



THE RAMPHAL CENTRE

SOCIETIES | ECONOMIES | ENVIRONMENT | GOVERNANCE

A Call to the Commonwealth

The modern Commonwealth is a product of the migration of its peoples, and the wise management of this powerful, human force is one of the greatest challenges for development and governance in the 21st century. Improved communications have revolutionized the scope of this movement since the 1960s, the age of colonial independence, and the sum of millions of individual decisions have led to wealth and safety for some, anxiety and xenophobia for others.

The Ramphal Commission on Migration and Development, established in 2010, has been set up under the leadership of the Honourable P J Patterson, former Prime Minister of Jamaica, to advise Commonwealth governments and agencies on how they may adopt mutually beneficial, and practical policies to maximize the benefits of international migration. The Ramphal Centre in London, named in honour of Sir Shridath Ramphal, is delighted that six other distinguished personalities are working with Mr Patterson on this project, and hopes that its final report will have a wide international resonance.¹ This report, to be built on three interim reports, will be released next year prior to the Commonwealth Heads of Government meeting in Perth, Australia.

The Commission is an independent body, but acknowledges with gratitude the cooperation and financial support of the Commonwealth Secretariat and Commonwealth Foundation, and important inputs from Laura Chappell and colleagues at the Institute for Public Policy Research, London², from Dr. Bela Hovy of the United Nations Population Division who prepared the statistical appendix attached to this report, and from Professor Robin Cohen and colleagues at the Department for International Development, Oxford University.³

The Commission is mindful of the sensitivities surrounding migration and of the opportunities for Commonwealth leadership in terms of poverty reduction and development. It was encouraged in its task by the Commonwealth Heads of Government communiqué from Port of Spain in 2009 who acknowledged (para 34):

“that migration has historically contributed to the development and flourishing the human prospect. They expressed concern about protection gaps in countries of origin, transit and destination, and called for the strengthening of existing global mechanisms to effectively address the protection of migrants. In this context, they also affirmed the importance of enhanced cooperation among states, and other relevant actors, in managing mixed migratory flows and addressing protection needs.”

The full terms of reference for the Commission, adopted after a consultation at Warwick University in October 2009, are set out in another appendix.

¹ The Commissioners are: Mr P J Patterson (Chairman) from Jamaica; Mr George Vassiliou former President of Cyprus; Mr Farooq Sobhan, former Foreign Secretary of Bangladesh; Mr Will Day, Chairman of the Sustainable Development Commission, United Kingdom; Ms Jill Iliffe, Executive Director, Commonwealth Nurses Federation; Professor John Oucho, from Kenya; and Professor Brenda Yeoh, from Singapore.

² Drafts of this paper were prepared by Laura Chappell and colleagues in the migration project at the IPPR.

³ Professor Cohen arranged a series of research presentations to Commissioners on 14 May 2010.

Why international migration matters

Few need persuading that international migration is important. First, it can have significant impacts on the *development* of migrants' countries of origin, many of which are *positive*:

- Migration allows migrants to improve their lives – often dramatically. The recent UN Human Development Report⁴ showed, for example, that the average migrant moving from a developing country to the United States sees their annual income increase by a striking 10,000USD as a result. The prospect of these benefits can encourage people to invest in training and skill development, which can increase a country's stock of human capital.
- Remittances – the money migrants send back to their countries of origin - can significantly improve the lives of people left behind, by alleviating poverty, increasing savings and promoting home ownership, for example. These impacts are well illustrated by a World Bank study of the Pacific which found that the incomes of the poorest households increased by 600% if they received remittances. Remittances can also play an important macroeconomic role, for example by providing a vital source of foreign exchange.
- Diasporas – communities of people from a country of origin who live abroad – can interact positively with their place of origin in many ways, for example by boosting trade between their countries of origin and settlement, by getting involved in politics at “home”, or by promoting peace and democracy.
- When migrants return they can also boost development, for example by bringing capital to invest in new businesses at home, by bringing improved skills and knowledge, or by introducing new ideas and ways of doing things. In a world where migration is more and more often temporary, the impact of return migration is important. The exchanges of values, skills and knowledge through diasporas and return migration are sometimes described as ‘social remittances’.

However, migration can also have *negative* impacts on development in countries of origin:

- In some places the ‘brain drain’ of skilled people (such as nurses, teachers or scientists) may damage development by depriving public services or key industries of the expensively trained human capital they need. Countries including Barbados, Gambia, Mauritius and Mozambique are experiencing high levels of skilled out-migration, and may have such concerns (see annexe on migration trends in the Commonwealth by Bela Hovy).
- Diasporas can engage negatively as well as positively with their home countries, for example if sections of the diaspora are supportive of particular groups in conflicts.
- While on the whole migration seems to improve migrants' lives, some migrants may be worse off as a result of moving. Trafficked people are more likely to fall into this category, as are irregular migrants, as both groups are particularly vulnerable to exploitation.

The management of migration to maximize benefits (and minimize costs) for development in countries of origin is therefore a key task facing Commonwealth governments. This task needs to be shared by governments in countries of origin and countries of destination.

Second, migration plays a vital role in the economies of countries of destination. Evidence suggests that immigrants often fill labour market and skills gaps and promote innovation and entrepreneurialism, increasing *economic growth*. This role has only become more important as countries struggle to ensure their *recovery* after the worst global recession since the great depression. The flexibility provided by migration has been a key factor in helping recovery in old Commonwealth countries, such as the United Kingdom, which have been badly affected by the downturn.

⁴ Available from: <http://hdr.undp.org/en/reports/global/hdr2010/>

Third, migration matters for *security*. Some potential migrants may pose threats to citizens' security and governments strive to deliver border security to keep those people out. Moreover, illegal and undocumented migration can reduce governments' ability to regulate the economy and to manage public finances and public services, even when individual illegal migrants cause no harm (as is often the case), or even create benefits for the country they have moved to. This may be particularly true at a local level. Determining who crosses its borders is a defining function of a state, and most citizens legitimately expect their government to manage who lives and works amongst them.

Last, it is becoming increasingly clear that *climate change* will affect migration patterns. Though estimates vary, some research has suggested that the numbers who may need to cross borders could be dramatic -- Christian Aid has suggested that if projected temperature rises are not averted up to 500million people may be forced to move by 2050. Climate-related forced migration will affect the Commonwealth in particular, due to the high proportion of member states which are small island nations. The prospect of climate changes make it all the more important that governments come together to address migration, and sooner rather than later.

Migration policy and governance

Policy changes affect migration. For example, immigration regimes in destination countries can enable and encourage migrants to maintain their links with home (e.g. through dual citizenship) and thus increase remittances, positive diaspora engagement and return migration.

If governments get the policy framework right, migration can improve lives of people all around the world, including those of migrants themselves, the countries migrants move to and the places they have left behind. But if they get it wrong, the potential gains will be lost, and migrants, their places of origin and the communities they move to may suffer the possible negative consequences of migration. Xenophobia can become a threat to individuals, and to democracy.

So is migration currently enough of a priority for governments? Politicians talk about it, the media in many Commonwealth countries cover it extensively, and it is often debated by the public. But despite all this "heat", there is relatively little "light". The Commission sees three shortcomings:

1. Policymakers still do not have a clear understanding of precisely what 'good' migration would look like. There is a need for more research and analysis of migration and its impacts, particularly in the promotion of development.
2. There is only a weak understanding of how policy can be used to bolster migration's positive effects and reduce its negative ones. Little is known for example about how best to promote return migration, how to encourage positive diaspora interactions, or how to balance border security concerns with the need to attract migrants needed by a receiving country's economy. Without this understanding it is difficult to design policy interventions which can actually deliver the "win-win" outcomes which migration can offer.
3. There is a lack of political will to look beyond immediate short term impacts and factor in migration's wider effects. Thus far, policymakers have tended to focus on the aspects of migration which are of most immediate concern. Policymakers in destination countries have focused on migration's domestic economic impacts, and on delivering border security, rather than on migration's effects on countries of origin or the future impact of climate change. Policymakers have rather shied away from working internationally on migration policy.

The Commission accordingly hopes to shed further light in each of these areas, concentrating in particular on the second, examining and promoting viable policy options to increase migration's benefits and reduce its costs.

A role for the Commonwealth

While migration involves both Commonwealth and non-Commonwealth countries, and member states have both immigrants and emigrants simultaneously, the Commonwealth provides an ideal forum for leadership and policy.

First, *the Commonwealth has, in significant ways, been constructed through migration*. The character of many Commonwealth societies has been irrevocably shaped by migration from other Commonwealth countries; and many of the links between Commonwealth members – such as mutual understanding and practices, and use of the English language -- have been built through migration.

Today's migration patterns are still Commonwealth-related. Commonwealth countries are over-represented as countries of origin for immigrants to Canada, Australia, New Zealand and the United Kingdom.⁵ Migration from other Commonwealth countries is significant in the Caribbean and South Africa. While Commonwealth countries include just less than 1/3rd of the world's population, in each of the "old Commonwealth" countries 1/3rd or more (and sometimes up to 2/3rds) of all immigrants come from within the Commonwealth, despite the ending of most preferential Commonwealth migration schemes. Migration, including intra-Commonwealth migration, matters to all Commonwealth member states.

Second, migration is *already a Commonwealth policy priority*, as indicated by the 2009 CHOGAM communiqué.

Third, *other major international institutions and groupings are not yet placing significant emphasis on the issue*. The United Nations, for example, held a High Level Dialogue on Migration and Development in 2006, but since then the issue has received less attention. No follow-up is scheduled until 2013. Outside the UN system, a new country-led multilateral forum has been convened, the Global Forum on Migration and Development; this discusses research findings and shares policy lessons informally. However, the Forum operates largely through annual meetings, meaning that it has a limited ability to undertake ongoing research and policy development. The Ramphal Commission on Migration and Development, bringing its recommendations to Commonwealth Heads of Government, has the capacity to influence governments directly.

Fourth, *the structure of the Commonwealth itself promotes the kind of cooperation which progress requires*. Developed and developing countries come together as equal partners, which is essential for discussions of migration and development. The range of institutions the Commonwealth incorporates, including the states themselves, summits and Ministerial meetings, the Commonwealth Secretariat and the Commonwealth family of associations and NGOs, comprise a diverse range of actors through which research and policy innovations can be *considered and implemented*. And the approach taken by the Commonwealth, with its focus on consensus and common action, and on "forward-looking and innovative initiatives and partnerships"⁶ provides an excellent context. Cooperative, longer-term approaches to migration can be explored, which are still sensitive to domestic constraints within member states.

Fifth, *there are already a range of successful initiatives within the Commonwealth to build on*. Individual Commonwealth countries have been pioneers of thoughtful migration policies. Bangladesh, for example, has taken some innovative steps to try to maximize the development potential of remittances. And New Zealand, Australia and Pacific Island countries have together built partnerships and designed seasonal migration programmes which aim to meet the economic needs of Australian and New Zealand farmers, while boosting development in the Pacific. Jamaicans have for some years worked in the lumber industry of British Columbia.

⁵ These countries have been examined as they are the only Commonwealth countries for which there is comprehensive data available on immigrants' place of origin.

⁶ As emphasised in the Trinidad and Tobago Affirmation on Commonwealth Values and Principles.

The Ramphal Commission on Migration and Development

The Ramphal Commission on Migration and Development will *provide policy options* to *maximize the benefits of migration* for all Commonwealth countries and *will showcase best practice*. It will emphasise *practical policy solutions* which can benefit destination and origin countries, as well as help to protect migrants themselves. Important work already done by the Commonwealth, such as the Commonwealth Teacher Recruitment Protocol, and a similar agreement, the *Commonwealth Code of Practice for the International Recruitment of Health Workers*, indicates what is possible. The Commission will suggest how the apparatus of the Commonwealth, and its member states, can deliver more development potential from today's international migration.

The Commission's special concern is with *migration and development*, while taking into account the other impacts that migration can have. This is appropriate given the salience of development for the Commonwealth, the huge potential of migration, and the contribution to development of Sir Shridath Ramphal, when he was Secretary-General (1975-1990), from whom the Commission takes its name. The Commission will seek to build on existing evidence and other initiatives in the field of migration and development. The attached Terms of Reference give fuller details of the planned focus.

Commissioners aim to transform the way migration is viewed and treated within the Commonwealth and, ultimately, to improve the lives of people across the 54 Commonwealth countries and beyond. But we cannot do this alone. We need the support and cooperation of the wider Commonwealth family. We argue that it is time for the Commonwealth to take the lead on migration, in the interests of development. Please join us to make this happen.

Ramphal Commission, June 2010

Ramphal Commission on Migration and Development

Terms of reference agreed with Commissioners following Warwick University consultation, 29-30 October 2009

Introduction

The overall purpose of this Commission, due to work in 2010 and 2011, and reporting to Commonwealth Heads of Government at their meeting in November 2011, is to recommend strategies for Commonwealth governments and actors which will maximise the benefit of cross-border migration for the pro-poor development of developing states, for individuals and communities.

It will take account of global and Commonwealth work already undertaken, such as the Human Development Report, 2009, with its evidence of large-scale internal migration, and migration across the boundaries of neighbouring states. It will remember the Commonwealth and global commitment to Millennium Development Goals. It will avoid duplication, while encouraging Commonwealth states to improve their collection of data and information about migration. It will be cognisant both of immigration policies of governments, and of undocumented migration.

It will maintain a continuous dialogue with Commonwealth institutions as the work progresses, while being mindful of its own independence and exploiting its own expertise. It will stress the enormous importance of the Commonwealth for advocacy, its experience in the movement of peoples, and appreciate the complexity of its migratory relationships. It will stimulate Commonwealth-wide discussion.

Terms of Reference

1. The Commission will examine the human dimensions of migration, and make appropriate recommendations to improve the development advantage, and diminish any disadvantage.
2. In particular the Commission will consider brain drain, brain waste and brain circulation and, having regard to the need for pro-poor development, will consider the situation of unskilled migrants, gender issues, and the scope for improving training in destination countries.
3. The Commission will consider the potential for a set of principles governing migration policy within the Commonwealth, recognising that migration policy is a matter for states and that citizens have a right to migrate; such principles may be designed to protect the rights of migrants, and to promote ethical recruitment.
4. Building on the recent "Respect and Understanding" report by the Commonwealth, the Commission will recommend ways in which governments may challenge xenophobia in their countries, promote understanding of the causes and benefits of migration, and act to prevent perceptions of unfairness in poor host communities. It will seek "win-win" solutions.
5. The Commission will pay particular attention to problems arising from environmentally-induced migration, both for environmentally-fragile states and their neighbours, and advise the Commonwealth how these may be mitigated, and the threatened communities assisted.
6. The Commission will recommend how diasporas, and traditional connections between Commonwealth states, may provide greater benefit for the development of member states.

7. In particular the Commission will consider how transaction costs in remittance flows between families may be reduced, how community-based and sector-specific organisations may be encouraged, and how a positive relationship between migration, development and the trade in goods and services may be stimulated by governments and the private sector.
8. The Commission will make specific recommendations to assist small states and less developed countries (LDCs) which have suffered excessive out-migration of expensively trained persons, and have yet to benefit significantly from return migration or diasporic investment.
9. The Commission will, where appropriate, recommend particular Commonwealth strategies or programmes of either a multilateral or bilateral kind – for instance protocols or codes of the kind devised for school teachers and health workers, or programmes of targeted managed migration such as are current between some Caribbean countries and the US and Canada, and between South Pacific islands and Australia and New Zealand.
10. The Commission will present a vision statement for migration policy within the Commonwealth for the next decade, which may influence policy at the global level also.

Process

It is proposed that the Commission will divide its terms of reference into blocks of work, on which reports can be prepared at intervals, maintaining a continuous dialogue with Commonwealth institutions and governments. For example it could be possible to group the terms as follows: 1,2,6,7; 5,8; and 3,4,9,10.

*Endorsed by the Annual General Meeting
Ramphal Centre Committee, London*

INTERNATIONAL MIGRATION AND DEVELOPMENT IN THE COMMONWEALTH OF NATIONS

A. International migrant stock

As of 2010, the 54 members of the Commonwealth of Nations have a combined population of 2.2 billion people, almost one-third of the world population. About 73 per cent of the Commonwealth population people lives in Asia (1.6 billion) and 20 per cent in Africa (452 million). India has the largest population among the Commonwealth countries (1.2 billion), followed by Pakistan (184 million), Bangladesh (164 million), Nigeria (158 million), the United Kingdom (62 million) and South Africa (50 million). Nauru and Tuvalu, the smallest member states of the Commonwealth, each have 10,000 inhabitants. Almost half of the member states of the Commonwealth, 25, are classified as Small Island Developing States.⁷

The main source of globally comparable international migration data are the population censuses held in most countries of the world every 10 years. Virtually all censuses include a question about the country of birth or the country of citizenship of the respondent. Mainly based on this information, the United Nations Population Division estimates the number of international migrants, also known as the international migrant stock, for 230 countries and territories in the world at regular intervals. For 45 of the Commonwealth countries, the estimates are based on the number of foreign-born persons, for eight countries the estimates are based on the number of foreign citizens, and for one country the number of international migrants was imputed due to a lack of information. In countries where it was uncertain whether refugees were included in the census figures, the number of refugees as reported by the United Nations High Commissioner for Refugees (UNHCR) and by the United Nations Relief and Works Agency for Palestine refugees in the Near East (UNRWA) was added to the number of international migrants. This was the case for 18 countries of the Commonwealth.

According to latest estimates of the United Nations, the Commonwealth is host to 45 million international migrants, approximately one-fifth of the global migrant stock (214 million) (see Table 1). Between 1990 and 2010, the number of international migrants residing in the countries of the Commonwealth increased by 25 per cent, significantly less than the 38 per cent increase in the global migrant stock. International migrants represent some 2 per cent of the total population in the Commonwealth, about one-third less than the share of international migrants in the world population. In the more developed countries of the Commonwealth⁸, international migrants account for almost 16 per cent of the total population, up from 12 per cent in 1990. The share of international migrants in the total population of the less developed countries of the Commonwealth dropped from 1.7 per cent in 1990 to 1.2 per cent in 2010.

⁷ Small Island Developing States (SIDS) are small islands and low-lying coastal countries that share similar sustainable development challenges, including small population, lack of resources, remoteness, susceptibility to natural disasters, excessive dependence on international trade and vulnerability to global developments. In addition, they suffer from lack of economies of scale, high transportation and communication costs, and costly public administration and infrastructure. See: <http://www.sidsnet.org/>.

⁸ The group of more developed countries of the Commonwealth comprises Australia, Canada, Malta, New Zealand and the United Kingdom. The group of less developed countries of the Commonwealth comprise the remaining 49 member countries of the Commonwealth.

Table 1: Estimated number of international migrants in the Commonwealth, 1990-2010

Region	International migrant stock at mid-year (millions)			Distribution within Commonwealth (%)			Percentage of total population		
	1990	2000	2010	1990	2000	2010	1990	2000	2010
More developed CW countries (5)	12.3	15.1	19.3	34.3	39.4	43.3	11.7	13.3	15.9
Less developed CW countries (49)	23.6	23.1	25.4	65.7	60.6	56.7	1.7	1.3	1.2
Least developed CW countries (16)	3.9	4.2	4.2	11.0	11.0	9.5	1.9	1.6	1.3
Africa CW countries (19)	6.1	7.7	9.3	16.9	20.3	20.9	2.2	2.2	2.1
Asia CW countries (9)	17.3	15.1	15.7	48.0	39.6	35.2	1.5	1.1	1.0
Europe CW countries (2)	3.7	4.8	6.5	10.4	12.6	14.5	6.5	8.1	10.4
Latin Am. and Car. CW countries (12)	0.2	0.2	0.2	0.5	0.6	0.6	3.3	3.5	3.9
Northern America CW countries (1)	4.5	5.6	7.2	12.5	14.5	16.1	16.2	18.1	21.3
Oceania CW countries (11)	4.2	4.8	5.7	11.6	12.5	12.8	16.0	15.8	16.5
Total Commonwealth (54)	35.9	38.2	44.7	100.0	100.0	100.0	2.4	2.1	2.0
World	155.5	178.5	213.9	23.1	21.4	20.9	2.9	2.9	3.1

Source: United Nations, Department of Economic and Social Affairs, Population Division (2009). *Trends in International Migrant Stock: The 2008 Revision*. (United Nations database, POP/DB/MIG/Stock/Rev.2008).

Of the 45 million international migrants in the Commonwealth, 43 per cent reside in the developed countries of the Commonwealth, 47 per cent in the developing countries (excluding the least developed countries) of the Commonwealth, and the remaining 10 per cent in the least developed countries of the Commonwealth⁹. The Asian Commonwealth countries host the largest proportion of international migrants in the Commonwealth (around 35 per cent), followed by the Commonwealth countries in Africa (21 per cent), Northern America (16 per cent), Europe (15 per cent), Oceania (13 per cent) and Latin America and the Caribbean (1 per cent).

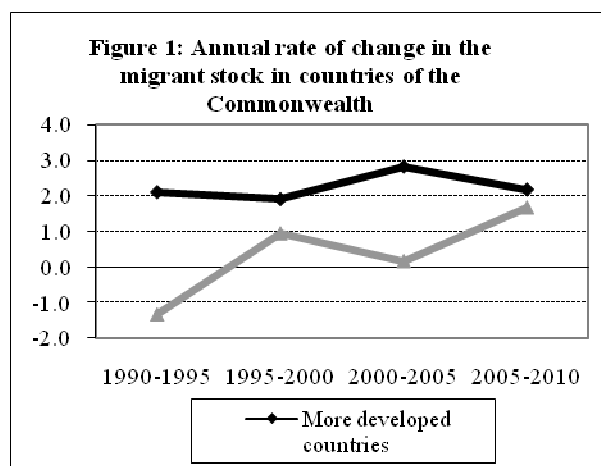
The international migrant stock in the developing countries of the Commonwealth has experienced a relatively rapid growth in the recent years. Between 2005 and 2010, it grew by 1.7 per cent annually, up from only 0.2 per cent per year during 2000-2005 and the highest growth rate in the past 20 years. In contrast, the

developed countries of the Commonwealth witnessed a decline in the average annual growth rate of the migrant stock, from 2.8 per cent during 2000-2005 to 2.2 per cent in 2005-2010 (see figure 1). During 2005-2010, the average annual growth rates of the number of international migrants in the developing and the developed countries of the Commonwealth were the closest they had been since 1990-1995.

⁹ The group of least developed countries comprises 16 countries of the Commonwealth: Bangladesh, Gambia, Kiribati, Lesotho, Malawi, Maldives, Mozambique, Rwanda, Samoa, Sierra Leone, Solomon Islands, Tuvalu, Uganda, United Republic of Tanzania, Vanuatu and Zambia.

Figure 1: Annual rate of change in the migrant stock in countries of the Commonwealth

Annual rate of change of the migrant stock (both sexes)	1990-1995	1995-2000	2000-2005	2005-2010
Commonwealth	-0.1	1.3	1.3	1.9
More developed countries	2.1	1.9	2.8	2.2
Less developed countries	-1.3	1.0	0.2	1.7



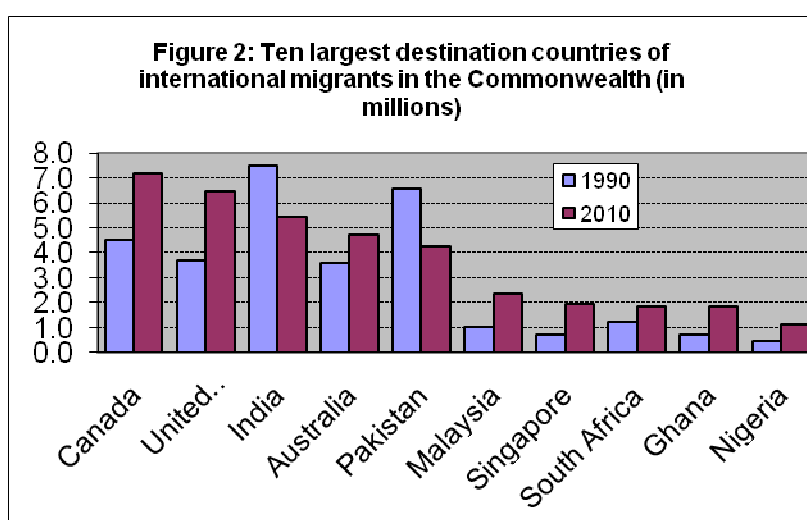
Source: Department of Economic and Social Affairs, Population Division (2009). *Trends in International Migrant Stock: The 2008 Revision*. (United Nations database, POP/DB/MIG/Stock/Rev.2008)

Nearly half of the international migrants in the countries of the Commonwealth (49 per cent) are women of all ages. This proportion is similar to that of the global number of international migrants. Yet, there are important regional differences in the proportion of female migrants. The percentage of female migrants is the highest in the Commonwealth countries of Europe (54 per cent), followed by the Commonwealth countries located in Northern America, Latin America and the Caribbean, and Oceania, where the proportion of female migrants is about 52 per cent. Male migrants outnumber female migrants in the Commonwealth countries of Asia (54 per cent) and Africa (53 per cent).

Both globally and within the Commonwealth, most international migrants reside in a small number of countries. In 2010, four countries (Australia, Canada, India and the United Kingdom) host more than half of the total number of international migrants in the Commonwealth, while the top ten receiving countries in the Commonwealth host 96 per cent of the migrant stock in the Commonwealth (see Figure 2). Canada has the largest population of international migrants in the Commonwealth (7.2 million), followed by the United Kingdom (6.5 million), India (5.4 million), and Australia (4.7 million). Among the Commonwealth countries with at least one million inhabitants, international migrants account for the highest proportion of the population in Singapore (41 per cent), New Zealand (22 per cent), Australia (22 per cent), and Canada (21 per cent)

Figure 2: Ten largest destination countries of international migrants in the Commonwealth (in millions)

Migrant Stock	Migrant Stock	
	1990	2010
Canada	4.497521	7.20234
United Kingdom	3.716271	6.451711
India	7.493204	5.436012
Australia	3.581363	4.71149
Pakistan	6.555782	4.233592
Malaysia	1.014156	2.357603
Singapore	0.727301	1.966865
South Africa	1.224368	1.862889
Ghana	0.716527	1.851814
Nigeria	0.447411	1.127668
Bangladesh	0.881617	1.085345
New Zealand	0.52319	0.962072
Kenya	0.162981	0.817747
United Republic of Tanzania	0.575957	0.659202
Uganda	0.550429	0.646548
Rwanda	0.072862	0.46548
Mozambique	0.121912	0.45002
Sri Lanka	0.458841	0.339915
Gambia	0.118123	0.290104
Malawi	1.156878	0.275851



Refugees constitute an important part of the international migrant stock. In 2010, the global number of refugees is estimated at 16.3 million persons, almost 8 per cent of the total number of international migrants (see table 2). Within the Commonwealth, refugees account for a slightly higher proportion of international migrants: the 4.2 million refugees that live in the Commonwealth in 2010, about one-fourth of the global refugee population, represent 9.4 per cent of all international migrants in the Commonwealth. Between 1990 and 2000, the number of refugees dropped significantly, both globally and within the Commonwealth. While the refugee population has increased again since 2000, it has not yet reached the level it had in 1990.

Table 2: Estimated refugee stock in the countries of the Commonwealth, 1990-2010

	Estimated number of refugees (mln.)			Distribution within Commonwealth (%)			Percentage of international migrant stock		
	1990	2000	2010	1990	2000	2010	1990	2000	2010
More developed CW countries (5)	0.3	0.4	0.5	5.4	9.7	12.3	2.4	2.4	2.7
Less developed CW countries (49)	5.1	3.3	3.7	94.6	90.3	87.7	21.6	14.4	14.5
Least developed CW countries (16)	1.5	1.2	0.9	27.9	32.0	22.5	38.2	28.1	22.3
Africa CW countries (19)	1.6	1.5	1.3	30.0	40.0	31.7	26.6	19.1	14.2
Asia CW countries (9)	3.4	1.8	2.3	63.9	50.0	55.7	19.9	12.2	14.9
Europe CW countries (2)	0.0	0.2	0.3	0.8	4.5	7.2	1.2	3.5	4.7
Latin Am. and Car. CW countries (12)	0.0	0.0	0.0	0.6	0.1	0.0	16.4	1.0	0.2
Northern America CW countries (1)	0.1	0.1	0.2	2.7	3.4	3.9	3.2	2.3	2.3
Oceania CW countries (11)	0.1	0.1	0.1	2.0	2.0	1.4	2.6	1.5	1.0
Total Commonwealth (54)	5.4	3.7	4.2	227.9	100.0	100.0	15.0	9.7	9.4
World	18.5	15.6	16.3	29.1	23.6	25.6	11.9	8.8	7.6

Source: United Nations, Department of Economic and Social Affairs, Population Division (2009). *Trends in International Migrant Stock: The 2008 Revision*. (United Nations database, POP/DB/MIG/Stock/Rev.2008).

The size of the refugee population is inversely related to the level development. About 88 per cent of all refugees hosted by countries of the Commonwealth are hosted by the 49 developing countries of the Commonwealth. More than half of all refugees that live in the Commonwealth reside in Asia (56 per cent), while Africa hosts almost one-third (32 per cent). The developed countries of the Commonwealth host only 12 per cent of the total number of refugees that live in the Commonwealth in 2010 (see table 2). This observation is confirmed when analyzing the refugee population in relation to the total number of international migrants. In 2010, the proportion of refugees in the total number of international migrants is the highest in the least developed countries of the Commonwealth (22 per cent), followed by the developing countries of the Commonwealth (15 per cent) and the more developed countries (3 per cent) (see table 2).

B. International migration flows

In the previous section, a global overview of levels and trends in the number of international migrants was provided, based on estimates of the stock of international migrants derived from population censuses. This section presents the available information on the annual inflows (or outflows) of international migrants. Unfortunately, information on the arrivals (departures) of immigrants (emigrants) is much scarcer than on the foreign-born or foreign population. Reliable data on annual flows are available for only four Commonwealth countries, namely Australia, Canada, New Zealand and the United Kingdom (see figure 3, below). In Australia and New Zealand, the data are generated from border statistics, whereas in Canada they are based on the number of permanent residence permits issued. The United Kingdom collects migration data on flows using the International Passenger Survey. The comparability of these data is not only affected because of the different sources they are based on, but also because of the differences in coverage. For instance, in Canada, the data are limited to foreign immigrants, whereas nationals are included in the data for the other three countries.

In Canada, immigration levels increased rapidly during the 1980s. Since 1990, permanent residence has been granted to more than 230,000 immigrants each year on average with a peak in 2005, when 260,000 immigrants were admitted. About one-third of all immigrants admitted to Canada since 1980 were citizens from other Commonwealth countries.

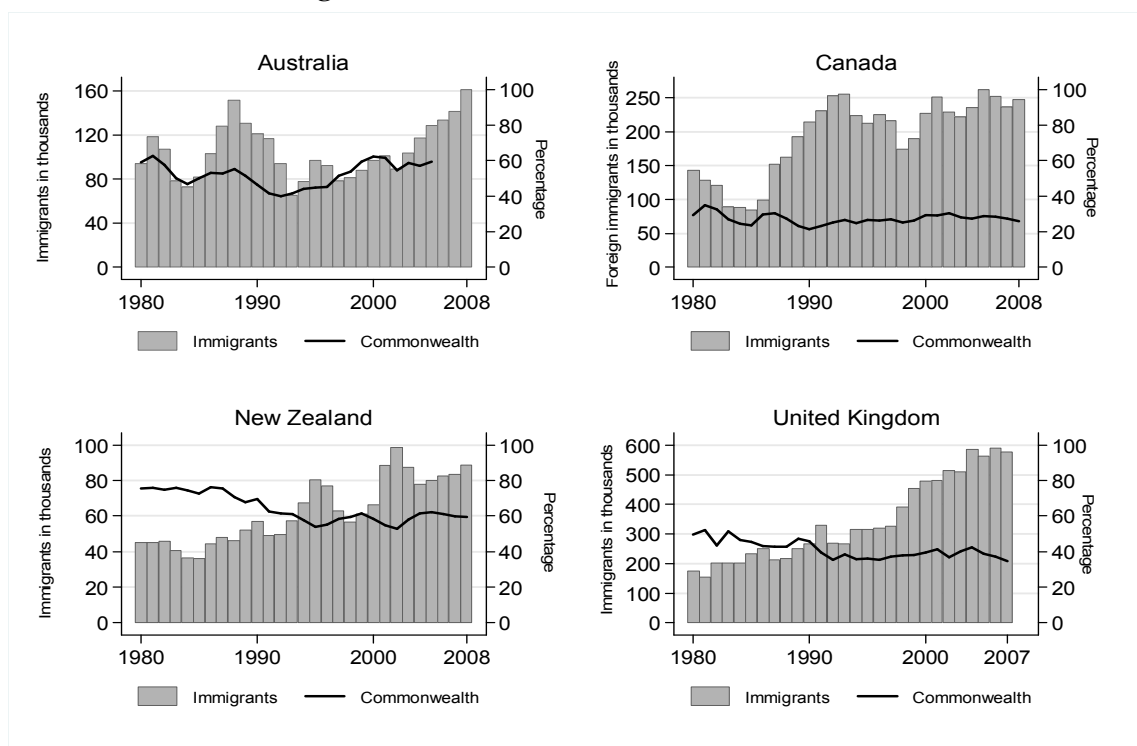
Australia's immigration levels peaked in the late 1980s and again in 2008. During the 1990s, the annual arrival of permanent settlers, including both Australian and foreign citizens, remained below 100,000. In 2008, Australia admitted 160,000 immigrants. Between 40 and 65 per cent of the immigrants in Australia are originating from Commonwealth countries.

In New Zealand, the volume of long-term and permanent movements has increased steadily. Thus, the annual number of nationals and foreign citizens admitted into New Zealand has increased from approximately 40,000 during the 1980s to more than 80,000 since 2000. The proportion of citizens from the Commonwealth among the immigrants in New Zealand has fallen slightly since the 1980s and fluctuates currently around 60 per cent.

In the United Kingdom, long-term immigration of citizens and foreigners has increased steadily from around 200,000 annually since the mid-1980s to more than 500,000 per year during the 2000s. The proportion of citizens from the Commonwealth has decreased over the years and fell below 40 per cent during the mid-2000s.

Half of the recorded outflows from Australia in 2008 and the United Kingdom in 2007 were directed to other Commonwealth countries. In 2008, more 80 per cent of the migrants departing from New Zealand intended to move to another Commonwealth country.

Figure 3: Inflow of international migrants, 1980-2008



Note: For 2006–2008 the percentage of immigrants from Commonwealth for Australia could not be calculated due to high unknown origins. Source: United Nations, Department of Economic and Social Affairs, Population Division (forthcoming). *International Migration Fluxes to and from Selected Countries: The 2008 Revision*. (United Nations database, POP/DB/MIG/FLOW/Rev.2008).

C. Immigration and educational attainment

The Organisation for Economic Co-operation and Development (OECD) provides estimates of the foreign-born population by educational attainment, based on population censuses and registers, supplemented by information from labour force surveys. In all four Commonwealth countries who are a member of the OECD¹⁰, the percentage of those with tertiary education is higher among the foreign-born than among the native-born. The difference is the largest in the United Kingdom, where the proportion of tertiary educated among the foreign-born is 35 per cent, almost double that of the native-born population (20 per cent). Canada has the highest proportion of tertiary educated immigrants (38 per cent), Australia the lowest (26 per cent). In three of the four countries, women are slightly higher educated than men (see table 3).

Table 3: Educational attainment of the native and foreign-born population over 15, around 2000 (%)

Country	Education	Native-born			Foreign-born			Total		
		Men	Women	Total	Men	Women	Total	Men	Women	Total
Australia	Primary	41.8	54.9	48.5	34.7	48.0	41.3	40.1	53.2	46.7
	Secondary	40.1	23.4	31.6	39.6	26.1	32.8	39.9	24.1	31.9
	Tertiary	18.1	21.7	20.0	25.6	26.0	25.8	20.0	22.7	21.4
Canada	Primary	32.6	30.7	31.6	27.6	32.4	30.1	31.5	31.1	31.3
	Secondary	39.1	34.8	36.9	33.4	30.6	31.9	37.9	33.8	35.8
	Tertiary	28.2	34.5	31.5	39.0	37.0	38.0	30.6	35.1	32.9
New Zealand	Primary	30.9	29.4	30.1	18.4	18.9	18.7	28.2	27.1	27.6
	Secondary	40.2	45.0	42.7	48.7	51.9	50.4	42.1	46.6	44.4
	Tertiary	28.9	25.6	27.2	32.8	29.2	31.0	29.7	26.3	27.9
United Kingdom	Primary	50.9	51.5	51.2	39.8	41.3	40.6	49.9	50.5	50.2
	Secondary	28.1	29.2	28.7	23.9	25.1	24.5	27.7	28.8	28.3
	Tertiary	20.9	19.3	20.1	36.3	33.6	34.8	22.4	20.8	21.6

Source: Organisation for Economic Co-operation and Development (2008). *A Profile of Immigrant Populations in the 21st Century. Data from OECD Countries*, Paris. Note: figures do not add up due to rounding.

Primary level refers to ISCED 0/1/2, secondary level refers to ISCED 3/4 and tertiary level refers to ISCED 5/6.

Excluding people with unknown education level, gender or place of birth.

Analysis of the foreign-born population by educational attainment and country of birth indicates that Commonwealth countries constitute an important source of immigrants residing in Commonwealth countries who have tertiary education. In Australia, more than half of all tertiary educated immigrants were born in other Commonwealth countries, in particular the United Kingdom (28 per cent) and New Zealand (8 per cent). In Canada, one-third of tertiary educated foreign-born over 15 was born other Commonwealth countries, in particular in the United Kingdom (12 per cent) and India (6 per cent). More than two thirds of the highly skilled foreign-born residing in New Zealand was born in the Commonwealth, most of whom were born in the United Kingdom (37 per cent) and Australia (7 per cent). In the United Kingdom, nearly every second highly skilled foreign-born was born in the Commonwealth with India being the main source country (10 per cent). In sum, tertiary educated immigrants constitute an important part of the inflow in key destination countries in the Commonwealth. It was also found that many highly educated immigrants in these destination countries originated from other developed countries.

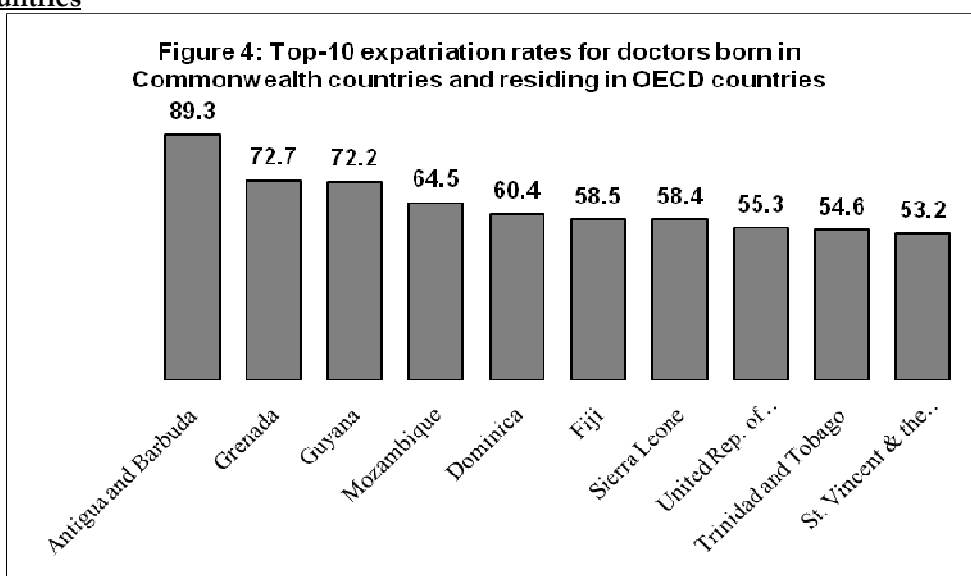
¹⁰ The OECD does not provide estimates for Malta.

In order to analyze the impact of immigration policies of developed countries on developing countries, the OECD has compared the educational level of immigrants in OECD countries with that of the native-born population in the countries where the immigrants were born. The analysis shows that “emigration rates” of the highly skilled in the countries of the Commonwealth differ widely. Countries with small populations, especially island states, experience high “emigration rates” of their highly skilled population (see Annex I). Thus, in the case of Barbados, Gambia, Guyana, Jamaica, Mauritius, Mozambique, Trinidad and Tobago, the percentage of the highly educated population living abroad varies from 40 to over 70 per cent. Significantly lower proportions of expatriates (less than 5 per cent) holding tertiary degrees are found mainly for Australia, Bangladesh, Botswana, Canada, India, Lesotho and Swaziland. The above data suggest that the small island developing states are the ones that are most directly affected by the emigration of highly skilled workers, the so-called “brain-drain”.

D. Emigration of health workers

The emigration of health workers from developing countries may affect local health systems and, as result, jeopardize the implementation of the Millennium Development Goals (MDGs). Using data provided by WHO’s Global Health Atlas, the OECD has calculated emigration rates for doctors and for nurses covering almost all countries of the Commonwealth. The highest emigration rates among doctors, with more than 40 per cent of doctors who were born in these countries and are now working in OECD countries, were found for Small Island Developing States and for countries in Africa. The largest number of foreign-born doctors working in the OECD was born in India (56,000). However, they represent only 8 per cent of all doctors born in India.

Figure 4: Top-10 expatriation rates for doctors born in Commonwealth countries and residing in OECD countries



Source: OECD (2007). International Migration Outlook, 2007 Annual Report, OECD, Paris.
Note: No data were available for Nauru, Kiribati and Tuvalu

Data table:
Doctors

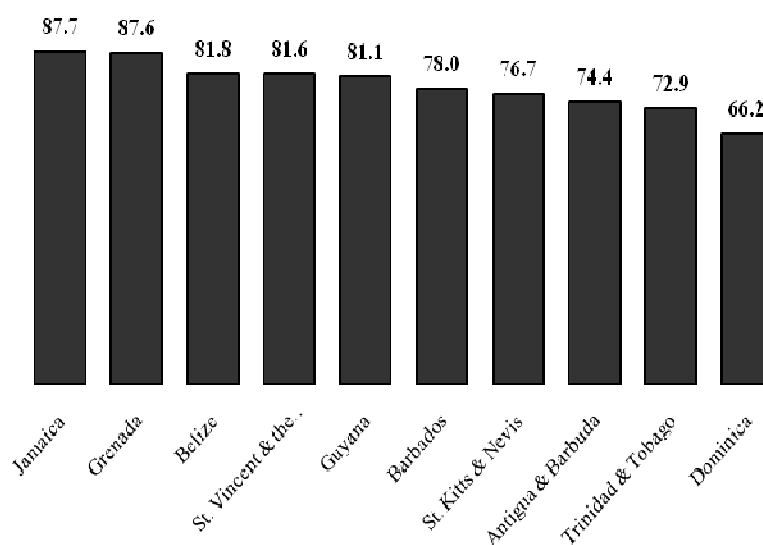
Country of birth	<i>Number of persons working in OECD countries</i>	<i>Expatriation rate</i>
Antigua and Barbuda	100	89.2857142857143
Grenada	109	72.6666666666667
Guyana	949	72.1673003802281
Mozambique	935	64.5272601794341
Dominica	58	60.4166666666667
Fiji	382	58.4992343032159
Sierra Leone	236	58.4158415841584
United Rep. of Tanzania	1018	55.3260869565217
Trinidad and Tobago	1206	54.5701357466063
St. Vincent & the Grenadines	115	53.2407407407407
Jamaica	2114	48.4085184337073
Barbados	275	46.0636515912898
Tonga	23	39.6551724137931
Malawi	162	37.8504672897196
Bahamas	178	36.3265306122449
Mauritius	725	35.7495069033531
Kenya	2385	34.6103613408794
Papua New Guinea	136	33.0900243309002
Uganda	1084	32.918311569997
Ghana	1469	31.1955829263113
Zambia	567	30.9666848716548
Sri Lanka	4668	30.8179837591602
Samoa	46	27.710843373494
Malta	458	26.7523364485981
Cyprus	627	25.1706142111602
Belize	76	23.2415902140673
Seychelles	36	22.9299363057325
Gambia	46	22.7722772277228
Saint Kitts and Nevis	15	22.7272727272727
Malaysia	4679	22.46818727491
Brunei Darussalam	94	21.8604651162791
Vanuatu	5	20
Singapore	1356	19.0905251302267
South Africa	7355	17.4355205765219
New Zealand	1904	17.4183514774495
Solomon Islands	11	16.9230769230769

Cameroon	572	15.4761904761905
Canada	9946	12.9963804570816
Nigeria	4611	11.6633783578692
United Kingdom	17006	11.2886416589776
Namibia	75	11.1441307578009
Rwanda	45	10.0896860986547
Pakistan	10505	8.28450430983494
India	55794	7.95217917416718
Lesotho	7	7.29166666666667
Bangladesh	2127	5.23736826553728
Swaziland	9	5
Saint Lucia	39	4.9492385786802
Botswana	33	4.41176470588235
Australia	2067	4.13880100917064
Maldives	6	1.94805194805195

Overall, expatriation rates for nurses are even higher than those for doctors. Among the 10 countries with the highest expatriation rates, the percentage of nurses residing in OECD countries ranged between 66 and 88 per cent (see Figure 5). Out of the twenty countries with emigration rates of nurses that exceed 50 per cent, 19 are Small Island Developing States. Eight of the ten countries with the highest expatriation rates for nurses are located in the Caribbean. The United Kingdom constitutes the largest country of birth for foreign-born nurses residing in OECD countries (46,000), although they account for only 6 per cent of the total number of nurses that were born in the United Kingdom.

Figure 5: Top 10 expatriation rates for nurses born in Commonwealth countries and residing in OECD

Figure 5: Top-10 expatriation rates for nurses born in Commonwealth countries and residing in OECD countries



Data table:
Nurses

Country of birth	<i>Number of persons working in OECD countries</i>	<i>Expatriation rate</i>
Jamaica	31186	88
Grenada	2131	88
Belize	1365	82
St. Vincent & the Grenadines	1228	82
Guyana	7450	81
Barbados	3496	78
St. Kitts & Nevis	711	77
Antigua & Barbuda	678	74
Trinidad & Tobago	9808	73
Dominica	620	66
Samoa	566	62
Tonga	449	58
Sierra Leone	2057	56
Fiji	2025	56
Saint Lucia	369	53
Mauritius	4502	50
Bahamas	560	30
Ghana	5230	25
Malta	649	22
Malaysia	7569	20
New Zealand	7564	20
Seychelles	151	19
Cyprus	706	19
Mozambique	779	16
Papua New Guinea	455	14
Brunei Darussalam	129	13
Solomon Islands	38	10
Singapore	1913	10
Nigeria	13398	10
Kiribati	19	9
Sri Lanka	2032	8
Uganda	1210	7
Canada	24620	7
United Republic of Tanzania	970	7
Kenya	2523	6
United Kingdom	45638	6

Cameroon	1338	5
Zambia	820	5
Vanuatu	20	4
Gambia	62	4
Pakistan	1803	4
South Africa	6016	3
Bangladesh	651	3
Malawi	200	3
India	22786	3
Australia	4620	3
Rwanda	54	1
Botswana	47	1
Swaziland	37	1
Namibia	30	0

E. International students

According to UNESCO, over 2.8 million students, 2 out of every 100 student, were enrolled in tertiary educational institutions outside their country of birth in 2007. Between 1999 and 2007, the total number of international students had grown by 53 per cent. One fifth of all international students in 2007 originated from a country of the Commonwealth. Worldwide, the largest group of students originate from China (421,000), followed by India (153,300). Other major countries of origin of tertiary students in the Commonwealth were Malaysia (45,200), Canada (43,900), Pakistan (24,600) and the United Kingdom (24,100).

The largest host countries of international students were the United States (596,000) and the United Kingdom (352,000). Other important destination countries in the Commonwealth were Australia (212,000), Canada (69,000), New Zealand (33,000) and Malaysia (24,000).

Australia hosted the largest proportion of international students in the Commonwealth (20 per cent), followed by United Kingdom (15 per cent), New Zealand (14 per cent), Canada (5 per cent) and Malaysia (3 per cent). Asia was the region of origin of 86 per cent in Malaysia, 79 per cent of international students in Australia, 69 per cent in New Zealand, 46 per cent in the United Kingdom and 42 per cent in Canada.

About one third of the international students in Australia (36 per cent) New Zealand (30 per cent) and the United Kingdom (29 per cent) originate from countries of the Commonwealth. In Malaysia and Canada, the corresponding figures are 24 per cent and 14 per cent, respectively.

While India constitutes a major sending country of international students, accounting for 5.5 per cent of all international students in 2007, its "outbound mobility ratio" was low as international students from India represented 0.1 per cent of the population of tertiary student age in the country. In some countries in the African Commonwealth, the "outbound mobility ratios" were significantly higher. Countries in the African Commonwealth with one-third or more of their students enrolled in tertiary education programmes abroad were Botswana (89 per cent), Namibia (61 per cent), Swaziland (58 per cent), Lesotho (48 per cent), Mauritius (41 per cent), and Malawi (31 per cent). South Africa was the most important receiving country of these students.

International students from Cyprus represented 37 per cent of the population of tertiary student age in their home country. Similar trends apply to small islands states such as Nauru (14 per cent), Tonga (13 per cent), Dominica (12 per cent), and Saint Kitts and Nevis (10 per cent). For several small countries, such as Antigua and Barbuda, Bermuda, and Cyprus, the number of students abroad exceeded domestic enrolment.

F. Remittances

Recorded remittances in the 54 countries of the Commonwealth reached 86 billion in 2007, more than one-fifth of the amount of remittances received worldwide (US\$ 380 billion), according to World Bank estimates. The 49 less developed Commonwealth countries received 85 per cent of the total remittances received by Commonwealth countries (US\$ 73 billion). The Commonwealth countries receiving the largest amounts of remittance in 2007 were India (US\$ 39 billion), Nigeria (US\$ 9 billion), United Kingdom (US\$ 8 billion), Bangladesh (US\$ 7 billion), and Pakistan (US\$ 6 billion).

Remittances may constitute an important part of the gross domestic product (GDP). For the less developed countries of the Commonwealth, remittances account for 3.2 per cent of the GDP. In the 16 least developed countries of the Commonwealth, the share of remittances in total GDP is almost double (6.2 per cent). In Guyana, Lesotho, Samoa and Tonga, remittances represent more than 20 per cent of total GDP. Jamaica received US \$ 2.1 billion in remittances in 2007, accounting for 19 per cent of total GDP. Remittances represent an important part of the GDP in Small Island Developing Countries: among the ten Commonwealth countries with the highest percentage of remittances of total GDP, seven are Small Islands Developing States.

Table 4. Remittances received by countries of the Commonwealth, 2007

Region	Total (in mn. USD)	Percentage of GDP	Distribution within Commonwealth (%)
More developed CW countries (5)	12,755	0.3	14.9
Less developed CW countries (49)	72,840	3.2	85.1
Least developed CW countries (16)	8,034	6.2	9.4
Africa CW countries (19)	13,727	2.3	16.0
Asia CW countries (9)	55,731	3.4	65.1
Europe CW countries (2)	8,277	0.3	9.7
Latin Am. and Car. CW countries (12)	2,950	7.0	3.4
Northern America CW countries (1)
Oceania CW countries (11)	4,909	0.5	5.7
Total Commonwealth (54)	85,595	1.4	100.0
World	380,050	0.7	22.5

No data are available for Bahamas, Brunei Darussalam, Canada, Nauru, Singapore and Tuvalu.
Source: United Nations, Department of Economic and Social Affairs, Population Division (2009). International Migration 2009, Wallchart (United Nations publication ST/ESA/Ser.A/288)

G. Irregular migration

It is generally recognized that orderly and legal migration is in the interest of sending and receiving countries. Regular migration also benefits migrants themselves as it allows migrants to access their rights. Irregular migration is fuelled by persons entering the country illegally as well as those overstaying their residence permit or visa. By its very nature, the scope of irregular migration is difficult to ascertain. Some countries produce estimates of irregular migration on a regular basis. For other countries, statistics become available as a result of regularization programmes. Estimates on the irregular migrant stock from different sources were available for Australia, New Zealand and the United Kingdom and published by the OECD. In countries that follow the United Nations recommendations, population censuses include all persons who are residing in the country, regardless of legal status. Therefore, the undercount in population census due to irregular migration is generally limited.

In Australia and New Zealand, estimates for irregular migration are derived by comparing information collected upon arrival with that collected during the departure. In 2006, it was estimated that 46,500 international migrants with an irregular status were living in Australia. For New Zealand, the corresponding figure was 17,300. For the United Kingdom, the number of irregular migrants at the end of 2007 was estimated to be between 417,000 and 863,000 with a central estimate of 618,000.

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