THE AGE OF MIGRATION

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The Age of Migration

**International Population Movements in the
Modern World**

Second Edition

**Stephen Castles
and
Mark J. Miller**

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Preface to the Second Edition

The Age of Migration was originally published in 1993, with the aim of providing an accessible overview of global migrations and their consequences for society. In the meantime, international migration has become a major theme of public interest, and a number of excellent comparative works on the topic have been published. None the less, we feel that *The Age of Migration* still provides a unique perspective, and that its analysis and conclusions have stood the test of time. This second edition updates the work by providing more recent data, describing new developments in migration and minority formation, and providing a more detailed treatment of certain key topics.

The second edition has been substantially rewritten and changed somewhat in structure compared with the original work. Additions, corrections and changes are to be found throughout the text. Chapter 2 has been extended, especially the first part on migration theory. The second part of Chapter 4, which deals with migration to highly-developed countries since the mid-1970s, has been thoroughly revised and updated. Chapter 6 of the original version has been expanded and split in two, in response to greater availability of information on emerging areas of migration: Eastern Europe, the Arab region, Africa and Latin America are examined in the new Chapter 5, while the Asia-Pacific region is the focus of Chapter 6. The old Chapter 5, which compares the migratory process in two very different countries, Germany and Australia, is now Chapter 8, to link it better to the discussion of the long-term impact of immigration on society and politics in Chapters 9 and 10.

We considered adding a statistical appendix, but refrained, since such figures rapidly become outdated, and are in any case now readily available through the Internet, as well as from the sources given elsewhere in the book. A number of the most relevant Internet sources are listed under 'Further Reading'.

In this new Preface, we want briefly to draw attention to some of the major developments since we wrote the original work. These topics are dealt with in more detail in the book. The most obvious trend is the growing politicisation of international migration issues. The first half of the 1990s saw anti-immigration movements in many countries,

which sometimes led to racist violence against minorities. Governments too became concerned about their ability to control migration and to manage cultural diversity. These tendencies precipitated some major changes: the 1993 'asylum compromise' in Germany meant abandoning a fundamental tenet of Germany's Basic Law; the change to France's Nationality Code in the same year represented the watering down of the long-standing principle of integration through citizenship; while cuts to welfare rights of legal immigrants in the USA in 1996 questioned the tradition of assimilation of immigrants which is part of the 'American Creed'. On the other hand, several European states have changed their nationality laws to make it easier for immigrants and their children to become citizens.

The politicisation of migration affected new areas too: the 1995 Flor Contemplacion case, in which a Filipino maid was executed for murder in Singapore, led to heated public debates in the Philippines which have been echoed in other labour-exporting countries. What does it mean for national identity if a country is forced to export its most valuable good – its people – for economic reasons? How can a labour-exporting country protect its citizens overseas when most of the power in the global labour market lies with the labour-importing countries? Many people in poorer countries are beginning to question the strategy of development based on migrant remittances and to demand a search for alternatives. New immigration countries, like Italy, Japan and Malaysia, have begun to worry about the consequences of immigration for their societies. The most common responses are increasing restrictiveness through deportation campaigns, border controls and measures to prevent permanent settlement. Many governments still follow a strategy of denial: by tacitly tolerating illegal immigration, and ignoring the likelihood of settlement, they avoid facing up to difficult decisions.

One consequence of the politicisation of international migration has been attempts at international cooperation. In Western Europe, the Schengen Agreement and a range of other multilateral measures have had some effect in reducing immigration. At the beginning of the 1990s, Western Europe was gripped by fears of uncontrollable mass migrations from the east and the south. There have indeed been significant movements, but the predicted mass influx of impoverished people did not take place. However, it is not clear if this was because of multilateral efforts, border control measures, stabilisation of the situation in Eastern Europe, or because migrants lacked the social networks and cultural capital required for migration. Probably all these factors played a part.

Debate on international migration has occurred in other regions, especially in economic fora such as the Asia-Pacific Economic Cooperation (APEC), the North American Free Trade Area and the Latin American Southern Common Market (MERCOSUR). However, no effective mechanisms have been devised even for monitoring migrations in these regions, let alone for regulating them.

There is still no global agency responsible for observing international migration and coordinating responses. The United Nations (UN) has played only a limited role, partly due to problems of demarcation between such agencies as the International Labour Organisation (ILO), the United Nations High Commission for Refugees (UNHCR) and the UN Population Division. The UN's main initiative on migration – the 1990 Convention on the Rights of All Migrant Workers and their Families – has been ratified by only a handful of countries. There are many other international instruments on migrant workers, going back to the ILO Convention of 1949, and including declarations and agreements by the Council of Europe, the European Union (EU) and a range of other bodies. These have had an important role in setting standards for the rights and treatment of migrants, but remain unenforceable and are ignored by many governments. The world is still a long way from a universal system of rights for migrants.

The 1990s have seen the emergence of new types of migration and the entry of ever more countries into the international migration arena. Labour markets for both skilled and unskilled work are being rapidly globalised. The mobility of highly-skilled personnel, usually on a temporary basis, is encouraged by most governments. Lower-skilled workers are often not officially welcomed, even where there is strong employer demand; the result is increased illegal migration, often organised by labour recruiters or migration brokers (the so-called 'migration industry'). One of the most significant quantitative developments is the rapid growth of labour migration to the fast-growing economies of Asia. Africa has also had large new labour migrations, such as the inflows into post-apartheid South Africa. In Latin America, both intra-regional flows and migration to North America have continued to grow. Despite the recent restrictiveness in Western Europe, political, economic and demographic factors are leading some countries to consider new forms of labour recruitment.

A surprising development is the expansion of domestic service both in developed countries where it had almost disappeared, and in fast-growing economies (like Hong Kong or Singapore), where immigrant servants allow local women to take up new employment opportunities.

The Filipino, Sri Lankan or Colombian maid has become an almost ubiquitous emblem of prosperity from Toronto to Tokyo, from Rome to Riyadh. The rebirth of domestic service is part of two broader interconnected trends: the increasing polarisation of labour markets on the basis of skill, and the growing feminisation of international migration.

Global refugee flows seem to have declined somewhat following the rapid expansion of the late 1980s and early 1990s, but large-scale involuntary movements continue around such trouble spots as Afghanistan and Burma, while the whole of Asia fears the potential for mass flows if conflicts erupt in North Korea, Indonesia or China. There have been return flows of refugees where political stability has improved – for example in Mozambique and Central America – but also massive new refugee movements, of which the most dramatic was that of 1995–7 involving the central Africa countries of Rwanda, Burundi, Zaire and Tanzania. Large-scale movements still continue within and between the successor states of the former Soviet Union. Motivations are both political and economic, but the essential cause is the fundamental dislocation brought about by the end of communism. Mass movements of asylum seekers from parts of the former Yugoslavia to Western Europe were a feature of the early 1990s. Now return movements are being initiated by receiving governments.

As for incorporation of new minorities into society, the last few years have seen heated debates, but little progress in finding viable solutions. There is growing awareness that permanent exclusion of immigrants (and their descendants) from citizenship leads to dangerous political and social divisions. Yet the fundamental controversy on assimilation versus multiculturalism is far from being resolved. In some countries there has been a trend away from multiculturalism, with a renaming or watering down of multicultural policies in Canada, Australia, the Netherlands and Sweden. Yet the social forces which led to multilingualism and cultural pluralism still exist, so that a return to assimilationism seems improbable. Other countries have officially rejected multicultural policies, but have sometimes tacitly introduced them in such areas as education or social welfare. Certainly, public discussion of multiculturalism has grown in countries such as the USA, France and Germany. But there is also growing realisation that multiculturalism may not just mean allowing colourful folkloric practices, but also accepting the possibility of cultural and institutional change. Many people (including political leaders) find this too unsettling to contemplate.

International migration has become a major force of social transformation in the modern world. Where migration flows are large, they affect the whole of both the sending and receiving societies. Migrants develop transnational identities which question traditional notions of distinct national belonging. The age of migration is just beginning.

Finally, the authors wish to acknowledge the many valuable criticisms of the original book made by reviewers and colleagues, although it has not been possible to respond to all of them in the new edition. We thank Colleen Mitchell and Lyndal Manton (University of Wollongong) and Mary McGlynn (University of Delaware) for help in preparing the revised text. Most of the maps have been redrawn to improve clarity by David Martin of Cadmart Drafting, Wollongong. Thanks also to our publisher Steven Kennedy for his continued support.

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Acknowledgements to the First Edition

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List of Abbreviations

AAE	<i>Amicale des Algériens en Europe</i>
ABS	Australian Bureau of Statistics
ALP	Australian Labour Party
ANC	African National Congress
APEC	Asia-Pacific Economic Cooperation
BfA	<i>Bundesanstalt für Arbeit</i> (Federal Labour Office)
BIMPR	Bureau of Immigration, Multicultural and Population Research
BIR	Bureau of Immigration Research
CDU	Christian Democratic Union
CGT	<i>Confédération Générale du Travail</i>
CIA	Central Intelligence Agency
CMS	Centre for Multicultural Studies
CSIMCED	The Commission for the Study of International Migration and Cooperative Economic Development
CSL	<i>Confédération des Syndicats Libres</i>
DIMA	Department of Immigration and Multicultural Affairs
EC	European Community
ECOWAS	Economic Community of West African States
ECSC	European Convention on Security and Cooperation in Europe
EFTA	European Free Trade Association
EU	European Union
EVW	European Voluntary Worker
FAS	<i>Fonds d'Action Sociale</i> (Social Action Fund)
GATT	General Agreement on Tariffs and Trade
HCI	<i>Haut Conseil à l'Intégration</i> (High Council for Integration)
HLMs	<i>habitations à loyers modestes</i> (public housing societies)
IFOR	Implementation Force in Bosnia following the 1995 Dayton Agreement
INS	Immigration and Naturalization Service
IOM	International Organisation for Migration
IRCA	Immigration Reform and Control Act

KDP	Kurdish Democratic Party
KPP	Kurdish Workers Party
MERCOSUR	Latin American Southern Common Market
NAFTA	North American Free Trade Agreement
NATO	North Atlantic Treaty Organisation
NICs	newly industrialising countries
OCW	overseas contract worker
ONI	Office National d'Immigration (National Immigration Office)
OPEC	Organisation of Petroleum Exporting Countries
PCF	French Communist Party
PRD	Party of the Democratic Revolution
PUK	Patriotic Union of Kurdistan
RSA	Republic of South Africa
SAC	Special Assistance Category
SGI	<i>Société Générale d'Immigration</i>
SHP	Special Humanitarian Programme
SPD	Social Democratic Party
UN	United Nations
UNHCR	United Nations High Commissions for Refugees
WTO	World Trade Organisation
ZEP	<i>zones d'éducation prioritaire</i> (educational priority zones)