

## CHAPTER ONE

# A world of work: Migrants in a globalizing labour market

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**Women, men and children should be able to realize their potential, meet their needs, exercise their human rights and fulfil their aspirations in their country of origin, and hence migrate out of choice, rather than necessity. Those women and men who migrate and enter the global labour market should be able to do so in a safe and authorized manner, and because they and their skills are valued and needed by the states and societies that receive them.**

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1. Momentous changes are taking place in the global economy. Countries in different regions of the world are becoming increasingly integrated and interdependent, linked by rapid flows of capital, goods, services, information and ideas. Access to knowledge has become a key determinant of competitiveness and success. Private sector enterprises are becoming increasingly global and mobile. According to the International Monetary Fund (IMF), these developments will enable the global economy to expand at more than four per cent in 2005, generating trillions of dollars in new income.

2. But this record of economic achievement has not yet been reflected in the creation of new employment opportunities, especially in developing countries, where large numbers of young people are entering the labour market. International Labour Office (ILO) statistics indicate that in 2004, some 185 million people around the world were unemployed. Over the previous ten-year period, the industrialized states were the only ones to experience falling unemployment rates. In every other region they either remained stable or increased.

3. Being out of work is not the only dimension of the current employment crisis. According to the ILO, around 550 million of the people in work are living on less than a US dollar a day, while almost half the world's 2.8 billion workers earn less than two dollars a day. In some developing countries, the majority of people in the labour force are working in the informal sector of the economy, where wages and working conditions are unregulated. According to the US State Department, between 600,000 and 800,000 people are trafficked every year, joining the estimated 12 million people who are trapped in conditions of forced labour. In the words of the ILO's Director-General, "the global jobs crisis is putting security, development, open economies and open societies all at risk. This is not a sustainable course."

4. The global jobs crisis also has important implications for the sustainability of current approaches to international migration. Because they are unable to find adequately compensated livelihoods at home, increasing numbers of women and men in developing countries are looking for employment opportunities elsewhere. While many continue to move within the

developing regions, a growing proportion are moving to find work in the world's more prosperous states. According to UN statistics, between 1980 and 2000 the number of migrants in developed countries more than doubled, from 48 to 110 million, while the number of migrants in developing countries grew from 52 to 65 million.

5. A key issue in the years to come will be whether an appropriate balance can be found in the supply and demand for migrant workers. In terms of demand, to what extent and under what conditions will the world's more prosperous states be prepared to admit migrant workers from other parts of the world? And with regard to supply, what can be done to provide the citizens of developing countries with better jobs and higher levels of human security at home, so that they do not feel compelled to migrate? This chapter seeks to answer those questions.

### Differentials, disparities and migration

**The number of people seeking to migrate from one country and continent to another will increase in the years to come, due to developmental and demographic disparities, as well as differences in the quality of governance. States and other stakeholders must take due account of this trend in the formulation of migration policies.**

6. International migration is usually a response to differentials and disparities. When people decide to migrate, it is normally because they want to move away from the constraints and insecurities they faced in their country of origin, and because they consider that better conditions and opportunities exist elsewhere. In the contemporary world, the principal forces that are driving international migration are due to the '3Ds': differences in development, demography and

democracy. The Commission has concluded that because these differentials are widening, the number of people seeking to migrate will continue to increase in the future. Migration policies will have to take due account of this trend, ensuring that the increased scale of migration brings real benefits to countries of origin, countries of destination and to migrants themselves.

### Developmental disparities

7. According to the United Nations Development Programme (UNDP), the proportion of the world's population living in poverty has fallen faster in the past 50 years than in the previous 500 years. And yet the gap between living standards in richer and poorer parts of the globe is continuing to grow. In 1975, the per capita Gross Domestic Product (GDP) in high-income countries was 41 times greater than that in low-income countries and eight times greater than that in middle-income countries. Today, high-income countries have per capita GDPs that are 66 times those of low-income countries and 14 times those of middle-income countries.

8. These statistics help explain why so many people in low and middle-income countries wish to migrate to more prosperous states, and why high-income countries, which have less than 20 per cent of the global labour force, now accommodate over 60 per cent of the world's migrants. Migrants who move from lower to higher income economies are often able to gain an income that is 20 or 30 times higher than they would be able to gain at home. While living costs are usually much higher in countries of destination, most migrants can still earn enough to support themselves and send remittances home to members of their household and community.

9. The incentive to migrate appears to be getting stronger. In many developing countries,

market-oriented reforms have boosted the competitiveness of the national economy, but have failed to create sufficient jobs to absorb the growing number of people in the labour market, especially those without education and training. As a result, many young people are confronted with the prospect of long-term unemployment or underemployment.

10. Some 1.3 billion people, around half of the work force in developing countries, are employed in agriculture, usually as small farmers. These farmers are confronted with multiple disadvantages. They face competition from subsidized farmers in more prosperous parts of the world. Efforts to market their goods and improve productivity are often hampered by the poor physical and financial infrastructures that exist in many developing countries. A growing number of small farmers must also cope with the problem of environmental degradation, as well as the appropriation of agricultural land by the state and private enterprise.

11. Growing numbers of these people can be expected to migrate, initially from rural to urban areas and subsequently to other countries. In some countries, especially in Asia, this trend seems likely to be reinforced by government policies that are designed to facilitate the migration of their citizens, so as to reduce unemployment levels and to increase the volume of the remittances they send home.

12. The demand for migrant labour is strong. In many industrialized states, the increasing competitiveness of the global economy has placed new pressures on both private and public sector employers to minimize costs and to maximize the use of cheap and flexible labour – precisely the kind of labour that migrants, whether they have moved in a regular or irregular manner, are able to provide.

13. The growth of migration from poorer to richer countries is not and will not be confined to low-income workers. The industrialized states are currently confronted with shortages of personnel in high-value and knowledge-based sectors of the economy such as health, education and information technology. Unable to recruit, train and retain the necessary personnel at home, a growing number of governments and employers are turning to the global labour market in order to meet their human resource needs. Multinational corporations want to move their personnel from one country to another in order to make best use of the talent they have engaged, and are calling on states to make this process easier.

### ***Demographic differentials***

14. The potential for growth in the scale of migration from poorer to richer countries is reinforced by demographic differentials. Many of the world's more prosperous states now have fertility levels that are below the replacement rate of 2.12 per woman. Their populations are becoming both smaller and older, a situation which threatens their ability to sustain current levels of economic growth and to maintain their existing pensions and social security systems. In contrast, virtually all of the world's population growth is taking place in developing countries. According to the United Nations Population Division, estimated fertility rates for the period 2000 to 2005 range from just 1.4 in Europe and 2.5 in Latin America and the Caribbean, to 3.8 in the Arab states and 5.4 in sub-Saharan Africa.

15. Statistics compiled by the World Bank indicate that the global labour force will rise from 3.0 to 3.4 billion in the period 2001 to 2010, an average increase of 40 million per year. Some 38 million of that annual growth will come from developing countries, and only two million from

high-income countries. On the basis of current trends, by the end of the decade, some 86 per cent of the global labour force will come from developing countries. If the industrialized states need workers to compensate for the diminishing size of their populations, to provide care to their growing number of elderly people and to support their pensions systems, it will not be difficult for them to fill those gaps through the recruitment of migrant labour.

#### **African demographics**

Sub-Saharan Africa's population has grown faster than any other region over the past 40 years. Because of its relatively high fertility levels, the region seems certain to be the principal source of world population growth over the next 20 years, even with the HIV/AIDS pandemic reversing decades of gains in life expectancy. According to UN statistics, Africa's total population is expected to increase from 794 million in 2000 to 1.1 billion in 2025.

#### **Democracy and governance**

16. While developmental and demographic variables seem likely to play an important role in determining the future supply and demand for migrant workers, disparities in the areas of democracy, governance, human rights and human security must also be taken into account. A good number of the states experiencing unemployment, low incomes and high rates of population growth are also countries where the democratic process is fragile, where the rule of law is weak, and where public administration is inefficient.

17. By migrating, people who are living in precarious economic and political circumstances are able to insure themselves and their families against market volatility, political crises, armed conflicts and other risks. In the worst cases, people who are confronted with such disasters may

feel obliged to seek asylum in another state, a form of migration that derives largely from necessity and which involves little or no choice.

18. The Commission has been impressed by the extent to which people, especially the younger generation, have been affected by the human rights and mass communications revolutions that have taken place in recent years. Today's citizens want to benefit from a good education and find a decent job, but they also expect to be able to express their opinions, to engage in political debate, to question conservative cultures and to break free from social constraints. If they are unable to meet those expectations in their own country, then they will seek to enter the labour market in societies where such opportunities are available.

#### **Migration of women**

19. Women constituted just under half of all international migrants in 2000, and just over half of those lived in more developed regions. Women are entering the global labour market in greater numbers and increasingly migrate alone. Indeed, they are often primary breadwinners for the families they leave behind.

20. These trends will continue in the years to come, not least because of increased demand in the industrialized states for labour in sectors that are traditionally associated with women: domestic work, nursing and personal care services, cleaning, entertainment and the sex trade, as well as retailing and labour-intensive manufacturing. Negative attitudes in countries of origin towards divorced, widowed, childless and single women, coupled with the fact that many women now have better access to education and a greater awareness of their human rights, will provide further incentives for women at all levels of education to seek jobs and new experiences abroad.

### **Migrant women**

While there is a common perception that the majority of migrants are men, the most recent UN figures indicate that women now comprise almost half of the world's migrant and refugee population. In 2000, the number of migrant women exceeded the number of migrant men in Latin America and the Caribbean, North America, Oceania, Europe and the former Soviet Union. In Africa and Asia, however, migrant men were in the majority.

## **Liberalization of the global labour market?**

**States and other stakeholders should pursue more realistic and flexible approaches to international migration, based on a recognition of the potential for migrant workers to fill specific gaps in the global labour market.**

21. There would appear to be an emerging convergence of interests between richer and poorer countries. In simple terms, the former are running short of working-age people, while the latter have such people to spare. Logic suggests that one outcome of this situation should be a growth in the scale of authorized labour migration from developing to high-income countries. But that is not currently the case. Much of today's migration taking place between poorer and richer regions is irregular in nature.

22. The notion of a 'global labour market' is something of a misnomer. The process of globalization is characterized by the increasingly free movement of capital, goods, services and information across national borders. The same cannot be said of people. Specific groups of employees, such as information technology specialists, senior academics, health professionals and teachers, not to mention soccer players and other sports stars, may be able to seek employ-

ment on a global market. But for the majority of people and in most regions of the world, national labour markets prevail and the opportunities for them to seek work in other countries remain limited.

### **The employers' perspective**

23. There is growing frustration among employers about the restrictions that states place on the recruitment and relocation of foreign labour. In many parts of the private sector, such controls are regarded as a constraint on productivity and market expansion. Public sector representatives complain that they are unable to offer the services expected of them because they are prevented from filling labour market gaps with authorized migrant workers. Confronted with the rigidities that exist in the global labour market, some employers have sought alternative strategies, such as transferring all or part of their enterprises to countries that can provide an adequate supply of suitable labour at an attractive price, or subcontracting to smaller enterprises that are prepared to engage unauthorized migrant workers.

24. The strategies of 'outsourcing' and 'offshoring' promise to bring substantial benefits to the global economy and to countries able to provide such facilities. But they will not resolve labour and skills shortages in the industrialized countries. Given the costs involved in moving, they are unlikely to be viable options for family-owned and small-scale businesses. Nor do they provide a workable solution for the many private and public sector employers who need to have face-to-face contact with their customers and clients. For example, relatively few of the elderly people needing care in Europe or Japan will want to live in nursing homes in North Africa or Indochina. In fact, it seems likely that growing numbers of care-givers from developing countries

will migrate to the industrialized states in order to assist elderly people at home.

### **Alternatives to migration**

25. Responding to the circumstances described above, some stakeholders, including the private sector, have called for a more liberal approach to international labour migration – an approach that would enable workers to move with greater freedom from poorer to richer regions of the world. Such an approach, it has been suggested, would yield enormous benefits for developing countries in the form of increased remittances, diaspora investment and the transfer of knowledge. Simultaneously, it would help industrialized states to address the economic and social challenges presented by their ageing and diminishing populations, and thereby create a ‘win-win’ situation.

26. There are a number of reasons why this approach may not prove acceptable to all states. First, if undertaken at one point in time or on a short-term basis, importing labour would not constitute an effective solution to the demographic challenge confronting many states, because migrant workers eventually age and become economically inactive themselves. The continuous recruitment of migrant labour would be required to avert such a scenario.

27. Second, many of the countries that have ageing and diminishing populations also have substantial numbers of people (not least amongst existing migrant and minority populations) who have been unemployed for long periods of time, as well as many women who have withdrawn from or who for various reasons have never participated in the labour market. Increasing the labour force participation of such people represents an alternative or complementary policy to increased immigration, as does the introduction

of other measures, such as later retirement, lower pensions and the introduction of labour-saving technology. Migration is only one of the options available.

28. Third, migration policies will not be guided solely by the laws of economics or demography. Many states and societies remain uncomfortable with the notion of large-scale and continuous immigration, especially if the new arrivals have a different ethnic, cultural or religious background from the majority of citizens. Large-scale labour migration will not be promoted by governments if it is perceived as a threat to social cohesion or electoral success.

29. Finally, some of the industrialized states have met part of their need for additional labour (especially cheap and flexible labour that can be deployed to take up work that is shunned by nationals) by turning a blind eye to the employment of migrants with an irregular status. Indeed, the recent growth and partial tolerance of irregular migration by states, as well as the introduction of periodic regularization programmes for unauthorized workers, can, in some respects, be regarded as a *de facto* liberalization of the global labour market. The Commission underlines its concern about this situation, and reminds states that it is in their interest to ensure that their demand for foreign labour is met in an authorized and organized manner.

### **Permanent and temporary migration programmes**

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**States and the private sector should consider the option of introducing carefully designed temporary migration programmes as a means of addressing the economic needs of both countries of origin and destination.**

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30. The world would benefit substantially from a well regulated liberalization of the global labour market. Such an approach would contribute to the growth of the global economy and enable the international community to achieve a better match between the supply and demand for migrant labour. It would ensure that citizens of countries in the South have better access to the labour markets of the North and enable those people to contribute towards the development of their own countries. It would assist the industrialized states to meet their emerging demographic challenge, and enable employers to engage the workers they need. A well regulated liberalization of the global labour market would also be preferable to the current situation, in which labour market gaps are filled in part by means of irregular migration and unauthorized employment.

#### **Traditional immigration countries**

31. There is, however, a need to consider the form that such regulated migration might take. Traditional countries of immigration such as Australia, Canada, New Zealand and the United States, for example, seem certain to continue with their tradition of granting permanent residence rights and speedy citizenship to people who apply for admission, whether on the grounds of skills, family reunion or humanitarian needs. The Commission commends such programmes, recognizing the contribution that they make to economic growth in destination countries and the role that they play in meeting the economic, social and protection needs of the migrants concerned. It also considers that such programmes provide a context that enhances the integration of migrants in society.

32. Permanent migration programmes also have their limitations. First, the public and political

mood in many of the industrialized states is currently hesitant about the prospect of increased immigration, and such hesitance is likely to be especially strong in relation to permanent migration programmes. Second, and as the following chapter explains in some detail, countries in the developing world stand to make more gains from the temporary and circular migration of their citizens than from their permanent departure.

#### **Migration from the Philippines**

Overseas employment has become a vital part of the economy in the Philippines. At the end of 2003, more than 7.7 million of the country's citizens were temporarily or permanently living abroad. In 2004, these migrants sent at least \$8.5 billion home in remittances.

#### **Designing effective temporary migration programmes**

33. It would be beneficial for countries of origin and destination to enter into a dialogue about the establishment of additional temporary labour migration programmes, thereby allowing individuals from the former states to work in the latter for a fixed period and under agreed conditions. In making this recommendation, the Commission is fully aware of the reservations that have been expressed in relation to such programmes, namely that they can create a second-class category of worker; the negative consequences of separating migrant workers from their families; the risk that temporary migrants will seek to remain in the country where they are working once they are due to return to their own country, and the possibility that employers will continue to hire unauthorized migrants who are prepared to accept inferior wages and conditions.

34. Rather than rejecting temporary migration programmes because of the difficulties involved

in their implementation, states, employers, trade unions and other stakeholders should focus their attention on the effective design of such initiatives. Special efforts must be made to draw upon the knowledge of countries such as the Philippines, which has a wealth of experience in providing large numbers of temporary migrants to the global labour market. More specifically, the following issues must be given careful consideration:

- informing temporary migrants about their rights and conditions of employment prior to their departure from their country of origin, including the requirement that they return to that country once their contract has expired;
- ensuring that migrants are treated in the same way as nationals with respect to their wages, working hours, health care and other entitlements;
- giving temporary migrants the right to transfer from one job to another during the period of their work permit, thereby enabling them to respond to changing labour market conditions and avoid a dependence on unscrupulous employers;
- providing women with equal access to temporary labour migration programmes;
- monitoring the implementation of the work permits and contracts provided to temporary migrants, with a view to blacklisting countries and employers that violate the provisions of such documents;
- prosecuting employers who engage migrant workers without valid work permits, and allowing for the removal of migrants who continue to work after their permit has expired;
- licensing and regulating the activities of agents involved in the recruitment of temporary migrant workers;

- granting visas to temporary migrants that will enable them to travel easily between the country where they are working and their country of origin, thereby assisting them to keep in contact with their family and community, and
- supporting the reintegration of temporary migrants when their period of employment has expired and they have returned to their country of origin.

### **Portable pensions and social security entitlements**

35. Another issue that must be considered in relation to temporary labour migration programmes is that of portable pensions and social security entitlements. According to research undertaken for the Commission, the majority of migrants are confronted with major obstacles to the portability of their pension and health care benefits. Less than 25 per cent of international migrants work in countries with bilateral or multilateral social security agreements, and such agreements do not necessarily provide the same portability for health care benefits.

36. This situation has a number of negative consequences. Temporary migrant workers who pay into pensions and social security schemes, but who are unable to benefit from such schemes once they have returned to their country of origin, have a strong incentive to work in the informal sector of the economy where their wages are not subject to such deductions. They also have a strong disincentive to go home once their period of employment has expired. Conversely, temporary migrants who are able to access such benefits in their country of origin are well placed to go home, enjoy a decent standard of living and invest in their own society.

37. Governments, employers and trade unions should explore this issue in more detail. In order to make rapid progress, countries of origin and destination should enter into bilateral discussions on the matter, ensuring that those discussions include health care provisions as well as pensions benefits. At the same time, there is a need to strengthen the information base on this issue, so as to gain a better understanding of the policy options available and the extent to which individual decisions relating to migration and return would be affected by those policies.

### **The movement of service providers**

**The GATS Mode 4 negotiations on the movement of service providers should be brought to a successful conclusion. Given the linkage between international trade and international migration, greater efforts should be made to foster a dialogue between officials and experts dealing with the two issues.**

38. The recent discourse on the future of labour migration has demonstrated considerable interest in the GATS Mode 4 negotiations. The General Agreement on Trade in Services (GATS) is a multilaterally agreed framework that applies to all members of the World Trade Organization (WTO). The agreement includes rules for countries to make commitments to open particular service sectors to foreign suppliers. Mode 4 of the GATS concerns the provision of services by the citizen of one WTO member state in the territory of another.

39. The GATS Mode 4 negotiations have generated a number of different expectations, one of which is that the agreement represents a first step towards labour market liberalization. According to proponents of this view, the agreement might eventually provide professionals and semi-skilled

workers from developing countries with access to employment opportunities in industrialized states. While developing countries sought to achieve such an outcome during the Doha round trade negotiations, industrialized states have focused their efforts on a liberalization of another element of the agreement (Mode 3 of the Trade in Services) so that their banks, insurance companies and other service providers could more easily establish subsidiaries and sell services to consumers in developing countries.

40. These negotiations may not have had an immediate impact on international migration policy. GATS Mode 4 specifically covers 'service providers', who represent only a very small percentage of the people who cross international boundaries for the purpose of work. The world's more prosperous states evidently do not want service provision to become associated with broader labour migration issues.

41. The Commission encourages the continuation of the GATS Mode 4 negotiations. Services now represent 70 per cent of GDP in the industrialized states, and the growth of the international trade in services promises to bring substantial benefits to the global economy. Arrangements that are made for the movement of service providers may help to establish principles or understandings that are pertinent to discussion on the broader issue of labour migration. In accordance with its concern to ensure that the international community recognizes the close linkages between migration and other global policy issues, the Commission also sees great value in recent efforts to promote a dialogue on GATS Mode 4, bringing together those working in the field of international migration and those who specialize in international trade. Expectations of this process must remain modest, however, given the continuing caution of many states in relation to the liberalization of the global labour market.

## The mobility of highly educated personnel

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**Governments and employers should jointly review current barriers to the mobility of highly educated personnel, with a view to removing those which are unnecessarily hindering economic competitiveness.**

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42. Private enterprises have long recognized the importance of developing and deploying talent from around the world. But policy makers in government have had to consider other and competing priorities, and have tended to adopt an ambiguous attitude towards the movement of highly educated personnel. Whether deliberately or unintentionally, significant barriers have been erected to the recruitment and relocation of foreign personnel.

43. This issue is of increasing importance. The ten largest corporations in the world now employ more than three million people, and such enterprises increasingly think in a global manner with respect to staffing, research, production and sales. In this context, an employee's nationality is relevant only insofar as it allows or prevents that person from being deployed in a country where her or his skills are needed.

44. Highly educated personnel make an important contribution to corporate competitiveness and the expansion of the global economy, and there is consequently a need to facilitate their mobility. States have a legitimate concern to defend their citizens against unfair competition from foreign nationals, and they will evidently continue to act on that basis. Even so, governments and the private sector should jointly review existing obstacles to professional mobility, with a view to removing those that are preventing enterprises from deploying the right people at the right place and time.

## Creating jobs and livelihoods in countries of origin

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**Greater efforts should be made to create jobs and sustainable livelihoods in developing countries, so that the citizens of such states do not feel compelled to migrate. Developing countries and the industrialized states should pursue economic policies and implement existing commitments that enable this objective to be achieved.**

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45. This chapter has suggested that permanent and temporary migration programmes will go some way towards creating a better balance in the supply and demand for migrant labour. But it is clear that such programmes do not constitute an effective response to the global jobs crisis. Under current conditions, the number of people seeking to migrate from poorer countries will continue to exceed the demand for their services in more prosperous states.

46. The Commission does not underestimate the challenge of creating decent jobs and sustainable livelihoods for people in poorer countries of the world. Nor does it consider this challenge to fall directly within the Commission's mandate. Nevertheless, it would be remiss to remain silent on this issue, given its enormous implications for the future of international migration. Effective policies are urgently required to provide jobs, education, training and investment opportunities for women and men in developing countries. Migration policies alone will not be able to address the pressures that will lead people to look for work beyond the borders of their own country.

### Steps to development

47. Creating jobs and livelihoods in low-income countries must be regarded as a shared responsibility, with countries of origin and destination acting as equal partners, sharing rights and re-

sponsibilities in a common effort to meet the challenge of development. One step in this process must be for countries of origin to assume responsibility for the welfare of their citizens, creating the conditions in which people are able to meet their needs, exercise their human rights, realize their potential and fulfil their aspirations at home. That is not currently the case. According to the World Bank, developing countries with a collective population of some two billion people are falling further behind in the quest for development and are at risk of becoming marginalized in the world economy, except as a source of migrants.

48. It would be misleading to suggest that all countries have the same potential for development. By virtue of their geographical location, their natural resources, their history and social traditions, some countries are better placed than others to establish dynamic and competitive economies. But another important determinant of success is the nature of the policies that states pursue. In that respect, the lesson to be learned from recent history is that countries that invest in the talents of their own people, that have open economies, sound financial systems, a favourable investment climate and honest administrations are more capable of seizing the opportunities presented by globalization than those countries lacking such attributes.

#### **Development in Morocco**

Morocco is an example of a country that has made significant recent progress in economic and social development. According to the World Bank, Morocco's gross national per capita income has more than doubled since the 1970s, from \$550 to \$1,190 a year. Average life expectancy increased from 55 in 1970 to 68 in 2001, while the average number of births per woman declined from 6.3 to 2.8 in the same period.

49. A second step must be for the world's more prosperous states – particularly those states that express concern about the number of people arriving on their territory in an irregular manner – to acknowledge the impact of their policies on the dynamics of international migration. There is, for example, a growing consensus that trade reform would have a greater impact on the welfare of people living in low-income states than any increase in the aid they receive.

50. The world's richer countries spend over \$300 billion a year in agricultural subsidies, more than six times the amount they spend on overseas aid. By depressing world prices for agricultural commodities, those subsidies make it more difficult for small farmers to stay on the land and thereby contribute to the migration of people within and from developing countries. Trade has an important role to play in promoting development, alleviating poverty and creating sustainable livelihoods, and participants in the Doha round of negotiations must seek to maximize the welfare gains generated by the multilateral trading system.

51. Third, it is essential for all members of the international community to implement the commitments that they have already made in relation to development and job creation in low-income countries. The Millennium Declaration of 2000, for example, affirms that states will “develop and implement strategies that give young people everywhere a real chance to find decent and productive work,” and that they will strive to attain the Millennium Development Goals, which include halving the proportion of people whose income is less than a dollar a day, eliminating gender disparity in primary and secondary education, and ensuring that developing countries are able to benefit from new information and communications technologies.

52. In adopting the Monterrey Consensus of 2002, states resolved to “eliminate poverty, improve social conditions and raise living standards,” and to pursue “active labour market policies in order to increase employment and improve working conditions.” More recently, the New Partnership for Africa’s Development (NEPAD), an initiative of African states supported by the European Union (EU) and the G8 countries, is committed to “build and retain within the continent critical human capacities for Africa’s development,” and to promote “economic growth, development and increased employment.” Closing the gap between these commitments and their implementation is essential for the formulation of coherent migration policies.