big cities and their place in the global networks of trade and labour mobility. The

combination of these developments and characteristics make migration and migrant inclusion an issue to be taken into account in all key urban policy domains.

Various studies focus on these specific problems and opportunities for big or global cities (Price and Benton-Short 2008; Hugo 2008; Clark 2008, 2010a/b/c/d; ENGIME 2005; Wood *et al.* 2006; Mitnik *et al.* 2008; Brender *et al.* 2007). In most of these studies, the emphasis is more on how to unleash the potential that internal and international migration offers with regard to the diversity and mobility for innovation and economic growth, than on the problems of diversity and integration. The focus is more on skilled migrants than on unskilled ones. The most well-known example for this perspective is the OPENCities project of the British Council (Clark 2008, 2010a/b/c/d). The starting point of this project is that big cities that want to attract and retain international populations as well as businesses, have to be 'open' cities that create a good 'offer' for international workers and foster a local climate that recognises and welcomes diversity and provides freedom of thought and speech. Other studies stress the advantages of openness and diversity for city success as well (ENGIME 2005; Wood *et al.* 2006). For example, they enhance the quality of life, bring new skills, reinforce a city's reputation for tolerance, contribute to its creative and entrepreneurial spirit, and connect it to international markets through social networks (see, for instance, Clark 2010d). The openness and diversity of global cities offer businesses the advantages of creativity and diversity of the labour pool, the global networks of the population, entrepreneurship and the attractiveness of these cities for highly skilled workers.²⁶

TABLE 4 TOP 15 CITIES BY PERCENT FOREIGN-BORN (FB)

CITY	YEAR	% FB
1 Dubai	2002	82
2 Miami	2000	51
3 Amsterdam	2002	47
4 Toronto	2001	45
5 Muscat	2000	45
6 Vancouver	2001	39
7 Auckland	2001	39
8 Geneva	2002	38
9 Mecca	1996	38
10 The Hague	1995	37
11 Los Angeles	2000	36
12 Tel Aviv	2002	36
13 Kiev	1992	36
14 Medina	2000	35
15 New York	2000	34

Source: Benton-Short *et al.* 2005.

The far-reaching conclusions of many of these studies are in many cases mainly based on expert opinion and good practices in big or global cities all over the world. A solid research-evidence base is missing in most of the studies. In con-

²⁶ This line of argument is explicitly or implicitly based on the work of Richard Florida (2005) and others on the rise of the creative class in cities of the post-industrial society.

trast, studies that are based on evidence of more solid research, for instance Price and Benton-Short (2008) contain very few policy recommendations.

Policy suggestions and recommendations from studies on migration and big cities vary from the presentation of examples of best practice and general guidelines (OPENCities project) to toolkits (Wood *et al.* 2006). Studies based only on promising practices are particularly likely to include recommendations of a general and procedural nature. For instance, management of diversity in cities demands a clear leadership role of cities, a focus on positive contributions, innovation and flexibility in service delivery, and a focus on what works for the duration of the business cycle (Clark 2010b/d). Such recommendations are more akin to self-evident knowledge on effective management strategies.

However, there are also some more substantial recommendations, based on evidence from research.

- Local governments should support the design of projects to encourage intercultural innovation, in particular by funding schemes that bridge communities; creating intercultural spaces and places; and nurturing and mentoring intercultural innovators (Wood *et al.* 2006).
- Transnational orientations and the temporary stay of expatriates can be very compatible with attachment to and identification with the city of residence. Policy-makers can influence expats' decisions to stay longer, by making them feel welcome in the city and by offering special services (Bochove *et al.* 2011).

BOX 1 GLOBAL MIGRATION DATA

- International migrants: 214 million (estimate 2009).
- Internal migrants: 740 million (estimate 2009).
- 57% of all migrants live in high-income countries.
- The movement of return migrants involves 12-37% of the people who go abroad for more than three months.
- The overall stock of migrants has not decreased in response to the economic crisis.
- The flow of new migrants has slowed in many parts of the world, due to a decrease in opportunities or more restrictive policies of destination countries.
- By region, Europe (including Russia) recorded the largest number of migrants in 2010: 77.1 million foreign-born.
- However, proportionally, migration's most significant effect on population composition was seen in Oceania and the Middle East, where smaller numbers comprise a much larger proportion of the population (16.8% and 12%, respectively).
- By comparison, in Asia, a larger number of migrants account for a much smaller proportion of the population (0.7%).

Source: IOM 2010.

To conclude, studies on the management of migration and diversity in big and global cities suffer from some weaknesses and gaps.

- The studies that present results of solid research tend to contain very few policy recommendations, while those that are more practically oriented are based mainly on examples and expert opinion.
- The studies are somewhat one-sided in approach, focusing solely on skilled migrants, neglecting some of the negative effects that may be linked to low-skilled, unskilled and irregular migration, for instance segregation, polarisation and slums.²⁷

3.3. PROTECTION AND INCLUSION OF LONG-TERM MIGRANTS IN CITIES OF THE NORTH

INTRODUCTION

This section reviews studies on the integration of long-term international migrants at the local level in advanced economies. Protection of migrants' social, economic, cultural and political rights is considered a core element of their inclusion in the society of settlement. Policy-relevant studies on cities or local governments in general in the Global North focus mainly on varying categories of long-term or permanent international migrants. Although many European studies focus on low-skilled migrant populations and their offspring, North American publications highlight issues related to medium- and high-skilled migrants.²⁸

There is an abundance of publications on issues of migrant inclusion or integration in cities of advanced economies. The number of studies with policy recommendations for cities, based on solid research-based evidence is, however, relatively limited. Academic studies in particular tend to lack policy-relevant recommendations. A review of these studies indicates that conclusions and recommendations regarding local integration policies are generally based either on a review of promising or best practice cases, often in combination with other types of knowledge such as peer reviews and workshops (e.g. Froy and Giguère 2006; Gebhart and Guentner 2007; Spencer 2008), or on empirical research by academic researchers, consultancies or think-tanks (Choudhury 2010; Karsten 2010). Furthermore, there are review or overview studies offering a state-of-the-art perspective (e.g. Spencer and Cooper 2006; Spencer 2006). The first category of studies typically produces more elaborated sets of recommendations of a rather practical nature, with suggestions especially relevant for the phases of policy development and implementation. The second and third types often conclude with suggestions of a more fundamental nature, for instance that policy programmes are based on outdated assumptions or that they produce adverse side-effects. Accordingly, these studies often contain more relevant recommendations for the phase of the definition of problems, as well as for the phase of policy development.

PROCEDURAL RECOMMENDATIONS

There appears to be a broad consensus on the procedures and methods of developing, implementing and evaluating policies with regard to local integration of migrants. Overall, all studies point in the same direction, namely the need for proactive, coherent and sustainable policies, well-informed by research and policy-evaluation, co-ordinated between the various policy levels and departments, in partnership with other stakeholders and in consultation with the groups concerned. It is almost self-evident that such policies are worthwhile. However, some of the studies contain detailed recommendations to further

²⁷ There are other relevant studies on the urban poor and the underclass, the informal economy, security and policing issues. However, large and global cities have to manage both migration flows and their impact simultaneously, and thus a divide in studies with regard to both types of migration is problematic.

²⁸ Only a few studies on Australian cities have been found that include policy-relevant recommendations based on research. Although there are many relevant Australian publications on integration policies and measures in general, they generally lack a city focus.

such policies, often based on analysis of promising practices.

Some studies comprehensively examine the general preconditions for effective policies to support migrant integration at the local level (especially Froy and Giguère 2006; Spencer and Cooper 2006; Spencer 2006, 2008; Gebhart and Guentner 2007; Mitnik *et al.* 2008; EURO-CITIES and MPG 2010; Thamm and Walther 2005).

Some significant recommendations regarding the procedures and methods for developing and implementing effective policies are outlined below.

- What works in one context might not work in another. Policies, programmes, tools and instruments have to be adapted to the specific national and local legal, institutional, social and cultural contexts.
- Open and flexible mainstreaming programmes at national level provide local actors with the opportunity to apply them on the basis of local circumstances.
- There is a need to collect better data for policy development and city planning. An evidence-based research report on the local integration strategy of the Greater London Authority (Gidley and Jayaweera 2010) provides a clear example of the kind of data and research evidence that is required for developing local integration policy.
- To tackle the multiple barriers to integration, it is essential to develop an integrated approach and ensure co-ordination between various levels and actors involved (Froy and Giguère 2006).

Although such procedural and organisational recommendations are of great importance, most of them are also relevant for policy development and implementation in many other areas.

RECOMMENDATIONS FOR INTEGRATION POLICIES IN GENERAL

More interesting than the procedural suggestions, many studies also contain recommendations pertaining to the content of policies to support integration. Here, much more diversity, debate, disagreement and inconclusiveness can be found. The field of migrant integration and policies to support migrant participation and inclusion is vast. For the purposes of this review, it is sufficient to indicate some general characteristics of the available research, point to some emerging consensus – or disagreement – on effective policies, and identify some major gaps.

Some general conclusions and policy suggestions emerging from the multitude of studies on policies of integration in general are as follows.

²⁹ In 2004 a Dutch Parliamentary Research Committee on the Integration Policy (Blok Commission) concluded on the basis of an extensive research on 30 years of Dutch integration policy amongst other things that integration of immigrants had actually been relatively successful, but more in spite of than as a consequence of policy efforts.

- Migrant integration, inclusion and participation are autonomous processes. The capacities of governments and other stakeholders to influence these processes are limited.²⁹ Pragmatism, co-operation with stakeholders and the involvement of the groups concerned are therefore important.
- Integration outcomes are determined mainly by the quality of general policies and institutions (Ray 2003). In contrast, the role of policy measures and provisions targeted at migrants is relatively unimportant. For example,

differences in educational outcomes of migrant pupils are largely related to differences in educational systems across Europe (see, for instance, Crul and Schneider 2009). Therefore, equal access to mainstream services is crucial.

- A more promising strategy is to adapt mainstream institutions to the needs of migrants instead of providing separate, targeted services (Froy and Giguère 2006). This is not only of importance for reasons of efficiency, but also to avoid reinforcing tensions between social groups (Froy and Giguère 2006; Vermeulen 2007).
- Partnerships are essential in developing and implementing local integration policies. However, the question as to who to involve in specific policies and at what policy phase will be answered differently depending on the local context and policy domain. Many publications contain relevant guiding principles on these issues, as well as practical examples.
- Policies have to be frequently adapted due to the changing dynamics of migration and migrant groups in cities. This requires regular updated data and research on flows and stocks of migrant groups, their situations and their access to services.
- Policies and initiatives are more effective if they tackle the complex barriers for immigrant participation and support the adaptation of immigrants to their new environment by the provision of information, language tuition, training, credential recognition and education.
- Prevention is always better than cure. Policies should be aimed at the prevention of the development of problems and their accumulation within specific migrant groups. Growing experience and evidence on early intervention indicates that when newcomers first arrive in a city, early intervention programmes for disadvantaged segments of migrant youth are successful (Spencer 2008). In addition, policies should focus on tackling persistent accumulation of problems and long-term and inter-generational exclusion among long-established migrant groups.

RECOMMENDATIONS FOR INTEGRATION POLICIES IN VARIOUS DOMAINS

There are many studies on specific issues or dimensions of the integration of migrants. Themes that receive considerable attention in studies on local integration policies are: labour-market integration, housing, civic participation, the provision of services and community relations. Although education and health are also crucial domains of integration, studies on these issues are seldom focused on the specific responsibilities of local governments. In general, there is an apparent consensus that labour-market integration is one of the most pressing issues, together with access to basic services and good community relations. Of course, there are many specific recommendations and best practice examples. Below some selected key policy suggestions are presented by way of illustration of the wide array of recommendations.

- Civic participation of migrants is important for the individual and the community, potentially heightening a sense of belonging and commitment to society. It can strengthen bonds with non-migrants and provide a means to express needs to government or employers. A lack of mainstream channels for the participation of non-citizens, such as voting, or low participation in, for instance, trade unions, increases the importance of alternative means of engagement (Spencer and Cooper 2006; POLITIS 2007). However,

low migrant participation rates are not only related to institutional obstacles; they may also be caused by anti-immigrant sentiments, for instance, that deter migrants from coming to the fore or by migrants' intentions to settle only temporarily in the city.

- As multiple barriers to labour-market integration of migrants often interplay with one another, an effective approach should be integrated, co-ordinated and tailored (Froy and Giguère 2006; Gebhart and Guentner 2007; Frouws and Buiskool 2010). The capacity of local governments to promote labour-market participation of migrants is limited, and so collaboration between various levels of government, partnerships, involvement of stakeholders and employer involvement are crucial for a successful approach.
- Municipalities may be one of the largest employers in their city, and thus they have the potential to stimulate the labour-market participation of migrants by ensuring equal opportunities (Spencer 2008). Other options are to build diversity and equality standards into contracts with external providers and to ensure that equality and diversity aims are reflected in partnership agreements (Spencer 2008; Gebhart and Guentner 2007).
- Cities have the capacity to help new migrants adapt quickly to new demands and circumstances. There is considerable agreement on essential instruments, in general terms, to support these processes of integration, for example tailored training and language courses, mentoring and coaching, diversity management and recognition of qualifications. The challenge is to combine these instruments in an integrated package, adapted to the local context and specific target groups. Some research evidence already suggests what may work in specific contexts. For example, a successful way to achieve recognition of the qualifications and diplomas of migrants is to establish partnerships with the private sector in the recognition process and to connect the recognition of qualifications to the provision of supplementary training (Frouws and Buiskool 2010; Froy and Giguère 2006; Clark 2010d).
- To improve access to safe and affordable accommodation for new migrants, local governments should collaborate with other stakeholders. Various measures have proven successful, e.g. the provision of information and one-stop citizen advice centres, and measures such as the monitoring of discrimination and the creation of an ombudsman (Bosswick *et al.* 2007; Spencer and Cooper 2006; Spencer 2006; Hiebert *et al.* 2006).
- The housing situation of migrants is important in other areas of integration, for instance social cohesion. European studies especially focus on these broader implications (Spencer 2006; Bosswick *et al.* 2007). In many European countries residential segregation is interpreted as a hindrance to integration, although academic researchers are divided about this relationship. Many approaches and instruments have been applied in various European cities to counter residential segregation, but often with not the desired results (Bosswick *et al.* 2007).
- Community safety and community-sensitive policing are of key importance for the promotion of liveable multi-ethnic neighbourhoods. Effective policing requires a strategy that is sensitive to local issues and takes account of settled and immigrant communities (Gidley and Jayaweera 2010; Spencer 2006; Choudhury 2010). Building trust in migrant communities is important because of stereotyping on both sides, as well as language and

cultural differences, and the fear of deportation among certain sections of the migrant population, especially irregular migrants (Khashu *et al.* 2005). The police have to strike a balance between immigration enforcement and protection of the rights and liberties of all citizens (Khashu 2009). This is also of relevance for improving the investment and business climate in these neighbourhoods.

- Investing in language tuition has proven to be of importance for access to work, learning, services and relationships in the community (Spencer 2006; Spencer and Cooper 2006).
- The offspring of deprived migrants have specific problems that should also be addressed. Education is of crucial importance, but the capacities of local governments in this domain are limited. However, there are some types of initiatives that have been proven to work, for example pre-school and early school intervention, parental language courses, and initiatives to fight early school dropout.
- Educational segregation is mainly the outcome of a process of residential segregation, processes of supply and demand on the local school market, and general selection processes in education. In most OECD countries, there have been few fully successful, policy programmes to create more ethnically 'balanced' schools (Karsten 2010).

The above recommendations are relevant mainly for the phase of development of policies. Practical suggestions for the implementation of policies often consist of general procedural recommendations or examples of promising practices. Various publications describe practices that have produced promising results by supporting the participation of migrants. However, more often than not, these practices have not been thoroughly evaluated. To give an example of an evaluated practice: the Toronto Region Immigrant Employment Council (TRIEC) is a multi-stakeholder collaboration with the primary goal of finding and implementing local solutions that lead to the more effective and efficient labour-market integration of immigrants in the Toronto Region. TRIEC has proven to be successful (Froy and Giguère 2006; Lewkowicz 2008).

However, what works in one context might not work in another. Therefore, the best practices of the one-stop-shop model for improving service delivery by local governments, developed in Portugal, has been evaluated and tested on its feasibility of 'translating' this format to other European countries (Penninx 2009b). This resulted in a handbook for implementing this format in other European jurisdictions. However, this is an exceptional case; promising practices or formats that are applied in other contexts are seldom tested beforehand in this manner.

OVERLAP AND GAPS

Many recent relevant studies offer policy insights and recommendations. This is especially the case for Europe and Canada. The abundance and variety of studies makes it difficult to indicate both overlap and gaps.

Points of attention to avoid overlap of research are as follows.

- Many studies draw conclusions and recommendations on the basis of overviews of various promising practices in cities. However, many of these practices have not yet been evaluated (and thus cannot claim to be 'best practices').

- There is an abundance of research-based knowledge and evidence about immigrant integration processes and relevant factors and mechanisms. However, translation of this into policy-relevant conclusions and recommendations is generally absent.

More serious than the overlap are the many gaps in the research-based evidence.

- There is an urgent need for more evaluation studies and impact assessment of existing policy interventions. In addition, there is an urgent need for studies and reviews that present overviews and meta-analysis of measures that have proved to be successful in promoting integration (for example, studies such as Spencer 2006).
- Comparative studies on city policies in specific domains in various countries provide useful insights into various policy options and promising practices (Bosswick *et al.* 2007; Spencer 2008; Lüken-Klassen and Heckmann 2010; Froy and Giguère 2006). However, these are mainly limited to European countries, with a few exceptions (e.g. Froy and Giguère 2006). International comparative studies between similar cases (such as within the EU) and dissimilar cases (such as global, including US, cities) are worthwhile and lead to different insights and recommendations.
- Skilled migration is rarely dealt with in the European studies, except in some studies on 'management of diversity in global cities'. This category of migrants receives more attention in the Canadian studies. However, skilled labour migration is increasing in Europe as well, and thus deserves more attention.
- Migrant entrepreneurship is an important route to integration, and also adds to the economic growth of cities. More attention is needed on specific barriers for migrant entrepreneurship and ways to overcome these with the help of and support of policy-makers and other stakeholders (Bowles and Colton 2007).
- Most of the studies include all categories of migrants, often including refugees. However, few studies elaborate on the specific problems of refugee integration and resettlement and how to overcome them effectively. Specific refugee problems include long periods of inactivity during the asylum procedure, health problems and greater difficulties in entering the labour market (Newland *et al.* 2007).
- With international mobility as a permanent feature of cities in developing countries, it is necessary to go beyond temporary measures and initiatives. Many studies underline the importance of adapting mainstream institutions, but there is little research-based evidence on effective methods of mainstreaming migrant integration policy without risking the loss of the specific attention, expertise and commitment for these groups. Mainstream institutions and services should be made 'immigrant-proof', especially in large cities. There is, however, little knowledge of promising strategies and designs for institutions and services that are adapted to an internationally mobile population.

3.4. PROTECTION AND INCLUSION OF MIGRANTS IN CITIES OF THE SOUTH

Migration is not only a North-South phenomenon. South-South migration is significant and increasing (see Table 5). The increasing internal and international migration of temporary, seasonal, circular transit to urban areas, together with its recurrent nature, is becoming an important issue in many developing countries (Balbo 2005). Most publications on migration and cities are on more developed countries. Insights and recommendations from these studies are often not suited to the particular problems of cities of the South. Although there are similarities in the migration challenges for cities in the North and the South (Balbo 2005), there are also many differences.³⁰ Important challenges posed by migration to cities of the South include the following:

- cities in developing countries generally experience large influxes of rural-urban migrants, and hence there is a close link between migration, urbanisation and development issues;
- limited capacities and resources of local governments in these cities hinder the development of effective policies;
- there is a lack of knowledge and data on migration flows and stocks and the situation of migrants in these cities;
- the basic need to protect internal and international migrants is often not secured; and
- securing basic social needs is not only a problem for migrant populations, but also for other segments of the populations of cities, especially the urban poor.

TABLE 5 DIRECTION OF INTERNATIONAL MIGRATION, 2005

TYPE	NUMBER OF MIGRANTS millions	SHARE IN TOTAL MIGRATION %
South - South	61	32
South - North	63	33
North - North	53	28
North - South	14	7
TOTAL	191	100

Source: IOM 2010 (based on UNDP 2006).

The review of this section is based on a limited number of studies. There appear to be many more relevant studies on migration challenges for local governments in the North than in the South. There are many plausible reasons for this imbalance, including the lack of resources for research and migrant integration policies in these countries. In addition, migrants are only one of the many vulnerable groups in the cities of the South and are regularly included in the category of urban poor in studies and policies. Furthermore, issues related to

³⁰ International comparative studies are generally on cities in the South or on cities in the North. At first sight, the study of Balbo (2005) is an exception; however, on closer inspection this study fits within the general pattern as its comparative analysis and conclusion focus on the situation of cities in the South.

migration and migrant inclusion are defined in different terms by researchers, policy-makers and international organisations, for example as issues of development, poverty reduction or slum improvement.³¹

INTERNAL MIGRANT IN CITIES

Internal or domestic migration is an important element of the growth of cities of the South. There are many studies of this phenomenon, retrievable especially from websites on development, poverty and migration issues.³² The collected studies are mainly on internal rural-urban migrants in cities of Asia and Africa (Pattanaik 2009; Kwankye *et al.* 2007; Unnithan-Kumar *et al.* 2008; UNDP 2009; Zhang and Lin 2010; Shaohua 2005; Junfeng and Mahmood 2007; Deshingkar and Farrington 2006).³³

³¹ For these reasons, the search for sources was extended to some websites with resources on development issues (UNESCO MOST 2, UNDP and ELDIS). However, only studies that are explicitly focused on issues of migrant protection and integration are included in this review. This narrow focus is defensible for an explorative study. Follow-up research should broaden the focus to include studies on, for instance, urban poverty, urban-rural relationships and business formation that implicitly discuss population dynamics issues.

³² See the previous footnote. There are all kinds of relevant resources on the websites of UNESCO, of the MOST 2 project and of the UNESCO Chair "Social and spatial inclusion of international migrants: urban policies and practices" (SSIIM): for example, toolkits for effective municipal practices for managing diversity and for good practice exchange (e.g. Marconi and Iglesias 2010), as well as studies on cities in the South. Most of these studies are not included in the collection because they did not meet all criteria: often they lack policy recommendations and/or are not based on evidence from research.

³³ The restriction of this review to studies in English excludes the Latin American publications, as these are generally in Spanish or Portuguese.

³⁴ In China, the lack of protection of rights of internal migrants is formally backed by the hukou system, which attaches social protection rights and services such as schooling, housing and education to residency. Because rural-urban migrants are often technically illegal migrants, they do not benefit from social protection and services in the cities (see, for instance, Shaohua 2005).

Notwithstanding the many differences in the situation of internal migrants in cities of developing countries, recurrent themes and parallels are evident with respect to the identified problems and recommended solutions. Some typical recommendations are outlined below.

• Tackling problems of vulnerability and exclusion

The vulnerable situation, unequal rights and the exclusion from basic services of many rural-urban migrants is one of the most urgent issues facing migrants in less developed countries. Protection of the social and human rights of these migrants should be a main challenge for governments and international organisations. In China, for example, the lack of rights of internal migrants is related to a formal system of rights related to residency,³⁴ but internal migrants in many other countries (e.g. India and Bangladesh) face comparable problems. This hinders them in their fight for rights (Pattanaik 2009).

• The need for poverty-reduction programmes and promotion of human capital development

Other serious problems for rural-urban migrants relate to poverty and the lack of social protection. They urgently need poverty-reduction programmes and the promotion of human capital development to break out of poverty. However, many other non-migrant city-dwellers are confronted with similar problems. This is one reason for the preference for territory-based policies.

• Attention to the developmental potential of migration

Rural-urban migration has the potential to promote the development of the rural areas of origin. Governments and international relief organisations should be aware of this link. Promoting the human capital development of these migrants will also have an impact on rural development, due to relationships with those who remain, as well as recurrent visits and return migration.

INTERNATIONAL MIGRANTS IN CITIES

Some less developed countries and regions increasingly receive international migrants. Some countries experience simultaneous emigration, immigration

and transit migration, while other countries are evolving from transit countries to net immigration countries, for example South Africa and Morocco. Studies on immigrants in cities in developing countries show that these migrants encounter many similar problems to internal migrants, including vulnerability, exclusion and poverty.

Listed below are some recurrent themes and suggested actions.

- **Tackling exclusion and discrimination and fostering safety and security**

Categories of international migrants face all kinds of legal and institutional obstacles and problems of exclusion that hinder them in improving their situation. For instance, asylum-seekers and migrants with an unclear status are regularly denied formal employment permits. Migrants even face obstacles with regard to basic services, such as access to bank accounts and capital to start a business. Furthermore, they frequently suffer from xenophobia and discrimination (e.g. Landau 2008, 2009; and Misago *et al.* 2009 on South Africa). This prevents them from integrating into and contributing to their host cities.

- **Decentralising migrant integration responsibilities and resources**

International migration is perceived in many developing countries primarily as an issue for the national government. This is one reason why policies and programmes for international migrants are generally absent. Meanwhile, cities are most directly confronted with problems of mismanagement of international migration. Therefore, it is necessary to enhance the role of local governments in the development of national policies on human mobility.

- **Adopting strategies to increase capacities to tackle problems**

Local governments lack the resources, capacities and skills to develop appropriate policies. Issues of migration and population dynamics are often seen as a concern for national government, despite their local consequences (Landau 2009). Possible ways to overcome the limited local capacity for action and lack of financial resources and technical skills are intergovernmental co-ordination, the training of government officials, and efforts to achieve mainstreaming and partnerships, as well as to learn from other cities (exchange of best practices), and to orient integration strategy towards empowering migrant communities (Balbo 2005).

- **Acquiring data for urban planning**

Local governments generally do not possess relevant data and information on the flows and presence of migrants. The diversity and mobility of migrant residents in cities make it difficult to develop appropriate policies, while recognising the need for reliable and up-to-date information and data on migrants (stocks, flows, and situation) for developing informed policies and urban planning (see, for instance, Landau 2008, 2009). In addition, mainstreaming data and research on population dynamics into planning processes should receive due attention.

- **Assessing the impact of territory-based actions on migrants**

Cities of the South generally lack targeted migrant policies, preferring 'territory-based' actions that address the general needs and potentials of parts of the city population. This is understandable for various reasons: migrants face similar problems to other sections of the urban poor and resources are limited. Nonetheless, governments should constantly

assess the impact of 'territory-based' actions on migrant communities and supplement them with targeted measures if necessary (Balbo 2005).

CONCLUSIONS

One of the main findings of this review is that much more research is needed to support informed policy development in this field. There are interesting current research programmes in some countries, as well as at the international level. However, more focused studies on various aspects of regional and international human mobility and migrant settlement in cities of the South are necessary for developing contextualised insights and policy recommendations.

National and international comparative studies could help to develop successful policy approaches with respect to similar challenges. In addition, the exchange of promising and best practices could support the development of policies. As some databases show,³⁵ there are several promising projects in cities of the South. The evaluation of such initiatives could provide further input into the discussion on appropriate policy measures.

There are many more relevant issues that explicitly or implicitly relate to issues of international and internal mobility in and from cities in the South. This review focuses only on studies that explicitly relate to migrant protection and inclusion. Follow-up research should pay more attention to issues such as urbanisation and development. Cities in the South are confronted with specific questions related to, for example, the reintegration into the labour market of return migrants (see Mezger and Flahaux 2010) and the social and economic impacts of the transnational activities of emigrants and their relationships with those who stay behind (Smith 2007).

3.5. PROTECTION AND SUPPORT FOR TEMPORARY MIGRANTS IN CITIES

Both international and domestic migration are increasingly temporary in nature, in both the South and the North (Abella 2006; McLoughlin and Münz 2011). Temporary migrants are those migrants whose legal status in the destination country is temporary (Abella 2006). They enjoy fewer rights and entitlements than permanent immigrants. A great variety of workers are usually covered by temporary labour migration policies or programmes (see Box 2). Section 3.2 noted some of the reasons behind the rise in temporary migration. The increasing interconnectedness of countries in regional and global economies and labour markets is one reason for the rise in temporary mobility. One of the strongest economically integrated regions, the EU, experiences significant temporary and circular internal mobility, especially as a result of its recent territorial enlargements. In addition, cities in the South are confronted with a wide variety of regular and irregular domestic and international temporary, transit and circular migration (Landau 2009). Furthermore, asylum-seekers and refugees, even if granted residency status, are often not allowed to stay permanently. Although temporary migration is not only an urban issue, many non-permanent migrants settle in cities.

The increase in temporary migration movements is not matched by appropriate attention by governments and applied research. Most policy-relevant studies focus on integration of permanent migrants. National and local governments seldom develop policies to support the transitory presence of temporary or circular labour migrants. However, their specific situation, in combination with their increasing

³⁵ See, for instance, UN Alliance of Civilizations (building inclusive societies), Migration and Integration www.unaoc.org

numbers in both the North and the South, deserves attention from city governments and researchers. Due to the absence of policy-relevant studies based on evidence from research, this only indicates briefly some new questions for policy-makers and researchers, as well as promising directions for applied research. Two themes have been selected as examples: temporary labour mobility within the EU, and urban refugees and IDPs in cities of the South.

NEW TEMPORARY LABOUR MOBILITY WITHIN THE EU

Temporary labour migration has increased within the EU; with ongoing territorial enlargements, it appears to have become a structural feature. Outlined below are some new issues for governments and other stakeholders.

- To collect data on the flows and stocks of temporary migrants, and the diversity of their situations.³⁶ The temporary transnational patterns of work and settlement are highly diverse with regard to length of stay, working contracts and legal status. Within the EU, migrants (most of them young, skilled and single) are moving from East to West, and work for low wages in low-skilled jobs, even if they are highly educated. They are motivated not only by financial gain, but are also seeking new professional and cultural experiences. Many come without knowing how long they will stay, some regularly 'commute' between their countries of origin and of work, while others move from one EU member state to another (EHRC 2010a; Engbersen *et al.* 2010).
- To obtain an accurate picture of the vulnerable groups and the social consequences at a local level. In many cases, the new migrants have precarious employment and housing arrangements, are vulnerable to exploitation, lack support networks and access to information, and face considerable language barriers (EHRC 2010a/2010b). The social consequences are especially notable in deprived urban districts where many of them settle, often in overcrowded and cheap housing, and at most only partially integrated into local society (Engbersen *et al.* 2010).

BOX 2 TEMPORARY MIGRANTS, CATEGORIES USED IN TEMPORARY MIGRATION PROGRAMMES

(THE LIST IS NOT EXHAUSTIVE AND CATEGORIES ARE NOT ALWAYS MUTUALLY EXCLUSIVE)

- Frontier workers
- Seasonal workers
- Contract workers
- Guest workers
- Professionals and technical workers
- Intra-company transferees
- Working holiday makers
- Occupational trainees/apprentices
- Young professionals covered by agreements on exchange of trainees
- Entertainers/Sports people
- Service providers/sellers
- Self-employed
- Students
- Au pairs

Source: Abella 2006

³⁶ It is not possible to provide an estimate of the volume of migration within the EU from East to West. It is estimated that as many as 500,000 Polish citizens moved to the UK in 2002-2007 (Black *et al.* 2010).

- The fluid nature of this type of migration renders it largely invisible to local authorities and makes it very difficult to incorporate into urban planning policy and to develop an effective infrastructure for temporary labour migration (Engbersen *et al.* 2010). However, several policies have been developed in countries that received many Eastern European migrants, for instance the UK. These include appropriate enforcement of labour standards, better information and advice in eastern European languages, and access to language training (EHRC 2010a; Byrne and Tankard 2007).
- Local employers are major beneficiaries of migrant labour. In many cases, they provide assistance to labour migrants, for instance by offering housing. Local authorities should encourage employers to play their part in supporting migrant workers. There are promising examples of partnerships with employers and labour agencies that recruit these workers (Byrne and Tankard 2007).
- A flexible infrastructure for temporary labour migration should be developed with regard to housing, language tuition and education. This is tempting for European welfare states, as it implies lower standards of quality for housing, for instance, for temporary migrants. Schemes that allow the portability of social benefits and pensions should be considered. In addition, policies are necessary to more fully support integration of migrants who decide to settle for a long period or permanently. However, the question for both local governments and migrants is: when will a temporary stay become permanent?

Many of these issues are equally relevant for international temporary labour migration schemes in general, for example the question of what kind of integration measures are appropriate for temporary and circular migrants. However, from the perspective of receiving countries, the development of international temporary labour migration schemes is complicated by the question of how to design effective mechanisms to ensure the return and reintegration of migrants (Williams 2009; McLoughlin and Münz 2011).

IDPS AND REFUGEES IN CITIES OF THE SOUTH

One specific group that often settle on a temporary basis in cities of the South are forced migrants, including internally displaced persons (IDPs) and refugees in the region of origin. The protection and assistance offered to these forced migrants is generally not a topic linked with urban issues. Only recently, the theme of protection of urban refugees in the region of origin has received some attention (e.g. Landau 2004). According to recent UNHCR statistics, almost half of the world's 10.5 million refugees reside in cities and towns, compared to one-third who live in camps (UNHCR 2009). Moreover, it is expected that the proportion living in cities and towns will increase in the future.³⁷

Urban refugees pose specific problems. It is more difficult to keep track of populations of forced migrants in cities, even more so because these migrants are often highly mobile (Landau 2004). In response to some of these challenges, the UNHCR introduced its Urban Refugee Policy in December 1997. However, implementation of the policy met various difficulties (Landau 2004). The main challenges, especially for the UNHCR and its regional offices, are: how to trace forced migrant populations in cities, where they often live in areas with other types of migrants originating from the same region or country; how to protect refugees in these areas, when they are difficult to trace; how to provide them with assistance; and

³⁷ UNHCR policy on refugee protection and solutions in urban areas, September 2009. For other sources on forced migrants in urban settings, see the FMO resources list: <http://www.forcedmigration.org/browse/thematic/urban-displacement/>

whether assistance should be based on territorial grounds or restricted to forced migrants. Not only UNHCR agencies, but also NGOs and even governmental actors, take action to protect and especially to assist forced migrants in urban areas.

Very few studies have been collected on this issue, and thus a basis for general conclusions is absent. Only a few relevant topics are mentioned briefly, to provide an illustration of the specific issues related to forced migrants in cities in their regions of origin.

- **Innovative concepts on assistance for forced migrants in cities**

An interesting new perspective on the protection of urban refugees has been offered by Karen Jacobsen (2005). She departs from the question of how the economic contribution of refugees can be maximised and converted into a win-win situation for refugees in cities. Problems in identifying refugees in cities, coupled with the comparable needs of these migrants with, for example, compatriots living in the same areas, mean that supporting actions for refugees in cities should generally be territory-based and not restricted to refugees (Jacobsen 2005).

- **Profiling IDPs in urban areas**

Protection of IDPs³⁸ in cities may pose particular problems for international and humanitarian organisations, as well as governments. Again, a major problem is the tracing of forced migrant populations, which are often ‘invisible’ among the urban poor in city slums. Davies and Jacobsen (2010) offer a method for profiling IDPs in urban areas, based on various pilot projects. It offers an important instrument to support urban planning and assistance to IDPs in cities.

3.6. CONCLUSION

This chapter reviews the research-based evidence and policy-relevant recommendations of publications on migration and cities. Migration is to a great extent an urban phenomenon. Although most studies on migrant integration at the local level are on challenges for local governments or cities in general, a minority of the collected studies focus on big or even global cities. This is a relevant distinction, not only because of differences in scale, but also because of the type of migrants attracted by cities and the economic and cultural opportunities offered by big and global cities. The emphasis of these studies is more on the opportunities and ways to unleash the potential of diversity and mobility for innovation and economic growth, than on tensions between groups and stagnating integration of some segments of migrant populations. The publications on managing diversity in global cities, therefore, provide a relevant addition to the literature on local integration. However, the suggestions and conclusions are generally not backed by solid research-based evidence. More research is needed on managing diversity and mobility in big and global cities.

Most studies on the theme of ‘cities and migration’ are on the integration of migrants at the local level in the Global North. The focus of these studies is mainly on various kinds of international migrants. Furthermore, while many European studies examine low-skilled migrant populations and their offspring, North American publications are more often centred on skilled migrants. The studies reviewed fall into two main categories. Conclusions and recommenda-

³⁸ The Internal Displacement Monitoring Centre (IDMC) estimates that there are 27,100,000 IDPs globally; however, no estimate of the number of urban IDPs could be found. See: www.internal-displacement.org

tions regarding local integration policies are generally based either on reviews of promising or best practice cases, often combined with other types of knowledge such as peer reviews and workshops (these studies produce detailed, elaborated recommendations of a practical nature), or on studies analysing empirical data. The studies in the second category often offer more fundamental insight than practical guidance for policy development. Only a minority of studies take an intermediate position, by analysing solid research to answer urgent policy questions (for instance Froy and Giguère 2006; Spencer and Cooper 2006; Bosswick *et al.* 2007). These studies in particular produce significant and coherent recommendations.

Overall, all studies reviewed point towards the need for proactive, coherent and sustainable policies, well-informed by research and policy-evaluation, co-ordinated between the various policy levels and departments, in partnership with other stakeholders and in consultation with the groups concerned. Many studies provide – sometimes rather detailed – recommendations to support policy development in this direction. Procedural and organisational recommendations are sometimes formulated in such a general way that they are equally relevant for policy development in many other domains. More interesting are recommendations pertaining to the content of policies to support integration. Here, much more diversity, debate, disagreement and inconclusiveness can be found. However, there is considerable knowledge about the main barriers for integration and about strategies and instruments that are essential for supporting the local integration of migrants. In general, agreement is evident that successful labour-market integration is a key factor in the migrant integration process. Other pressing issues are access to basic services and good community relations. Due to the limited capacity of local governments to promote labour-market participation of migrants, collaboration, partnerships and involvement of stakeholders are crucial for successful approaches. Maintaining good-quality local services is more significant than a wide array of targeted, temporary initiatives.

Overlap is unavoidable, but much more serious are the gaps in policy-relevant research. For instance, there is an urgent need for many more evaluative studies and impact assessments of existing policy interventions, as well as research and consultation to identify contributory factors for successful integration. Furthermore, there are some serious gaps in the field of study with regard to effective methods of mainstreaming migrant integration policy.

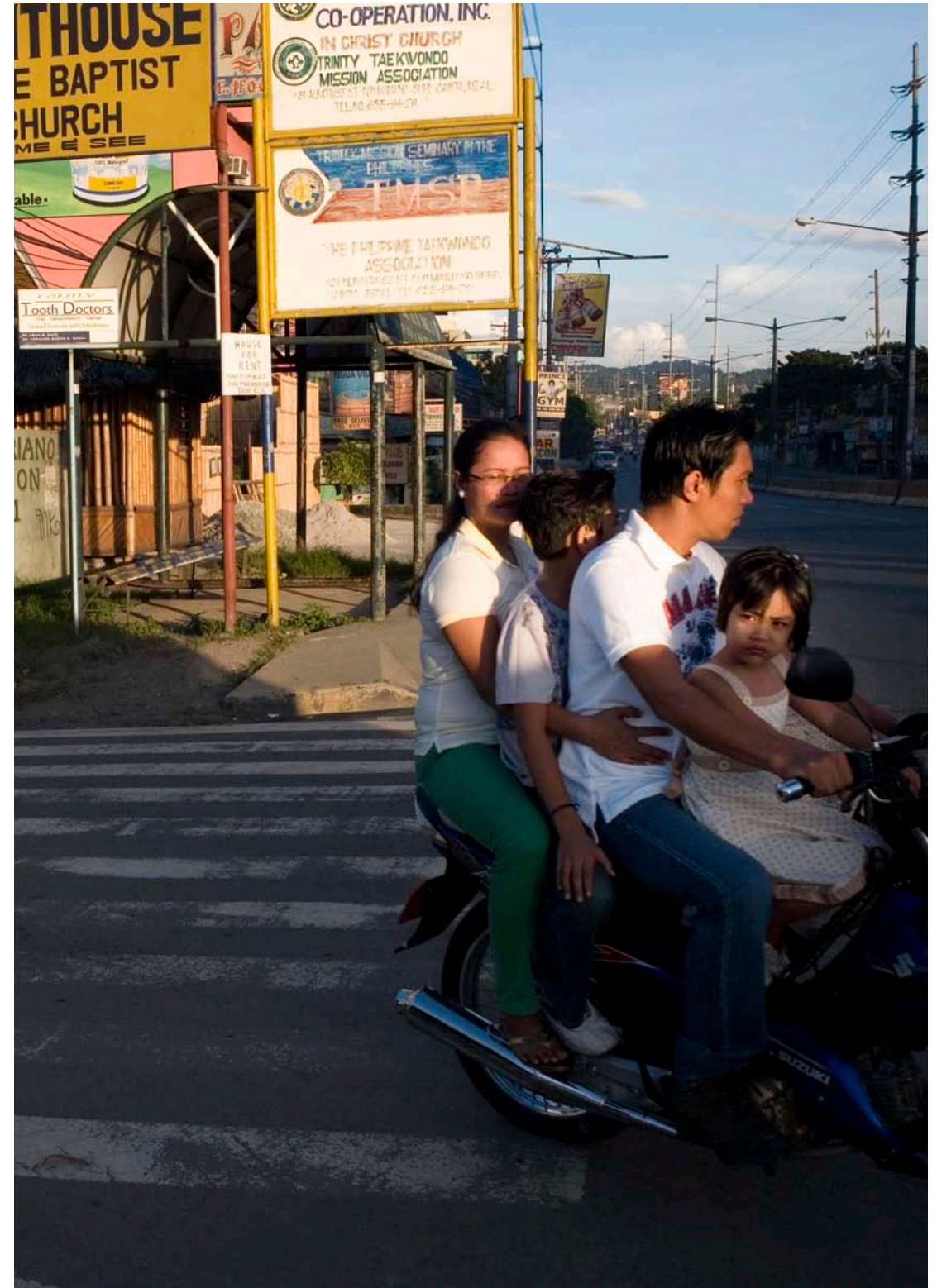
Although there are similarities in the migration challenges for cities in the North and the South, there are many differences. Cities in the South with large influxes of internal and international migrants and refugees are confronted with more ‘basic’ challenges: collecting data on migrants and their situations (as these groups are often ‘invisible’), the protection of human rights and securing of basic social needs, and fighting discrimination and exclusion. Due to limited resources, capacities and experience of local governments, co-operation and partnerships are essential, as is the empowerment of migrants. Cities of the South generally lack targeted migrant policies, preferring ‘territory-based’ actions. However, governments should constantly assess the impact of ‘territory-based’ actions on migrant communities and supplement them with targeted measures if necessary. International migration is perceived in many countries of the South primarily as an issue for the national government. However, it is cities that are most directly confronted with problems arising from mismanagement of international migration. Therefore, it is necessary to enhance the role of local governments in the development of national policies on human mobility.

One of the main conclusions of the review of studies on migration in cities of the South is that more focused studies on various aspects of regional and international human mobility and migrant settlement are necessary for developing contextualised insights and policy recommendations. Furthermore, attention must be paid to the numerous issues related to migration, urbanisation and development.

Both international and domestic migration are increasingly temporary in nature in both the South and the North. The increase of temporary migration movements is not matched by appropriate attention by governments and applied research. Due to the absence of policy-relevant studies based on evidence from research, the last section only indicates some new questions for policy-makers and researchers, as well as promising directions for applied research. Two themes have been selected as examples: temporary labour mobility within the EU, and urban refugees and internally displaced persons (IDPs) in cities of the South.

Temporary labour migration has increased within the EU and has become a structural feature of many European countries and cities. The fluid nature of this type of migration makes it largely invisible to local authorities and makes it very difficult to take account of in urban planning policy and to develop an effective infrastructure for temporary labour migration. However, some promising policies include those that provide basic information and advice to migrants in their native language and access to language training. In the longer term, a flexible infrastructure for temporary labour migration should be developed, with regard to housing, language tuition and education. Migration is a lasting characteristic of many cities, and adaptation of mainstream institutions to the needs of a mobile and diverse population is eventually inevitable.

Some other categories of temporary migrants in cities are IDPs and refugees in the region of origin. Protection of and assistance to urban refugees pose specific problems, for instance with regard to tracing forced migrant populations in cities and assisting them in neighbourhoods where they live together with compatriots. The limited number of collected studies is an indication that much more research is needed on this issue.



4. CONCLUSION

GENERAL CONCLUSIONS

This review intends to encourage better-informed discussion and policy-making by compiling and analysing existing significant policy-relevant research on migration. Due to the explorative nature of the project, its global scope and its various restrictions, the review inevitably presents a snapshot of the current state of knowledge on migration, cities and the business sector. It is very much a work in progress and feedback would be greatly appreciated.

Notwithstanding these reservations, a number of conclusions can be drawn from the analysis. One main conclusion is that considerable research-based evidence is evolving on certain topics, but that other issues are relatively unexplored by applied and policy researchers. For example, there is already a great deal of research on effective ways to support the civic integration and socio-economic participation of migrants in high-income countries, but much less with regard to effective instruments and policies to support the participation and inclusion of temporary migrants in cities of the North and various categories of migrants in cities of the South. In general, there is relatively little policy-relevant and applied research on topics regarding migration and the business sector. In some areas, considerable knowledge on general themes – such as human rights and business, corporate social responsibility (CSR) and diversity management – has already been developed, although much less on specific questions regarding business-related action with regard to labour migration and (potential) migrant employees.

The analysis of policy-relevant conclusions and recommendations illustrates that in some areas considerable consensus has already evolved on strategies and instruments that are most promising or effective to tackle problems. For instance, there is a growing agreement on the value of language tuition for access to work and services, as well as effective instruments and strategies to attract and retain employees with a migrant background within private- and public-sector organisations. However, a remarkable difference with regard to the nature of the recommendations is evident between solid, empirical studies and applied and practical ones. Studies based on solid, empirical research typically contain a more fundamental type of recommendation, relevant for formulating or reformulating the main issues, setting agendas and identifying policy options. Applied or policy-oriented studies, by contrast, typically combine evidence from research with practical knowledge. This is often realised by involving both researchers as well as practitioners in the study design. These studies produce more detailed, prescriptive and practical recommendations on policy development and implementation. Both kinds of studies are, however, worthwhile and complement one another.

The challenge for a global review such as this is to find applied studies that include conclusions and recommendations relevant in various contexts. Within the ambit of this review, this proved to be a difficult task. International comparative studies produce more generalised recommendations, while case studies on a single city or company commonly conclude with context-specific recommendations. Context-specific case studies can constitute an inspiring example and generate recommendations potentially applicable in other contexts. However, what works in one context might not work in another, and so evidence-based application in a different national context or type of enterprise would require a feasibility study. Therefore, studies comparing cases in different national or other contexts are more relevant for this review. However, such international comparative studies are more the exception than the rule. Moreover, the recommendations produced in such studies may be of such a general nature that they are of little relevance for policy-making. Comparison produces valuable insights only if the compared cases differ in a sufficiently low number of relevant respects. Only a few studies succeed in finding this middle ground (e.g. Froy and Giguère 2006).

COMPARING RESEARCH ON AND PRACTICES OF CITIES AND THE BUSINESS SECTOR

The most innovative element of this report is the combination of the perspectives of two key stakeholders on migration: cities and the business sector. What are the similarities and differences between both areas of research and practice? There are some remarkable differences between the body of studies on cities, on the one hand, and on enterprises with regard to migration, on the other. Studies on business and migration are more often prescriptive and less analytical than studies on migration and cities, and the evidence base is often less solid or not clearly defined. A possible correlation is that the studies on business and migration are often carried out by research sections of large corporations, business networks or associated consultancies, while publications on cities and migration tend to be more ‘external’, being conducted by academic researchers and independent research organisations. Universities and research institutes that are commissioned to carry out research on cities and migration apply an already developed body of knowledge on migration and migrant integration to policy questions at the local level. A comparable related research tradition has not yet evolved in academia and business schools on the subject of business and migration, except for the more general topics of research on human resource management (HRM) and diversity management.

In addition, the different nature of the two institutions – local government and business – explains, at least in part, the difference in the body of knowledge on migration-related issues. Local governments have to justify and defend their policies publicly, and independent policy research and evaluation studies play a role in this process. In private-sector organisations, results of activities and operations are justified in a much more confidential manner. Additionally, most companies do not perceive migration as a relevant concept for their core business activities. Migration only becomes relevant as one of the options for hiring human resources in times of scarcity and because businesses are increasingly often charged for the impacts of their activities on society. However, the globalisation of labour markets and of business activities will increase the importance of migration for more companies and business activities.

Comparing different stakeholder perspectives on comparable processes and activities can be instructive. The business sector and local government could learn from one another. The rather positive picture of corporations of migration and migrants, focusing on their talents and potentials, contrasts with the negative picture currently prevailing in many countries experiencing immigration. Governments should focus more on the potential and less on the

insufficiencies of their migrant residents. The challenge is to maximise the positive effects of migration and minimise the negative effects. However, labour migration is habitually followed by the arrival of other migrants from the same country of origin, such as family members. Governments fear these unplanned consequences of migration; ultimately, this would be a good reason for the business sector to demonstrate its engagement or CSR regarding the social consequences of labour migration.

The difference in approach will have repercussions on collaboration between local governments and businesses, as practices of and studies on Public Private Partnerships (PPPs) show. Communication and collaboration with regard to migrant integration may, for instance, be difficult due to differences in time perspective and interests between local governments and businesses. Their interpretation of the concepts of migration and migrants differs. For companies, migrants are (potential) human resources and skilled employees. In contrast, for local governments, migrants are foreign residents and citizens with social and citizen rights and obligations, but often also residents who are over-represented among disadvantaged groups. It is understandable that collaboration between these two actors to improve the labour-market position of migrants regularly encounters difficulties.

This review also points to some common ground for both actors. For example, businesses in advanced and emerging economies are increasingly confronted with the consequences of talent mismatches. It is in the medium- and long-term interest of many corporations to invest in the enlargement of the local talent pool. Involvement in the education and training of disadvantaged groups, including migrants, should be part of such strategies. Furthermore, tolerant, harmonious and culturally diverse cities are attractive for highly skilled international migrants – exactly the type of person that many enterprises are keen to hire. Moreover, businesses that operate in less developed countries will advance their long-term objectives by focused investments in their local workforce and host societies. Therefore, there is enough common ground for co-operation.

NEXT STEPS AND FOLLOW-UP RESEARCH

This review is only a first attempt to review the policy-relevant research-based evidence on migration, cities and the business sector. It has revealed many serious gaps in research in this field. In general, many more applied studies are needed, as are regional and global reviews of the existing research-based evidence on various issues. In particular, there is a need for more policy-relevant research on specific issues, for instance on temporary migrants, on public-private co-operation to support migrant integration, and on migration and human resources strategies of different kinds of enterprises. Dialogue of policy-makers with researchers will yield more policy-relevant studies.

As with any other review of policy-relevant knowledge, this review is intended to be acted upon. This requires, in the first instance, dissemination. However, even if read by practitioners, the crucial question is how to make sure that sound evidence is used to inform policy and strategy. Although the aspiration of evidence-based practice has had an impact in the medical and health fields, it appears to have had much less resonance in the business sector and in migration and policies. What are the obstacles? Is the topic of migration too political? Is there too much controversy in migration studies? In addition, what are effective methods of feeding evidence into policy? There is some research on effective mechanisms and strategies

for getting evidence into practice (Davies 2004), but not specifically on the research-policy nexus in the field of migration (Penninx and Scholten 2009). Investigations are needed to answer these questions.

For The Hague Process on Refugees and Migration, this review is part of the wider strategy to stimulate the use of sound evidence to inform debate and policy on migration and refugees. The state of play review and an annotated bibliography with links to the key studies will be published on the THP website. Furthermore, the review will be used as a basis for discussion and for development of appropriate and practical approaches in events convened by THP.

SUGGESTIONS FOR FOLLOW-UP RESEARCH

REVIEWING PRESSING POLICY QUESTIONS

This review is intended to facilitate fact-based discussion and policy-making by compiling and analysing policy-relevant research on the impact of migration on cities and businesses. The results show that considerable research-based evidence already exists for relevant migration-related topics, such as: immigrant integration in cities of the North, effective instruments to attract and retain migrant employees, and diversity management in corporations.

As a next step, more focused reviews of existing research-based evidence on related issues have to be compiled, focusing on concrete, urgent policy questions in cities and the business sector. This will necessitate a focus on particular regions, types of migration, and/or specific business sectors. This kind of targeted review will enable a more detailed and comprehensive analysis of available research-based evidence, including existing knowledge that is not yet translated into policy-relevant recommendations. Good examples include studies by COMPAS (Spencer and Cooper 2006; Spencer 2006) and CLIP (Bosswick *et al.* 2007; Spencer 2008).

The following urgent policy questions have emerged from this review:

- What are effective strategies to mainstream migration issues in general social and economic policies in cities (differentiated for cities of the North and the South)?
- What are suitable human resource strategies to meet talent shortages in various business sectors and types of enterprises (MNEs, large national enterprises, SMEs) that are heavily dependent on migrant labour (ICT, health and care, agriculture, etc.)? In addition, what are alternatives to hiring migrant labour in these sectors?
- What are prerequisites for successful diversity management in enterprises - especially in SMEs - that are hiring substantial numbers of migrants?
- What are the main dilemmas and pitfalls for the various temporary migrant worker programmes with regard to both migration control and social cohesion?
- How best to integrate issues relating to (domestic and/or international) migration, into urban and rural development policies and urban planning in cities of the South?
- What are the preconditions and pitfalls for Public-Private Partnerships (PPPs) in cities (differentiated for various regions) to further labour market integration of various categories of migrants?
- How best to handle the tension between growing demand for migrant workers and growing opposition to immigration? What is the available research-based evidence on elements of promising strategies to address the business needs for migrant labour,

effectively manage labour migration (including migrating family members), promote migrant integration and to handle non-migration issues (for instance, improving the education system) that affect both the integration of migrants and the public perception of migration.

This state of play review shows that reviews are most effective if they are focused on urgent policy questions, based on solid research and outreach to businesses and/or the cities as well as other relevant stakeholders. Engaging both stakeholders in the private and public sector in research-based review projects, as well as researchers and representatives of migrant groups, will enhance their impact on policy processes. The review results have to be presented in ways that reach out to businesses, local authorities and other stakeholders by means of reports, tools, recommendations and workshops. This would stimulate the application of sound evidence by relevant stakeholders.



APPENDICES

EVIDENCE-BASED POLICY AND STRATEGY DEVELOPMENT

This appendix briefly explores the notions behind the concept of evidence-based decision-making within public and private organisations. These clarifications, definitions and typologies constitute the background knowledge for this review.

RESEARCH EVIDENCE AND OTHER FACTORS

Research-based policy and strategy comprises the aspiration to incorporate evidence or proof from research results into debates and development of policies and strategies. The concept of evidence-based policy or management refers to the ideal of a more rational and systematic approach to decision-making and policy development and implementation. Policy that is based on systematic evidence is seen to produce better outcomes (Sutcliffe and Court 2005). Within business circles, the ideal of evidence-based management has received increasing attention (Pfeffer and Sutton 2006). The advantages of evidence-based management could be manifold: higher-quality managerial decisions, decisions that are easier to implement, consistency between factual outcomes and organisational goals, and competitive advantage over less competent counterparts (Rousseau 2006). Furthermore, the NGO community could strengthen its influence on governmental and business sector policy-making by evidence-based advocacy (Mably 2006).

Regardless of its increasing popularity in some circles, evidence may struggle to gain wider credibility amongst decision-makers in various contexts. Research-based evidence is only one factor that may play a role in the development and imple-

mentation of policies and strategies by local authorities and enterprises, alongside many others, such as experience, expertise and judgement, values, habit and tradition, influence of pressure groups and stakeholders, pragmatism and contingencies, and the effects of institutional environments and organisation arrangements (Davies 2004; Sutcliffe and Court 2005). Research-based evidence will not necessarily carry the greatest weight, as a result of time constraints, habitual organisational or managerial practices, lack of appropriate or conclusive evidence or ignorance of the existence of relevant evidence, or difficulties to access research-based evidence (Rousseau 2006). This report is designed to support evidence-based decision-making and policy-making by presenting a review of existing relevant evidence.

REQUIREMENTS FOR RELEVANT AND SIGNIFICANT RESEARCH-BASED EVIDENCE

Not all forms of research-based evidence are of equal importance, relevance or weighting for policy and strategy development. What kind of evidence is useful for policy-making and strategy development? Sutcliffe and Court (2005: 5) discern four relevant criteria or issues: quality or accuracy of the evidence; credibility of the reasoning; relevance – evidence must be timely, topical and have implications for policies and strategies; and practicalities – accessibility and the ease with which it can be translated into policy or strategy.

These criteria have been applied in this review to select and analyse the research-evidence based

recommendations. As the current review has limited scope for the evaluation of the quality and credibility of research evidence, analysis and conclusions, it focused on studies that already contain some mark of quality and credibility, for example, studies by experienced researchers, published by authoritative institutions or studies assessed on their quality in review studies by experienced researchers. However, the requirements of research quality were not set too high, in order to avoid the exclusion of too much policy-relevant research.

RELEVANCE OF RESEARCH-BASED EVIDENCE FOR STAGES OF DECISION-MAKING

Different stages and different kinds of questions in developing and implanting strategies may demand different types of research-based evidence. To begin with, there are different types of questions that demand different types of research-based evidence (Davie and Powell 2010):

- knowledge of the nature, size and dynamics of problems;
- knowledge of the relevance of a problem for local authorities or enterprises;
- knowledge of what policies, strategies and intervention will bring about desired outcomes, at acceptable costs and without too many unwanted consequences;
- knowledge of how to put policy into practice, e.g. pragmatic knowledge about implementation; and
- knowledge about who to involve, e.g. building alliances for action.

In addition, different phases in the process of development of policies or strategies will ask for answers on different types of questions. For instance, questions on the nature of the problem will be relevant in the agenda-setting phase, and questions on how to put a strategy in action will be relevant in the implementation phase. In practice, policy processes are often complex and cyclical, with several of the above factors emerging in intermingled and recurrent policy phases. In this respect, a common model of collective decision-making within public and private organisations discerns four main stages (Young and Quinn 2002; Sutcliffe and Court 2005), as follows:

- agenda setting: problem identification, agenda setting and priority given to an issue;
- policy or strategy formulation, e.g. identifying policy options, choosing preferred options, and design of strategies and policies;
- policy or strategy implementation; and
- monitoring and policy evaluation (this phase may lead to the redefinition of policy problems and the alteration of the agenda).

KEY STUDIES

See Appendix III for the full references.

A. BUSINESS AND MIGRATION STUDIES

Anderson and Ruhs 2008
 Bomes *et al.* 2004
 BSR 2008
 BSR and FIAS 2008
 Cerna 2010
 CIPD 2005
 Collett and Zuleeg 2008
 EC 2008
 ECCR 2009
 EHRC 2010a
 Hugo and Young 2008
 ILO 2009a
 Kraal and Roosblad 2008b
 Kukushkin and Watt 2009
 Lee-Archer *et al.* 2008
 Martin 2009
 Monks 2007
 NEP 2008
 Newland *et al.* 2008
 OECD 2008
 Oxfam 2009
 Petsod 2006
 Rannveig Agunias 2007
 Rannveig Agunias 2010
 Ray *et al.* 2007
 Scherbina and Coady 2008
 Siddiqui *et al.* 2008
 Sippola 2007
 Verité 2010
 Winkelmann-Gleed 2006a

B. STUDIES ON CITIES AND MIGRATION

Balbo *et al.* 2005
 Bochove *et al.* 2011
 Bosswick *et al.* 2007
 Brender 2007
 Choudhury 2010
 Davies and Jacobsen 2010
 ENGIME 2005
 Frouws and Buiskool 2010
 Froy and Giguère 2008
 Gebhardt and Guentner 2007
 Hiebert *et al.* 2006
 Jacobsen 2005
 Karsten 2010
 Kwankye *et al.* 2007
 Landau 2008
 Landau 2009
 Laurence 2007
 Lüken-Klassen and Heckmann 2010
 Mitnik *et al.* 2008
 Newland *et al.* 2007
 Pattanaik 2009
 POLITIS 2007
 Spencer 2006
 Spencer 2008
 Spencer and Cooper 2006
 Unnithan-Kumar *et al.* 2008
 Vertovec 2007
 Wise and Ali 2008
 Wong and Poisson 2008
 Wood *et al.* 2006

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This bibliography includes key studies as well as additional studies and secondary literature. See Appendix II for separate lists of key studies.

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MAIN WEBSITES

A. BUSINESS SECTOR AND MIGRATION STUDIES

A. General:

- GMG: www.globalmigrationgroup.org
- ILO: www.ilo.org
- IOM: www.iom.int
- OECD: www.oecd.org
- UN Global Compact: www.unglobalcompact.org
- UN Global Initiative to Fight Trafficking (GIFT): www.ungift.org
- World Bank: <http://econ.worldbank.org>

B. Business-led organisations, networks and other stakeholder groups

- Business and Human Rights Resource Centre: www.business-humanrights.org
- Business and Migration Initiative: <http://business-migration-initiative.org>
- Business For Social Responsibility (BSR): www.bsr.org
- Chartered Institute of Personnel and Development (CIPD): www.cipd.co.uk/search
- Ethical Trading Initiative (ETI): www.ethicaltrade.org
- Fair Labor Association: www.fairlabor.org
- Human Rights and Business Dilemmas Forum: <http://human-rights.unglobalcompact.org>
- Human Rights Watch: www.hrw.org
- Institute for Human Rights and Business: www.institutehrb.org
- International Business Leaders Forum: www.iblfi.org
- International Trade Union Confederation (ITUC): www.ituc-csi.org
- Oxfam international: www.oxfam.org.uk
- World Economic Forum: <http://www.weforum.org/>

C. Consultancies, research networks and data bases:

- Boston Consulting Group: www.bcg.com
- Cities of Migration: <http://citiesofmigration.ca>
- COMPAS, University of Oxford: www.compas.ox.ac.uk
- DRC Resources: www.migrationdrc.org

- ELDIS: www.eldis.org
- Forced Migration Online: www.forcedmigration.org
- Gallup: www.gallup.com/home.aspx
- IMISCOE: www.imiscoe.org
- Migration Policy Institute: www.migrationpolicy.org
- MPG: www.migpolgroup.com

D. Companies (research centres):

- IBM Research: www.research.ibm.com
- Manpower's Research Center: www.manpower.com/research
- PWC: www.pwc.com
- Western Union: <http://corporate.westernunion.com/>

B. CITIES AND MIGRATION STUDIES

Global/general:

- Cities of Migration: <http://citiesofmigration.ca>
- Development Research Centre on Migration, Globalization and Poverty (DRC): www.migrationdrc.org/index.html
- ELDIS (sharing the best development of policy, practice and research): www.eldis.org/go/topics/resource-guides/migration
- Forced Migration Online (FMO): www.forcedmigration.org
- German Marshall Fund of the US/Transatlantic Cities Network: www.gmfus.org/cs/immigration
- IOM International Organization for Migration: <http://www.iom.int/>
- Metropolis International: http://international.metropolis.net/index_e.html
- MPI: www.migrationpolicy.org
- OECD, LEED Programme: http://www.oecd.org/topic/0,3373,en_2649_37415_1_1_1_1_37415_00.html ; www.oecd.org/cfe/leed
- OPENCities Project, British Council: http://opencities.britishcouncil.org/web/index.php?home_en
- SSIM, UNESCO Chair “*Social and spatial inclusion of international migrants: urban policies and practices*”: www.unescochair-iauav.it
- UN Agencies:
 - UNDP: <http://hdr.undp.org/en/reports>
 - UN-HABITAT: www.unhabitat.org
 - UNHCR <http://www.unhcr.org/pages/4a12a4a26.html>
 - UNESCO, Social and Human Sciences, Social Transformations: International Migration and Multicultural Policies, MOST Programme: <http://www.unesco.org/new/en/social-and-human-sciences/themes/social-transformations/international-migration/>
 - UN Alliance of Civilizations (building inclusive societies), Migration and Integration: www.unaoc.org
 - WHO Healthy Cities Network: http://www.who.int/hac/events/3_5march2010/en/
 - ILO: <http://www.ilo.org/public/english/protection/migrant/>

Regional:

Europe:

- Bertelsmann Stiftung: www.bertelsmann-stiftung.de
- CLIP (European network of cities for local integration policies for migrants, Council of Europe & Eurofound): <http://www.eurofound.europa.eu/areas/populationandsociety/clip.htm>
- EUROCITIES Working group on migration and integration: www.eurocities.eu
- European Council on Refugees and Exiles (ECRE): www.ecre.org
- European Urban Knowledge Network EUKN: www.eukn.org
- IMISCOE: www.imiscoe.org
- Migration Policy Group, MPG: www.migpolgroup.com

America:

- LANIC, Latin America Network Information Centre: <http://lanic.utexas.edu/la/region/immigration/>
- Metropolis Canada: <http://canada.metropolis.net/>
- Migración y Desarrollo” (Migration & Development) network: <http://rimd.reduaz.mx/pagina/indexing>
- National Center on Immigrant Integration Policy (US), Migration Policy Institute: <http://www.migrationinformation.org/integration/>
- National League of Cities (US): <http://www.nlc.org/find-city-solutions/research-innovation/immigrant-integration>

Africa:

- African Centre for Migration and Society: www.migration.org.za
- CARIM (Southern & Eastern Mediterranean and Sub-Saharan Countries), European University Institute: www.carim.org/index.php
- DRC: www.migrationdrc.org
- Forced Migration Studies Programme (South Africa): <http://uamp.wits.ac.za/fmsp/>
- Southern African Migration Programme (SAMP): www.queensu.ca/samp

Asia/Oceania:

- Asian Development Bank: www.adb.org/Publications/
- Asia Pacific Migration Research Network APMRN: www.apmrn.usp.ac.fj/index.php?id=4
- Australian Government (Dpt. Immigration and Citizenship: Publication, Research and Statistics): www.immi.gov.au/media/publications.htm
- DRC: www.migrationdrc.org
- IMSED/Immigration research, Immigration New Zealand: www.immigration.govt.nz/migrant/general/generalinformation/research/
- PECC, Pacific Economic Cooperation Council: www.pecc.org
- Resettlement refugees in Australia: www.refugeecouncil.org.au/resources/resettlement.html
- Settlement Council of Australia: www.scoa.org.au
- SMC Scalabrini Migration Center: www.smc.org.ph

ABBREVIATIONS

BRIC	Brazil, Russia, India and China; the fastest-growing and largest emerging-markets economies	LEED	Local Economic and Employment Development Programme (OECD)
BSR	Business for Social Responsibility	MNE	multinational enterprise
CLIP	European network of cities for local integration policies for migrants	MOST	Management of Social Transformations Programme (UNESCO)
CSR	corporate social responsibility	MPG	Migration Policy Group
EC	European Commission	MPI	Migration Policy Institute
ETI	Ethical Trading Initiative	NGO	non-governmental organisation
EU	European Union	OECD	Organisation for Economic Co-operation and Development
FMO	Forced Migration Online	PPP	Public Private Partnership
GCIM	Global Commission on International Migration	SME	small and medium enterprises
GIE	globally integrated enterprise	SSIIM	UNESCO Chair on Social and Spatial Inclusion of International Migrants: Urban Policies and Practice, Università IUAV di Venezia
GLA	Gangmasters Licensing Authority (UK)	THP	The Hague Process on Refugees and Migration
HRM	human resource management	UNDP	United Nations Development Programme
IBLF	International Business Leaders Forum	UNHCR	United Nations High Commissioner for Refugees, the UN's refugee agency
IDMC	Internal Displacement Monitoring Centre	WEF	World Economic Forum
IDP	internally displaced person		
IGO	intergovernmental organisation		
ILO	International Labour Organisation		
INGO	international non-governmental organisation		
IOM	International Organization for Migration		

GLOSSARY OF TERMS

Asylum seeker: a person expressing in any manner the wish to seek international protection outside his/her country (THP /UNESCO 2008)

Brain-drain: this term refers to the negative effects associated with the emigration of individuals whose skills are scarce in their country of origin (THP/UNESCO 2008).

Brain circulation: a term describing the on-going mobility of individuals with skills in demand (THP /UNESCO 2008).

Circular migration: fluid movement of people between countries, including temporary or more permanent movement (THP/UNESCO 2008).

Country of origin: a country where a person or a group of persons originate(s), i.e. country of his/her nationality or in the case of stateless persons the country of usual residence; the term sending country is sometimes used as a synonym (THP/UNESCO 2008).

Country of destination or settlement: a country that is the destination for a person or group of persons. The terms receiving or host country are sometimes used as synonyms (THP/UNESCO 2008).

Country of transit: a country through which a person or a group of persons travels, possibly involving temporary settlement, on the way to a

given country of destination (THP/UNESCO 2008).

Corporate social responsibility (CSR): a company's sense of responsibility towards the community and environment (both ecological and social) in which it operates.³⁹ It is essentially a concept whereby companies decide voluntarily to contribute to a better society and a cleaner environment (EC 2001).

Debt bondage (also known as debt-induced forced labour or bonded labour): this involves the taking of a loan or wage advance by a worker from an employer or labour recruiter, in return for which the worker pledges his or her labour and sometimes that of family members in order to repay the loan. The terms of the loan or work, however, may be such that the worker is trapped for years without being able to pay back the loan. (ILO 2008).

Diversity management: a strategy of supervision aiming to exploit diversity in its broadest definition, which includes considerations of gender, age, background, disability and work style. Diversity management is based on the premise that well-directed, diversified teams are more effective and diversified companies gain advantages on the market (Kraal and Roosblad 2008a).

³⁹ Online Business Dictionary: BusinessDictionary.com.

Emigrant/immigrant: the terms emigrant or immigrant refer respectively to migrant from the perspective of the country of origin/departure and the country of destination/settlement. These terms are generally used in the context of international migration, though not exclusively. (THP/UNESCO 2008).

Empowerment: a process that allows human beings to take greater control over the decisions, assets, policies, processes and institutions that affect their lives (THP/UNESCO 2008).

Forced migration: migration in which an element of coercion predominates. Forced migration can be conflict-induced, caused by persecution, torture or other human rights violations, poverty and natural or manmade disasters (non exhaustive listing) (THP/UNESCO 2008).

Forced labour: persons are in a forced labour situation if they enter work or service against their freedom of choice, and cannot leave it without penalty or the threat of penalty (ILO 2008).

Global or world cities: are the functional nodes of the global economy; they are major sites for the accumulation of capital, command points in the world economy, headquarters for corporations, important hubs of global transportation and communication, intensified areas of social polarization and points of destination for domestic and international migrants (Short and Kim, 1999; Benton-Short and Friedman 2005).

Human resource management (HRM): the management of people (= human resources) to achieve individual behaviour and performance that will enhance an organization's effectiveness.⁴⁰

Human capital: this notion refers to a person's skills and abilities or, from a country's perspective, the stock of such skills and abilities (THP/UNESCO 2008).

Human rights: agreed international standards that recognise and protect the dignity and integrity of every individual (THP/UNESCO 2008).

Internally Displaced Person(s) or IDP(s): person(s) or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of, or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border (THP/UNESCO 2008).

Inclusion or integration: a process designed to allow and achieve the full participation of all in economic, social, political and cultural life of a given community or society. Participation is – as both means and end – often considered a core dimension of social inclusion. (THP/UNESCO 2008)

Internal or domestic migration: a population movement within the borders of a given space, usually a state (THP/UNESCO 2008).

International migrant: person who changes his/her country of usual residence (THP/UNESCO 2008).

Irregular migrant: migrant with irregular status, that is: a person entering, traveling through or residing in a country without the necessary documents or permits (THP/UNESCO 2008).

Irregular migration: a process of moving across an international border or within a state without the necessary documents or permits (THP/UNESCO 2008).

International labour migration: migration for the main purpose of employment or work. In this report, the terms international labour migration and mobility are used interchangeably.

States' selective immigration policies are often based upon sector or skill-based distinctions. A frequent distinction is the one between highly-skilled, semi-skilled or low-skilled labour migration, although there is no common standard for criteria. (THP/UNESCO 2008).

Long-term international migrant: a person who moves to a country other than that of his or her usual residence for a period of at least a year, so that the country of destination effectively becomes his or her new country of usual residence (THP/UNESCO 2008).

Mainstreaming: the notion of mainstreaming In the field of immigrant integration groups together a number of issues: (1) The incorporation of an immigrant integration perspective in all policies at all levels and at all stages, by the actors normally involved in policy making; (2) The obligation of organisations addressing the needs of society as a whole to ensure equal access to their programmes and services for all members of an increasingly diverse population; (3) Sometimes general measures can be adapted to meet immigrant needs, and sometimes targeted measures are necessary on a temporary or permanent basis (EC 2007).

Migrant: a person undergoing a (semi-)permanent change of residence which involves a change of his/her social, economic and/or cultural environment (THP/UNESCO 2008).

Migrant worker: person who is to be engaged, is engaged or has been engaged in a remunerated activity in a state of which he or she is not a national (THP/UNESCO 2008)

Migration: a process of moving, either across an international border, or within a state, which results in a temporary, or (semi-) permanent change of residence (THP/UNESCO 2008)

Migration management: governance of migration; system of institutions, legal frameworks,

mechanisms and practices aimed at regulating migration and protecting migrants (THP/UNESCO 2008).

Net migration: net balance between immigration into and emigration from an area (during a specified year).⁴¹ A net immigration country tends to experience net immigration (greater immigration than emigration).

Off-shoring: the moving of various operations of a company to another country for reasons such as lower labour costs or more favourable economic conditions in that other country.⁴²

Outsourcing: an arrangement in which work is done by people from outside a company, usually by a company that is expert in that type of work.⁴³

Protection: All activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and spirit of human rights, refugee and international humanitarian law (THP/UNESCO 2008).

Refugee: person outside his country of origin who cannot return to this country because he/she has a well-founded fear of persecution or is unable or unwilling to return there owing to serious and indiscriminate threats to life, physical integrity or freedom resulting from generalized violence or events seriously disturbing public order (THP/UNESCO 2008).

Remittances: earnings and material resources transferred by international migrants or refugees to recipients in their country of origin (THP/UNESCO 2008).

Return migration: movement of a person returning to his/her country of origin or usual residence (THP/UNESCO 2008).

⁴⁰ A Dictionary of Business and Management, Ed. by Jonathan Law. Oxford University Press, 2009. http://www.oup.com/uk/orc/bin/9780199534883/01student/glossary/dictionary_terms/

⁴¹ OECD: <http://stats.oecd.org/glossary/>

⁴² Online Business Dictionary: BusinessDictionary.com.

⁴³ MacMillan Dictionary: <http://www.macmillandictionary.com/>

Supply chain: entire network of entities, directly or indirectly interlinked and interdependent in serving the same consumer or customer. It comprises of vendors that supply raw material, producers who convert the material into products, warehouses that store, distribution centres that deliver to the retailers, and retailers who bring the product to the ultimate user.⁴⁴

Temporary migration: a non-permanent migration implying return or onward movement (THP/UNESCO 2008).

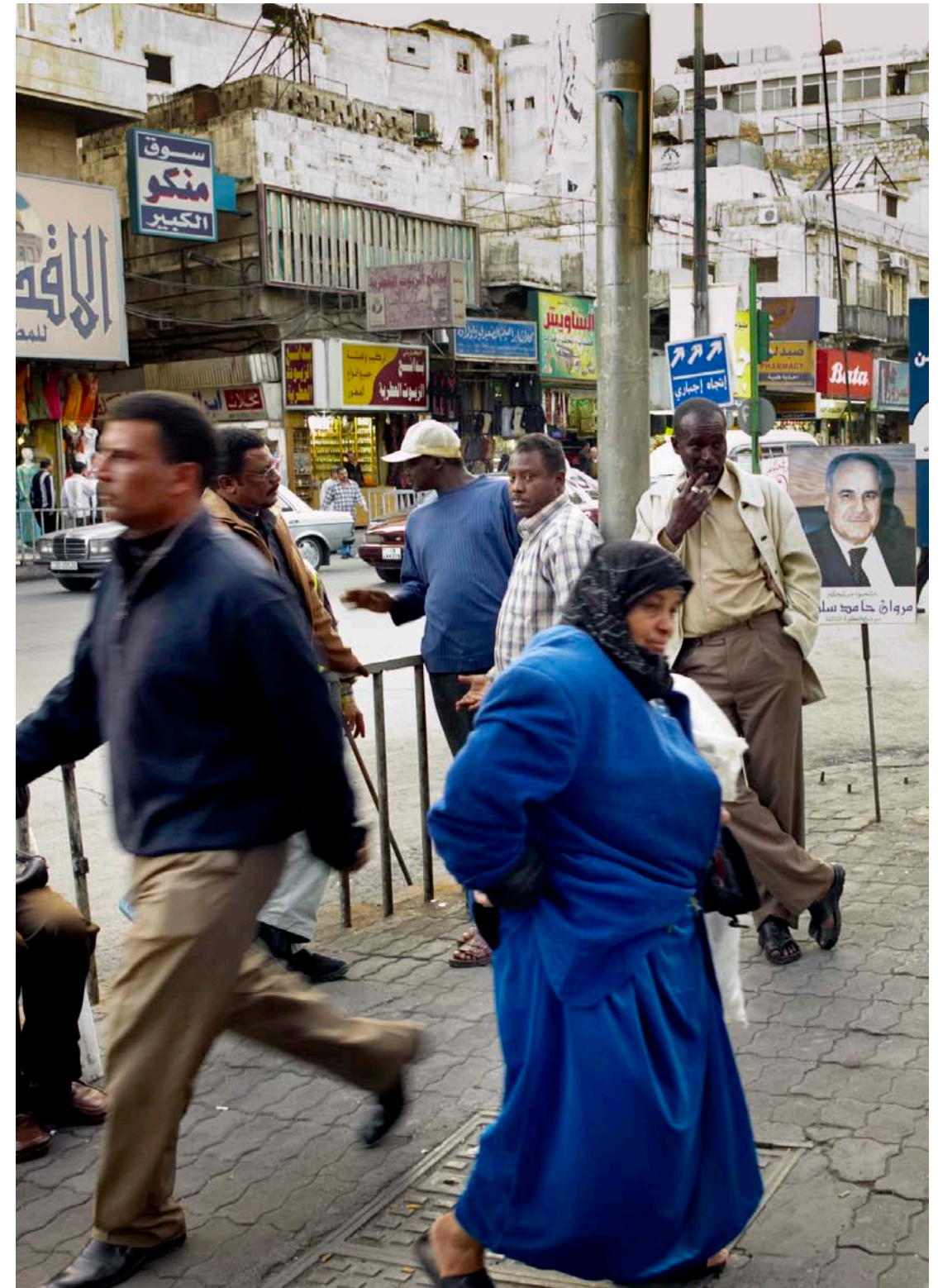
Human trafficking or trafficking in persons: the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation (THP/UNESCO 2008).

Transit migration: the movement of people entering a country or region where they have no intention to remain or settle permanently (THP/UNESCO 2008)

Trans-national activities: activities that take place on a recurrent basis across national borders and that require a regular and significant commitment of time by participants.⁴⁵

⁴⁴ Online Business Dictionary: BusinessDictionary.com.

⁴⁵ UNESCO, Glossary of Migration Related Terms: www.unesco.org/shs/migration/glossary



COLOPHON

Migrants, cities and the business sector

A global review of research-based evidence for policy making by cities and businesses on migration
State of Play Review

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