

HIGHLIGHTS

International migration is a global phenomenon that is growing in complexity, scope and impact. Today, most countries are simultaneously countries of origin, destination and transit of migrants, so that countries in both less and more developed regions face various challenges and opportunities associated with migration. Since the International Conference on Population and Development (ICPD) in 1994, there has been a growing consensus that migration is an integral feature of global development in both sending and receiving countries. Most recently, the 2013 High-level Dialogue on International Migration and Development has reaffirmed the importance of migration for development.

Migration policies play an important role in determining the flows, conditions and consequences of international migration. Using the information gathered in the World Population Policies Database for all Member and non-member States of the United Nations, this report describes Government views and policy priorities related to immigration and emigration, and how these have evolved in recent years with changing international migration patterns. The highlights of the report are listed below:

TRENDS IN INTERNATIONAL MIGRATION

- In 2013, the number of international migrants worldwide reached 232 million, up from 154 million in 1990. Currently, the global population of international migrants is growing at about 1.6 per cent per year. Between 1990 and 2013, the migrant stock has increased more than twice as fast in the global North (by 53 million) as in the global South (by 24 million).
- The origin of international migrants has become increasingly diversified over the past two decades. By 2013, South-South migration was as common as South-North migration. Between 1990 and 2013, the migrant stock born in the global South and residing in the global North doubled—from 40 million to 82 million, while that from South to South increased from 59 million to 82 million.
- In 2013, 23 per cent of all international migrants in the world (54 million) were born in the North and resided in the North, whereas only 6 per cent of all migrants (14 million) who were born in the North resided in the South.
- Major regions of the world account for different shares of the global stock of immigrants and emigrants. In 2013, Europe hosted 31 per cent of the global migrant stock, whereas it was the origin of 25 per cent of all emigrants (of whom 65 per cent were living within Europe). In comparison, Asia and Northern America hosted 31 and 23 per cent of the global migrant stock, respectively, while they were the origin of 40 per cent and 2 per cent of all emigrants.

IMMIGRATION POLICIES

- A growing number of Governments have shown openness to regular immigration in the last two decades. In 2011, among the 195 countries with available data, a large majority of Governments (73 per cent) either had policies to maintain the current level of immigration or they were not intervening to change it, while 16 per cent had policies to lower it and 11 per cent had policies to raise it.
- At the global level, the percentage of Governments with policies to lower immigration declined from 40 per cent in 1996 to 16 per cent in 2011, while the percentage seeking to raise immigration increased from just 4 per cent in 1996 to 11 per cent in 2011.

- The receiving countries have shown greater selectivity towards highly skilled workers. A growing number of Governments have adopted policies to raise the immigration of highly skilled workers. The percentage of Governments with policies to raise the immigration of highly skilled workers increased from 22 per cent in 2005 to 39 per cent in 2011.
- In 2011, few Governments had policies to raise immigration for permanent settlement (6 per cent) or for family reunification (9 per cent). On the contrary, more than three quarters of all Governments had policies to maintain their current levels of immigration for permanent settlement and family reunification or they were not intervening to influence them.

POLICIES TO ENCOURAGE INTEGRATION, NATURALIZATION AND RETURN OF MIGRANTS

- The majority of Governments recognize that successful integration of migrants into the host society is essential to maximize the opportunities afforded by migration. Globally, 62 per cent of Governments had policies in place in 2011 to promote the integration of non-nationals, an increase from 44 per cent in 1996.
- In 2011, 91 per cent of Governments in more developed regions had policies to promote integration of non-nationals, compared with less than one half of Governments in less developed regions (47 per cent) and less than one third in least developed countries (29 per cent).
- In 2011, 65 per cent of all Governments in the world had less restrictive naturalization policies, and another 32 per cent allowed naturalization under more restrictive conditions. Five countries—Kuwait, Lebanon, Myanmar, Nauru and the United Arab Emirates—did not allow naturalization under any conditions. Seventy-eight per cent of Governments in more developed regions allowed less restrictive acquisition of naturalized citizenship in 2011, compared with 61 per cent of Governments in less developed regions and 47 per cent of least developed countries.
- Among 58 countries with available data in 2011, 40 countries had programmes to facilitate the return of migrants to their home countries. Thirty-two out of 40 countries with data in more developed regions had such programmes, compared with 8 out of 18 countries with data in less developed regions.

EMIGRATION POLICIES

- In 2011, one out of four Governments worldwide had policies to lower the level of emigration, two thirds desired to maintain the current level of emigration or did not intervene to influence emigration, and the remaining 9 per cent had policies to encourage emigration.
- Since the mid-1990s, the proportion of Governments with policies to lower emigration has remained virtually unchanged, while the proportion with policies to raise emigration has increased steadily.
- A growing number of Governments have instituted policies to encourage the return of their citizens. The proportion of countries with such policies has increased consistently since the mid-1990s, from 43 per cent in 1996 to 51 per cent in 2005, and 63 per cent in 2011.
- In 2011, slightly over half of all Governments (53 per cent) had policies that allowed their citizens abroad to retain their citizenship of origin without restriction when acquiring a second country's citizenship, another 19 per cent allowed dual citizenship under certain conditions, and the remaining 28 per cent did not have any provisions to allow dual citizenship. A much smaller proportion of

Governments in more developed regions had a total prohibition of dual citizenship (12 per cent) than in less developed regions (34 per cent) or least developed countries (37 per cent).

- Many Governments have set up diaspora units and implemented policy measures to encourage investment by diaspora. In 2011, out of the 144 countries with available data, 114 countries had established special governmental units to deal with the matters of interest to emigrants and their families living abroad.
- Among the 101 countries with available data in 2011 on measures to attract investment by diaspora, only 46 countries had instituted at least one of the six key measures. Among these, streamlined bureaucratic procedures for investment and provision of tax exceptions or breaks were the most frequently adopted measures (23 per cent and 19 per cent of the countries, respectively). Governments in less developed regions were more likely to have adopted diaspora investment measures than those in more developed regions.

IRREGULAR MIGRATION, HUMAN TRAFFICKING AND REFUGEES

- The actual number of migrants in irregular situation is difficult to determine, but it is believed to be significant. Irregular migration is a major concern for countries of origin, transit and destination of international migrants.
- In 2011, out of 146 countries with data, three out of four Governments viewed irregular migration in their countries as a major concern. Governments of 22 of the 25 countries with the largest migrant stocks regarded irregular migration as a major concern. A growing number of Governments have responded to address irregular migration by reforming their immigration laws, promoting the return of irregular migrants and implementing regularization programmes.
- Smuggled migrants and victims of trafficking are extremely vulnerable to severe infringements to their human rights. The exact number of victims of human trafficking is not known. In 2012, the International Labour Organization estimated that globally 20.9 million people were victims of forced labour, which included victims of human trafficking.
- According to the United Nations Office on Drugs and Crime, between 2007 and 2010, people from at least 136 different nationalities were trafficked and detected in 118 countries. During this time, women accounted for 55–60 per cent of all trafficking victims detected globally, and 27 per cent of all victims were children.
- Refugees and asylum seekers constitute an important component of migration flows. By the end of 2012, an estimated 15.4 million people were refugees, including 10.5 million under the mandate of the Office of the United Nations High Commissioner for Refugees (UNHCR) and 4.9 million Palestinian refugees registered by the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). Another nearly 1 million (937,000) people were asylum seekers.

2. IMMIGRATION POLICIES

This chapter presents information about Governments' views and policy objectives to influence the level of immigration in their countries. It also describes policies that aim at influencing migration for permanent settlement, temporary labour migration, migration for family reunification and migration of highly skilled workers.

Immigration policies generally respond to labour market needs and demographic objectives of destination countries. Governments implement immigration policies through laws, regulations and programme measures with the objective to manage the volume, origin, direction and composition of migration flows. In many countries, mostly in more developed regions, migration legislations have been characterized by regularization of flows and measures to better integrate immigrants in the host societies. In some cases, regional agreements have influenced the legislations of the countries involved. For example, European Union legislation influences the migration policies of the 28 European Union countries, as well as of neighbouring countries in the European Union accession process. For instance, the so-called "Blue Card" is an EU-wide work permit implemented by a majority of European Union countries that establishes the conditions of entry and residence of third-country nationals for the purpose of highly qualified employment (European Union, 2009).

In recent years, many countries have adopted migration policies as part of their national strategies and development plans. Examples include Bulgaria, Chile, the Czech Republic, Finland, Ireland, Lithuania, Mexico, Poland and Slovakia (OECD, 2011; 2012; 2013). Poland adopted its first migration strategy in 2012 that stressed the need for Poland to be more open to immigrants with needed skills and to facilitate their integration (OECD, 2013). Chile is developing a five-year migration policy with three strategic objectives: modernize the administrative process of residence applications, publish a new immigration law, and address the status of asylum seekers as soon as they arrive in the country.

Governments in a growing number of destination countries have also incorporated human rights approaches in their migration policies. For example, in 2011, Mexico redefined its migration policy by adopting the human rights approach to ensure and protect the human rights of all migrants. Emphasis was placed on family reunification issues, as well as access of migrants to health care and education, especially to minors. In most European countries, which host about one third of the global migrants stock, migrant status determines the accessibility to basic social protection and health care.⁶ However, migration and border control have been increasingly integrated into security frameworks that emphasize policing, defence and

⁶ Spain is one of the few countries in Europe which extended welfare benefits (health, education, basic income for needy families) for all migrants regardless of their legal status in 2000. However, hit by financial crisis, the conservative Government passed an amendment law in 2012 restricting the health services for undocumented migrants below age 18, pregnant women and people in need of emergency care. Nevertheless, the regional governments of Andalusia, Basque Country, Catalonia and Navarre and medical associations refused to comply with the central Government based on the allegation of violation of human rights of the immigrants (Arango, 2013).

criminality that could undermine the human rights-based approach (United Nations News Centre, 2013).⁷

Rights of international migrants are protected under the 1990 United Nations International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (United Nations, General Assembly, 1990).⁸ The unanimously adopted Declaration of the General Assembly's second High-level Dialogue on International Migration and Development in October 2013 has called upon the Member States to reaffirm their commitment to the human rights of all migrants.

2.1. GOVERNMENT VIEWS AND POLICIES ON REGULAR IMMIGRATION

Among the 195 countries with data in 2011, 77 per cent of Governments considered the level of regular immigration in their countries to be satisfactory. This perception has been stable over time, since the percentage of Governments satisfied has remained virtually unchanged since the mid-1990s. In 2011, 17 per cent of Governments viewed the level of immigration in their countries as too high and 6 per cent viewed it as too low (table 2.1).

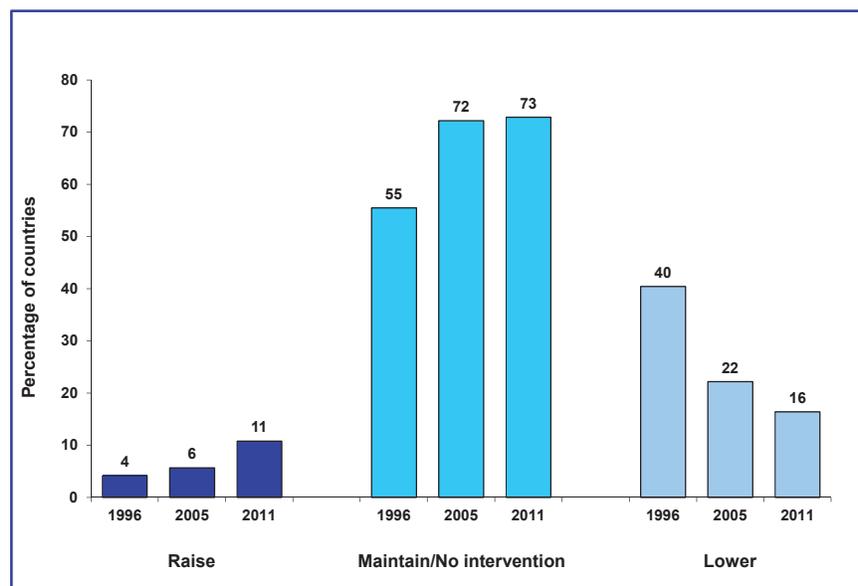
The percentage of Governments that were satisfied with the level of immigration in their countries in 2011 was high in both more and less developed regions, and varied little by level of development. Although the percentage of Governments that viewed the level of immigration as too low has increased since the mid-1990s, only 6 out of 49 countries in more developed regions and only 6 out of 146 countries in less developed regions considered the level of immigration to be too low in their countries in 2011.

Policy objectives on immigration levels appear to be largely in accordance with Governments' views. In 2011, about three quarters (73 per cent) of all Governments either had policies to maintain the level of immigration or they were not intervening to change it, while 16 per cent had policies to lower it and 11 per cent had policies to raise the level of immigration (table 2.2 and figure 2.1). Since the mid-1990s, the percentage of Governments with policies to lower immigration has declined (from 40 per cent in 1996 to 16 per cent in 2011), while the percentage to raise immigration has increased (from just 4 per cent in 1996 to 11 per cent in 2011).

⁷ In May 2013, the United Nations Special Rapporteur on the Human Rights of Migrants urged the European Union to incorporate a human rights approach to immigration, instead of solely focusing on security concerns (United Nations News Centre, 2013).

⁸ Rights of migrant workers are also covered under several international conventions and recommendations adopted by the International Labour Organization. Details about these conventions and recommendations are available at: <http://www.ilo.org/dyn/normlex/en/f?p=1000:12030:0::NO::> (ILO, n.d.).

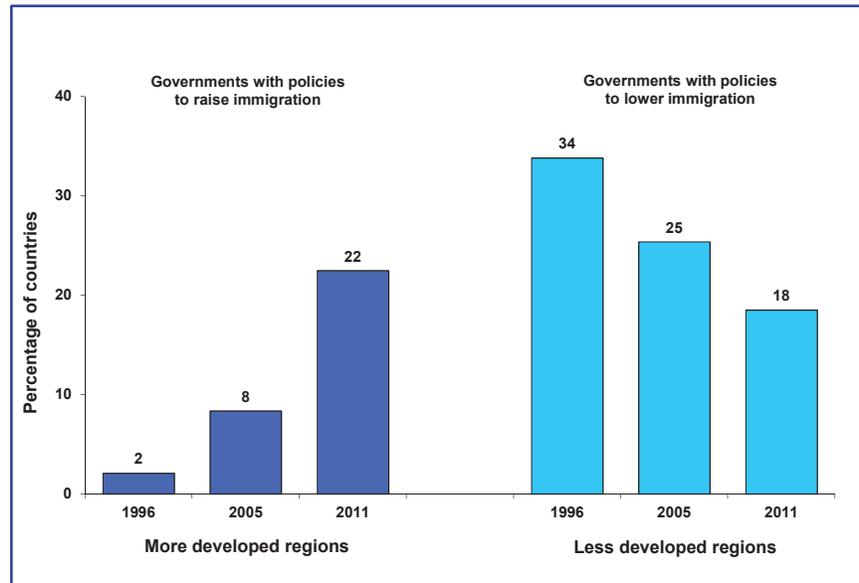
Figure 2.1. Government policies to influence the level of immigration, 1996–2011



Source: United Nations, World Population Policies Database.
http://esa.un.org/poppolicy/about_database.aspx/.

In 2011, two thirds of Governments in more developed regions and three quarters of Governments in less developed regions either had policies to maintain the current level of immigration or were not intervening to influence it (table 2.2). Since the mid-1990s, the percentage of Governments with policies to lower immigration has declined in both more and less developed regions. During this time, the percentage of Governments seeking to raise immigration has risen sharply in more developed regions, but not in less developed regions. In more developed regions, the percentage of Governments that had policies to raise the level of immigration increased from just 2 per cent in 1996 to 22 per cent in 2011, whereas in less developed regions, the percentage of Governments with policies to lower immigration declined from 34 per cent in 1996 to 18 per cent in 2011 (figure 2.2). All 11 countries in more developed regions with policies to raise immigration in 2011 were in Europe, including six in Eastern Europe (Belarus, Bulgaria, Poland, the Russian Federation, Slovakia and Ukraine), three in Northern and Western Europe (Austria, Finland and Sweden) and two in Southern Europe (San Marino and Slovenia). It is noteworthy that while many Governments in Central and Eastern European countries are trying to attract more immigrants, especially highly skilled workers, they have also taken measures to persuade their own skilled emigrants to return.

Figure 2.2. Government policies to influence the level of immigration, by level of development, 1996–2011

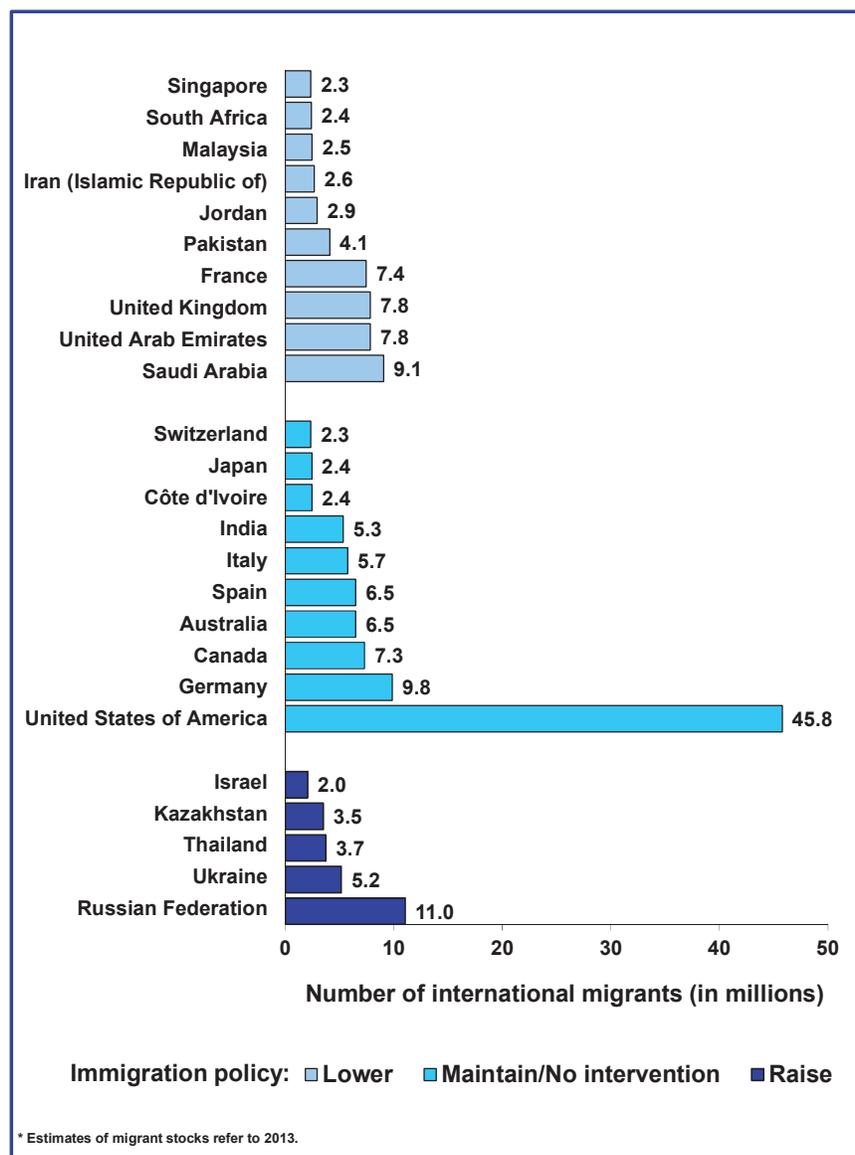


Source: United Nations, World Population Policies Database.
http://esa.un.org/poppolicy/about_database.aspx/.

In 2011, Africa and Asia had the highest proportions of countries (23 per cent and 26 per cent, respectively) where immigration was considered too high (table 2.1). However, the percentages of countries where policies were in place to lower immigration differed between these two regions, with 19 per cent of Governments in Africa and 28 per cent in Asia with such policies (table 2.2). Notably, in 2013, Africa hosted around 8 per cent of the global migrant stock, with a large majority (82 per cent) of its immigrants coming from within Africa. Also in Asia, which hosted 31 per cent of the global migrant stock, a large majority (76 per cent) of its immigrants came from within the region (United Nations, 2013). Oceania is the region where, in 2011, immigration was considered satisfactory in all but one country (15 out of 16 countries), where the Governments wanted to maintain the level of immigration or were not intervening to influence it. By 2013, Oceania hosted about 3 per cent of the global migrant stock, of which 41 per cent came from Europe and Northern America (United Nations, 2013).

Most of the debate around immigration and the regulation of migration flows occurs in countries where this phenomenon is quantitatively significant. The top 25 immigration countries according to their total stock of migrants in 2013 ranged from 2 million in Israel to 45.8 million in the United States of America. Out of these 25 countries with the highest stocks of migrants, Governments of 10 countries aimed at lowering their overall immigration level, while Governments in five countries, including the Russian Federation, aimed at raising the level of immigration. In the remaining 10 countries, Governments intended to maintain the current levels or did not intervene to influence immigration levels (figure 2.3).

Figure 2.3. Immigration policies of the 25 countries with the highest numbers of international migrants,* 2011

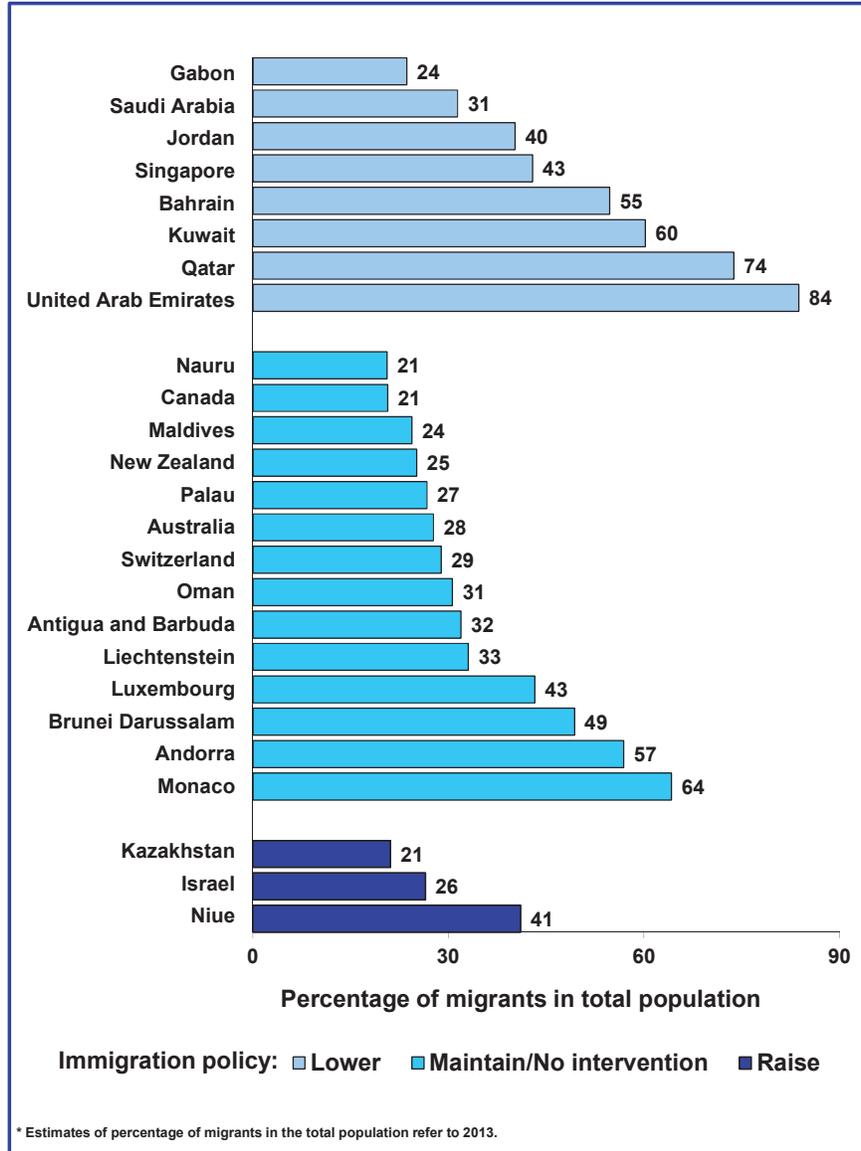


Source: United Nations, World Population Policies Database.
http://esa.un.org/poppolicy/about_database.aspx/.

Perceptions about the impact of migration in destination countries may also be influenced by the relative number of migrants compared to the total population in the country. Measured by the percentage of migrants in the total population in 2013, the top 25 countries rank from 21 per cent (Nauru, Canada and Kazakhstan) to 84 per cent (United Arab Emirates) (figure 2.4). By 2011, eight countries aimed at lowering the overall level of regular migration, including the United Arab Emirates, Qatar and Kuwait, which were among the top five countries with the highest percentages. Another 14 countries searched to maintain or not intervene on this level, and the remaining three countries aimed at raising the level of immigration. Countries willing to raise

immigration levels differed significantly in the size of their total populations: from Niue (1,500) to Israel (7.7 million) and Kazakhstan (16.4 million).

Figure 2.4. Immigration policies of the 25 countries with the highest percentages of migrants in the total population,* 2011

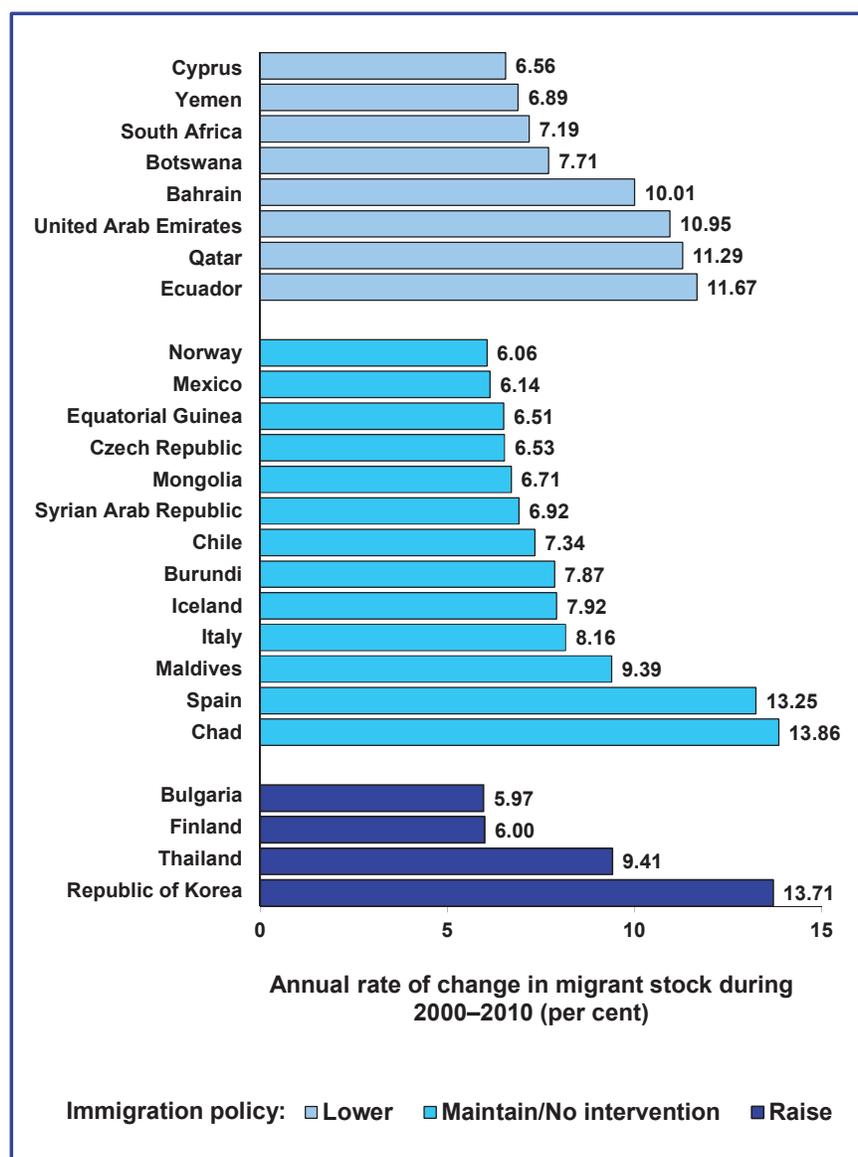


Source: United Nations, World Population Policies Database.
http://esa.un.org/poppolicy/about_database.aspx/.

In addition to the absolute and relative numbers of migrants in the total population, Governments are interested in factors that influence the direction and pace of migrant flows. Among countries with data, the 25 countries with the highest rate of change in the number of migrants in 2000–2010 (calculated as the estimated exponential annual rate of change of the international migrant stock) ranked from Bulgaria and Finland (6 per cent) to Spain

(13.2 per cent), Republic of Korea (13.7 per cent) and Chad (13.9 per cent) (figure 2.5). Most countries with rates of 10 per cent or above had policies to lower regular migration in 2011, two had policies to maintain or not intervene and one, Republic of Korea, which had implemented its First Basic Plan for Immigration Policy, had policies to raise regular immigration.

Figure 2.5. Immigration policies of the 25 countries with the highest annual rates of change (per cent) in migrant stock, 2011



Source: United Nations, World Population Policies Database.
http://esa.un.org/poppolicy/about_database.aspx/.

2.2. PERMANENT MIGRATION

In the nineteenth and early twentieth centuries, international migration flows were characterized by permanent settlement of people primarily from European countries in the Americas. These immigrants were expected to join the process of nation-building by settling in frontier areas, adapting to the culture of the receiving country, and becoming citizens. However, in recent decades immigration policies have become more selective in deciding which immigrants should be admitted and for how long. Governments increasingly favour temporary migration over permanent migration.

Countries such as Australia, Canada, New Zealand and the United States of America are considered countries of permanent migration, as these countries have policies in place to facilitate the long-term stay of immigrants. Excluding the United States of America, these countries use points-based systems for admitting permanent migrants. Such points-based immigration systems consist of a “human-capital accumulation formula”, in which the Governments devise a list of attributes or characteristics that are in short supply or otherwise of intrinsic economic value to the host country’s economy (Papademetriou and Sumption, 2011). Points are awarded according to education, specific vocational preparation, experience, occupation, arranged employment, age, language ability and other selected criteria, and they are adjusted according to the local economic and labour market needs on a regular basis. For example, the Government of Australia changed its points-based system effective from July 2011, by recognizing qualifications from overseas institutions as equivalent to Australian qualifications, giving higher weight to work experience gained in Australia than experience gained overseas and giving greater importance to English language proficiency (OECD, 2011).

Besides the traditional settlement countries mentioned above, some countries accept permanent settlement based on ethnic and religious grounds. For instance, Israel guarantees admission of persons of Jewish descent based on the Law of Return (1950). It is estimated that more than 1 million Jews from the former Soviet Union have migrated to Israel in the past two decades (Israel, Ministry of Foreign Affairs, 2009). Finland, Germany, Greece, Italy and Japan accept immigrants according to ethnic origin as well. In Germany, for example, Article 116(1) of the constitution, the Basic Law, provides a guarantee of citizenship for individuals with German ethnicity (Germany, Federal Minister of the Interior, 2011).

Another category of permanent migrants consists of entrepreneurs, business persons and investors, who bring capital to the country of destination. These individuals are not considered labour migrants since they are not seeking jobs in the host countries. For example, in the United States of America, the Immigration Act of 1990 set aside 10,000 visas annually for immigrants who invested US\$ 1 million or more and created or preserved at least 10 jobs for American workers within two years of arrival (United States, Citizenship and Immigration Service, n.d.). The investor immigrants are granted a conditional status of lawful permanent resident, which becomes permanent after two years. Although the requirements vary, similar schemes for permanent migration of investors are found in several other countries, including Australia, the Bahamas, Bulgaria, Canada, Ireland, New Zealand, Panama, St. Kitts and Nevis, Switzerland and the United Kingdom.

Out of 176 countries with available data in 2011, only 6 per cent of Governments had policies to raise immigration for permanent settlement while 18 per cent had policies to lower it. A large majority of Governments had policies aimed at maintaining the current level of immigration for permanent settlement in their countries (59 per cent) or were not intervening to influence it (17 per cent) (table 2.3). The proportion of Governments that did not intervene was much greater in less developed regions (23 per cent), especially in least developed countries (50 per cent), than in more developed regions (only 2 per cent).

Between 2005 and 2011, the proportion of Governments with policies to lower immigration for permanent settlement declined and the proportion to maintain the current levels increased in both more and less developed regions, as well as in all major world regions. Europe was the only region where the percentage of Governments with policies to raise immigration for permanent settlement increased noticeably, from 5 per cent in 2005 to 12 per cent in 2011.

2.3. TEMPORARY MIGRATION

While permanent residence permits allow migrants to live and work in the host country on a permanent or unlimited basis, temporary visas or residence permits usually apply when labour migration is sought for a period of time as determined in a work contract, after which migrant workers have to return to their country of origin.

The rationale behind the temporary programmes is based on the theory of labour market segmentation (Piore, 1979), under which labour demands in certain sectors are met with the help of temporary labour migrants from overseas when the labour force in the host country is either unavailable or unwilling to take on those jobs. Usually, activities “at the bottom of the social scale exert little attention and display chronic labour shortages, which foreigners are ready to fill” (OECD, 2001).

Several countries of destination have established annual quotas and signed bilateral agreements with countries of origin to attract temporary migrants to meet their local labour market needs. These bilateral agreements usually cover seasonal workers, contract and project-linked workers, guest workers and cross-border workers. Such migrants are typically admitted for a fixed period without the expectation of obtaining permanent resident status.

Temporary migration is generally perceived to be more advantageous than permanent migration by the Governments of receiving countries because of its greater flexibility in adjusting the labour supply to the economic business cycle. In other words, during the period of economic expansion the supply of labour can be expanded through temporary migration, and minimized during the period of economic contraction.

Such flexibility is important especially in the agricultural sector where the demand for labour is essentially seasonal, and is usually less attractive for nationals in many destination countries. The Canadian Seasonal Agricultural Workers Program, for example, has admitted since the mid-1960s, about 20,000 seasonal workers each year from Mexico and the Caribbean under bilateral treaties with the countries in the region. These seasonal workers return home after

the peak months of planting and harvesting, and most of them are expected to be rehired for the next season (Abella, 2006).

Out of 179 countries with available data in 2011, a large majority of Governments either had existing policies that were aimed at maintaining the current levels of temporary migration in their countries (60 per cent) or were not intervening in this regard (13 per cent) (table 2.4). About one fifth of all Governments had policies to lower the immigration of temporary workers and 8 per cent had policies to raise it. Governments in more developed regions were about twice as likely to raise and less than half as likely to lower the rate of immigration of temporary workers as those in less developed regions.

Between 2005 and 2011, the proportion of Governments wishing to maintain the current levels of temporary migrants increased, while the proportion wishing to lower their levels of temporary migration declined in both more and less developed regions, as well as in all major world regions, except in Northern America where both Canada and the United States of America aimed at maintaining their current levels of temporary immigration.

2.4. MIGRATION FOR FAMILY REUNIFICATION

Migration for family reunification mostly entails the migration of family members considered dependants, usually the spouse and minor children, even if the spouse is not financially dependent (IOM, 2011a). Although family reunification is not recognized as a universal right, migration policies often include conditions through which family members are allowed to join the migrant in the host country. The determining factors in family reunification policies rely ultimately on national migration laws, which reflect the sovereign right of each country to determine the number and categories of international migrants to be admitted into its territory.

Most destination countries allow migration for the purpose of family reunification under certain conditions. Some migrant workers under temporary contracts are not allowed to be accompanied by their family members. Nonetheless, family reunification has become a major basis for immigration in many destination countries. Given the costs of providing migrants' dependants with health care, education and other social services, as well as the potential for abuse through fake marriages or adoptions, some countries of destination, mainly in Western Europe, have sought to limit or tighten the requirements for admission of family members.

Sweden, for example, introduced maintenance requirements for family reunification in April 2010 (OECD, 2011). The new rules apply for labour migrants from non-European Union countries who have a permanent resident permit for less than four years. According to these rules, immigrants must prove that they have adequate housing and can support their family if they wish to bring their family to join them. Austria, Denmark, the Netherlands and Norway have also tightened the maintenance requirements for family reunification since 2009. In addition, a growing number of European countries have made the admissions of family migrants conditional upon a sufficient level of language skills and knowledge of the host country. For

example, in Denmark, Germany and the Netherlands, prospective family migrants need to pass immigration tests which verify language skills and cultural knowledge of the host society.

In the European Union, family reunification accounts for about one third of all immigration. This share includes both family members of European Union citizens and non-European Union citizens, and has been decreasing in the last decade (European Commission, 2011a). Concerned about potential abuse of the right to family reunification and ineffective implementation of integration measures, among other issues, the European Commission launched in November 2011 a broad consultation on family reunification to review current conditions of entry and residence for non-European Union family members (European Commission, 2011b).

Among 161 countries with data on immigration policies for family reunification in 2011, an overwhelming majority of Governments (83 per cent) had policies aimed at maintaining their current level of immigration for the purpose of family reunification or did not intervene to influence it (table 2.5). Only 9 per cent of Governments (14 countries) had policies to lower immigration for family reunification and 9 per cent had policies to raise it. While a similar proportion of Governments in both more and less developed regions aimed to maintain current levels of immigration for family reunification (64 per cent and 62 per cent, respectively), the proportion that did not intervene was much greater in less developed regions (26 per cent), especially in least developed countries (59 per cent), than in more developed regions (4 per cent).

In 2011, Governments in less developed regions were less likely than Governments in more developed regions to either raise (6 per cent and 15 per cent, respectively) or lower (5 per cent and 17 per cent, respectively) immigration for family reunification. Between 2005 and 2011, the proportion of Governments with policies to raise their levels of immigration for family reunification increased in both more and less developed regions, while the proportion with policies to lower it declined in less developed regions but increased in more developed regions (table 2.5).

2.5. HIGHLY SKILLED MIGRATION

Labour migration policies in destination countries have become increasingly selective, favouring the admission of international migrants with skills considered to be in short supply. In recent years, a growing number of countries have adopted policies to attract or facilitate the entry of highly skilled workers. Highly skilled migrants are usually granted preferential treatment and are subject to fewer restrictions than low skilled migrants regarding admission, length of stay, change of employment and admission of family members.

Current policy measures to manage labour migration of highly skilled workers range from employer-driven migration systems to immigrant-driven migration systems. The specific policy choices adopted are usually conditioned by the underlying migration policy framework and objectives of the countries (Chaloff and Lamaitre, 2009).

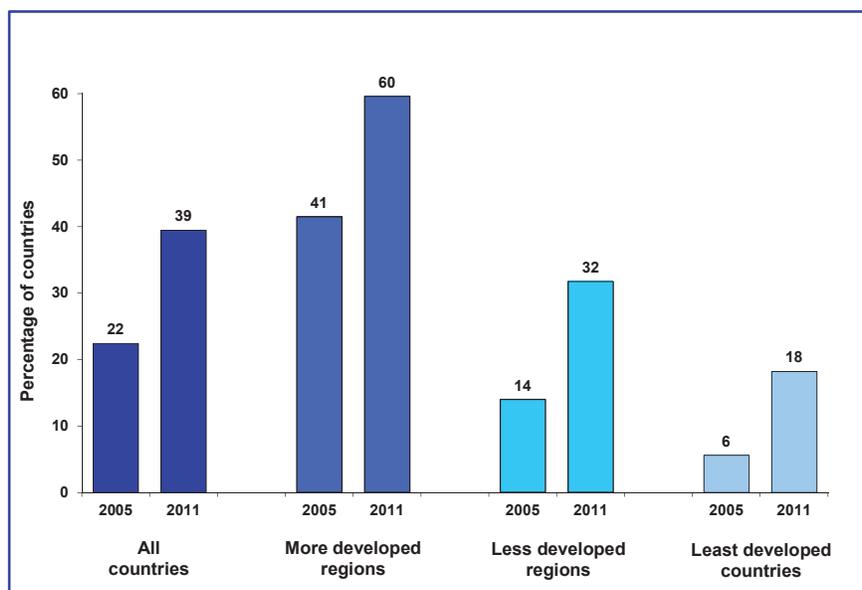
Employer-driven systems require the employer to initiate the process of recruitment by seeking employment authorization. This procedure is conditional on labour market tests. Characteristics of labour market tests vary by country but, in general, the employer must demonstrate that there are no suitably qualified domestic workers available and that competitive wages are paid to the immigrant workers. Some countries such as Austria, the Czech Republic, Germany, Italy, the Netherlands, Norway, Poland, Portugal, Spain, Sweden and Republic of Korea require employers to use public employment services to list the job opening (Chaloff and Lamaitre, 2009). In the Czech Republic, for example, the job must be posted for 21 days, in Portugal for 30 days and in Republic of Korea for 3 days in the newspaper and 7 days in the public employment service. Most countries in Western Europe consider foreign workers to be temporary, at least initially, whereas the traditional countries of immigration administer both temporary and permanent admissions.

Immigrant-driven systems are based on selection of immigrants, usually through points-based systems. In 2008, following the examples of Australia, Canada and New Zealand in selecting permanent immigrants, Austria, Denmark, the Netherlands and the United Kingdom have adopted points-based systems to select highly qualified migrants in occupations facing labour shortages. More recently, in 2012, Japan also introduced a points-based system for selecting highly qualified workers, allowing permanent residence after five years to those who met certain salary, experience, education, age, and language ability requirements. A major difference between the former and the latter countries using points-based systems is that in the former countries successful immigrants are given the right to permanent residence upon entry and are allowed to bring their families, while in the latter countries, immigrants are hired for a period of time and after a certain number of years of legal residence they become eligible for permanent residence.

By 2011, out of 170 countries with available data on policy objectives, Governments of 67 countries had adopted policies to raise immigration of highly skilled workers, 8 had policies to lower it, and the remaining 95 either had policies aimed at maintaining the current levels or had no relevant policies in place (table 2.6). The vast majority of Governments that were willing to attract higher numbers of migrants in specific categories were interested in attracting highly skilled workers. However, a large majority of Governments with policies to raise immigration of highly skilled workers did not have policies to raise the overall level of immigration or to encourage immigration under any other category.

The percentage of Governments with policies to raise immigration of highly skilled workers has increased from 22 per cent in 2005 to 39 per cent in 2011 (figure 2.6). Policies to raise immigration of highly skilled workers were about twice as common in 2011 among countries in more developed regions (60 per cent) as in less developed regions (32 per cent). Between 2005 and 2011, the percentage of Governments that had policies to encourage immigration of highly skilled workers increased both in more developed regions and less developed regions (including least developed countries), as well as in all major world regions, except Northern America where both Canada and the United States of America aimed at maintaining the current levels (table 2.6).

Figure 2.6. Governments with policies to encourage the immigration of highly skilled workers, by level of development, 2005 and 2011



Source: United Nations, World Population Policies Database.
http://esa.un.org/poppolicy/about_database.aspx/.

Chapter 2

Tables

Table 2.1. Government views on the level of immigration, 1976–2011

Year	By level of development							
	Number of countries				Percentage			
	<i>Too low</i>	<i>Satisfactory</i>	<i>Too high</i>	<i>Total</i>	<i>Too low</i>	<i>Satisfactory</i>	<i>Too high</i>	<i>Total</i>
	<i>World</i>							
1976	11	129	10	150	7	86	7	100
1986	6	125	33	164	4	76	20	100
1996	4	148	41	193	2	77	21	100
2005	10	151	33	194	5	78	17	100
2011	12	150	33	195	6	77	17	100
	<i>More developed regions</i>							
1976	1	27	6	34	3	79	18	100
1986	0	26	8	34	0	76	24	100
1996	1	31	16	48	2	65	33	100
2005	4	40	4	48	8	83	8	100
2011	6	38	5	49	12	78	10	100
	<i>Less developed regions</i>							
1976	10	102	4	116	9	88	3	100
1986	6	99	25	130	5	76	19	100
1996	3	117	25	145	2	81	17	100
2005	6	111	29	146	4	76	20	100
2011	6	112	28	146	4	77	19	100
	<i>Least developed countries</i>							
1976	2	39	1	42	5	93	2	100
1986	1	40	7	48	2	83	15	100
1996	0	41	8	49	0	84	16	100
2005	0	44	6	50	0	88	12	100
2011	1	41	6	48	2	85	13	100

Table 2.1. (Continued)

Year	By major area							
	Number of countries				Percentage			
	<i>Too low</i>	<i>Satisfactory</i>	<i>Too high</i>	<i>Total</i>	<i>Too low</i>	<i>Satisfactory</i>	<i>Too high</i>	<i>Total</i>
	<i>Africa</i>							
1976	5	41	2	48	10	85	4	100
1986	1	39	11	51	2	76	22	100
1996	0	46	7	53	0	87	13	100
2005	0	43	10	53	0	81	19	100
2011	1	40	12	53	2	75	23	100
	<i>Asia</i>							
1976	4	32	1	37	11	86	3	100
1986	1	30	7	38	3	79	18	100
1996	1	35	10	46	2	76	22	100
2005	4	30	13	47	9	64	28	100
2011	2	33	12	47	4	70	26	100
	<i>Europe</i>							
1976	0	24	5	29	0	83	17	100
1986	0	22	7	29	0	76	24	100
1996	0	27	16	43	0	63	37	100
2005	2	37	4	43	5	86	9	100
2011	6	33	5	44	14	75	11	100
	<i>Latin America and the Caribbean</i>							
1976	1	25	1	27	4	93	4	100
1986	4	23	6	33	12	70	18	100
1996	2	26	5	33	6	79	15	100
2005	1	28	4	33	3	85	12	100
2011	2	27	4	33	6	82	12	100
	<i>Northern America</i>							
1976	0	2	0	2	0	100	0	100
1986	0	1	1	2	0	50	50	100
1996	0	2	0	2	0	100	0	100
2005	1	1	0	2	50	50	0	100
2011	0	2	0	2	0	100	0	100
	<i>Oceania</i>							
1976	1	5	1	7	14	71	14	100
1986	0	10	1	11	0	91	9	100
1996	1	12	3	16	6	75	19	100
2005	2	12	2	16	13	75	13	100
2011	1	15	0	16	6	94	0	100

Table 2.2. Government policies on immigration, 1976–2011

Year	By level of development							
	Number of countries				Percentage			
	Raise	Maintain/No intervention	Lower	Total	Raise	Maintain/No intervention	Lower	Total
	<i>World</i>							
1976	11	129	10	150	7	86	7	100
1986	6	125	33	164	4	76	20	100
1996	8	107	78	193	4	55	40	100
2005	11	140	43	194	6	72	22	100
2011	21	142	32	195	11	73	16	100
	<i>More developed regions</i>							
1976	1	27	6	34	3	79	18	100
1986	0	21	13	34	0	62	38	100
1996	1	18	29	48	2	38	60	100
2005	4	38	6	48	8	79	13	100
2011	11	33	5	49	22	67	10	100
	<i>Less developed regions</i>							
1976	10	102	4	116	9	88	3	100
1986	6	104	20	130	5	80	15	100
1996	7	89	49	145	5	61	34	100
2005	7	102	37	146	5	70	25	100
2011	10	109	27	146	7	75	18	100
	<i>Least developed countries</i>							
1976	2	39	1	42	5	93	2	100
1986	1	43	4	48	2	90	8	100
1996	1	35	13	49	2	71	27	100
2005	1	39	10	50	2	78	20	100
2011	1	43	4	48	2	90	8	100

Table 2.2. (Continued)

Year	By major area							
	Number of countries				Percentage			
	Raise	Maintain/No intervention	Lower	Total	Raise	Maintain/No intervention	Lower	Total
<i>Africa</i>								
1976	5	41	2	48	10	85	4	100
1986	1	41	9	51	2	80	18	100
1996	2	35	16	53	4	66	30	100
2005	1	39	13	53	2	74	25	100
2011	1	42	10	53	2	79	19	100
<i>Asia</i>								
1976	4	32	1	37	11	86	3	100
1986	1	30	7	38	3	79	18	100
1996	2	23	21	46	4	50	46	100
2005	4	26	17	47	9	55	36	100
2011	7	27	13	47	15	57	28	100
<i>Europe</i>								
1976	0	24	5	29	0	83	17	100
1986	0	16	13	29	0	55	45	100
1996	0	15	28	43	0	35	65	100
2005	2	35	6	43	5	81	14	100
2011	11	28	5	44	25	64	11	100
<i>Latin America and the Caribbean</i>								
1976	1	25	1	27	4	93	4	100
1986	4	25	4	33	12	76	12	100
1996	3	20	10	33	9	61	30	100
2005	1	28	4	33	3	85	12	100
2011	1	28	4	33	3	85	12	100
<i>Northern America</i>								
1976	0	2	0	2	0	100	0	100
1986	0	2	0	2	0	100	0	100
1996	0	1	1	2	0	50	50	100
2005	1	1	0	2	50	50	0	100
2011	0	2	0	2	0	100	0	100
<i>Oceania</i>								
1976	1	5	1	7	14	71	14	100
1986	0	11	0	11	0	100	0	100
1996	1	13	2	16	6	81	13	100
2005	2	11	3	16	13	69	19	100
2011	1	15	0	16	6	94	0	100

Table 2.3. Government policies on immigration for permanent settlement, 2005 and 2011

Year	Number of countries					Percentage				
	Raise	Maintain	Lower	No intervention	Total	Raise	Maintain	Lower	No intervention	Total
By level of development										
<i>World</i>										
2005	11	77	37	28	153	7	50	24	18	100
2011	11	104	31	30	176	6	59	18	17	100
<i>More developed regions</i>										
2005	5	31	9	2	47	11	66	19	4	100
2011	5	35	7	1	48	10	73	15	2	100
<i>Less developed regions</i>										
2005	6	46	28	26	106	6	43	26	25	100
2011	6	69	24	29	128	5	54	19	23	100
<i>Least developed countries</i>										
2005	0	5	5	15	25	0	20	20	60	100
2011	1	14	4	19	38	3	37	11	50	100
By major area										
<i>Africa</i>										
2005	0	5	8	16	29	0	17	28	55	100
2011	1	14	8	20	43	2	33	19	47	100
<i>Asia</i>										
2005	4	19	11	5	39	10	49	28	13	100
2011	4	24	10	6	44	9	55	23	14	100
<i>Europe</i>										
2005	2	29	9	2	42	5	69	21	5	100
2011	5	30	7	1	43	12	70	16	2	100
<i>Latin America and the Caribbean</i>										
2005	1	21	6	4	32	3	66	19	13	100
2011	0	24	5	3	32	0	75	16	9	100
<i>Northern America</i>										
2005	1	1	0	0	2	50	50	0	0	100
2011	0	2	0	0	2	0	100	0	0	100
<i>Oceania</i>										
2005	3	2	3	1	9	33	22	33	11	100
2011	1	10	1	0	12	8	83	8	0	100

Table 2.4. Government policies on immigration of temporary workers, 2005 and 2011

Year	Number of countries					Percentage				
	Raise	Maintain	Lower	No intervention	Total	Raise	Maintain	Lower	No intervention	Total
By level of development										
<i>World</i>										
2005	9	83	42	21	155	6	54	27	14	100
2011	15	107	34	23	179	8	60	19	13	100
<i>More developed regions</i>										
2005	5	32	8	2	47	11	68	17	4	100
2011	6	36	5	1	48	13	75	10	2	100
<i>Less developed regions</i>										
2005	4	51	34	19	108	4	47	31	18	100
2011	9	71	29	22	131	7	54	22	17	100
<i>Least developed countries</i>										
2005	1	11	3	10	25	4	44	12	40	100
2011	3	15	6	14	38	8	39	16	37	100
By major area										
<i>Africa</i>										
2005	0	6	7	12	25	0	24	28	48	100
2011	2	14	11	16	43	5	33	26	37	100
<i>Asia</i>										
2005	2	23	16	1	42	5	55	38	2	100
2011	3	27	15	1	46	7	59	33	2	100
<i>Europe</i>										
2005	3	29	8	2	42	7	69	19	5	100
2011	6	32	4	1	43	14	74	9	2	100
<i>Latin America and the Caribbean</i>										
2005	1	19	4	6	30	3	63	13	20	100
2011	2	22	2	5	31	6	71	6	16	100
<i>Northern America</i>										
2005	1	1	0	0	2	50	50	0	0	100
2011	0	2	0	0	2	0	100	0	0	100
<i>Oceania</i>										
2005	2	5	7	0	14	14	36	50	0	100
2011	2	10	2	0	14	14	71	14	0	100

Table 2.5. Government policies on immigration for family reunification, 2005 and 2011

Year	Number of countries					Percentage				
	Raise	Maintain	Lower	No intervention	Total	Raise	Maintain	Lower	No intervention	Total
By level of development										
<i>World</i>										
2005	7	84	16	28	135	5	62	12	21	100
2011	14	101	14	32	161	9	63	9	20	100
<i>More developed regions</i>										
2005	4	33	5	3	45	9	73	11	7	100
2011	7	30	8	2	47	15	64	17	4	100
<i>Less developed regions</i>										
2005	3	51	11	25	90	3	57	12	28	100
2011	7	71	6	30	114	6	62	5	26	100
<i>Least developed countries</i>										
2005	1	6	1	12	20	5	30	5	60	100
2011	2	10	0	17	29	7	34	0	59	100
By major area										
<i>Africa</i>										
2005	1	5	2	15	23	4	22	9	65	100
2011	2	16	1	18	37	5	43	3	49	100
<i>Asia</i>										
2005	1	23	6	5	35	3	66	17	14	100
2011	4	26	3	6	39	10	67	8	15	100
<i>Europe</i>										
2005	3	30	4	3	40	8	75	10	8	100
2011	6	27	7	2	42	14	64	17	5	100
<i>Latin America and the Caribbean</i>										
2005	1	22	2	4	29	3	76	7	14	100
2011	0	24	2	5	31	0	77	6	16	100
<i>Northern America</i>										
2005	1	1	0	0	2	50	50	0	0	100
2011	1	1	0	0	2	50	50	0	0	100
<i>Oceania</i>										
2005	0	3	2	1	6	0	50	33	17	100
2011	1	7	1	1	10	10	70	10	10	100

Table 2.6. Government policies on immigration of highly skilled workers, 2005 and 2011

Year	Number of countries					Percentage				
	Raise	Maintain	Lower	No intervention	Total	Raise	Maintain	Lower	No intervention	Total
By level of development										
<i>World</i>										
2005	30	79	5	20	134	22	59	4	15	100
2011	67	77	8	18	170	39	45	5	11	100
<i>More developed regions</i>										
2005	17	19	0	5	41	41	46	0	12	100
2011	28	16	2	1	47	60	34	4	2	100
<i>Less developed regions</i>										
2005	13	60	5	15	93	14	65	5	16	100
2011	39	61	6	17	123	32	50	5	14	100
<i>Least developed countries</i>										
2005	1	8	1	8	18	6	44	6	44	100
2011	6	14	1	12	33	18	42	3	36	100
By major area										
<i>Africa</i>										
2005	1	6	1	12	20	5	30	5	60	100
2011	11	11	2	15	39	28	28	5	38	100
<i>Asia</i>										
2005	8	26	4	1	39	21	67	10	3	100
2011	17	22	4	1	44	39	50	9	2	100
<i>Europe</i>										
2005	13	18	0	5	36	36	50	0	14	100
2011	25	14	2	1	42	60	33	5	2	100
<i>Latin America and the Caribbean</i>										
2005	4	24	0	1	29	14	83	0	3	100
2011	8	23	0	1	32	25	72	0	3	100
<i>Northern America</i>										
2005	1	1	0	0	2	50	50	0	0	100
2011	0	2	0	0	2	0	100	0	0	100
<i>Oceania</i>										
2005	3	4	0	1	8	38	50	0	13	100
2011	6	5	0	0	11	55	45	0	0	100