

# Policy coherence on migration governance

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"This background document has been realized in the framework of the project, to spread data and information based on a scientific analysis. If you want to know more about this project and be part of its activities, please feel free to contact the leading partner Diaconia in Czech Republic (email: nozinova@diakoniespolu.cz), as well as Focsiv in Italy (email: f.novella@focsiv.it)."

<sup>1</sup>This background paper has been realised in the framework of the "Faces of Migration" project (Migrant and SDGs, contract number CSO-LA/2018/401-798), co-financed by the European Union. The paper has been elaborated by Aurora Ianni e Mattia Giampaolo with the coordination of Andrea Stocchiero (Focsiv). This publication was produced with the financial support of the European Union. Its contents are the sole responsibility of the authors and do not necessarily reflect the views of the European Union.



## 1. MIGRATION AND POLICY COHERENCE IN THE INTERNATIONAL AGENDA

As already underlined in previous papers<sup>2</sup>, migration is a complex issue which either raises concerns or brings significant benefits to countries of origin or destination, depending on its bad or well governance. Indeed, regular migration can be a key component for sustainable development: international students, seasonal workers, entrepreneurs, high and low skilled workers mobility, for instance, can offer a positive contribution to inclusive development. Along the same line, voluntary returns as well as resettlements and humanitarian corridors, can significantly limit the risk migrants usually experience during their journeys attempting to cross borders or sea.

With the adoption of the 2030 Agenda, policy coherence was recognized among the targets to reach sustainable development. Under goal 17 “Partnership for the goals”, the 2030 Agenda directly refers to systemic issues in its call to “enhance global macroeconomic stability, including through policy coordination and policy coherence” (target 17.13) and “enhance policy coherence for sustainable development (target 17.14). These targets involve migration issues. Policy coherence should be established between migration policies and development policies to the benefit of all, migrants, hosting communities, countries of origin and destination. It is not simple nor easy, because of different interests and perceptions, but governments should commit and cooperate to find a good balance and coherence between their policies.

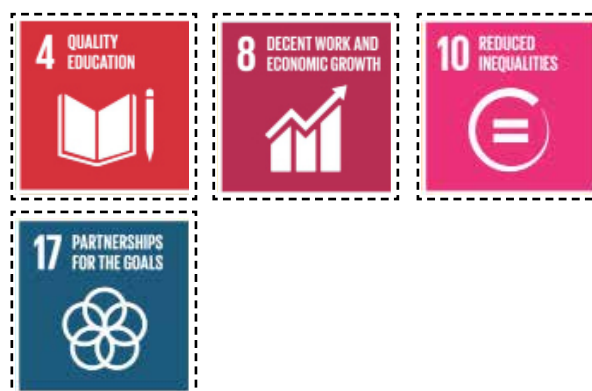
Within the 2030 Agenda, migration is recognised as a key factor in development both directly and transversally. **Target 10.7** under the goal “**Reduce inequality in and among countries**”, refers to migration when calling to “**facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies**”. Many other targets include migration as a cross cutting issue among several SDGs. For instance, SDG 8 calls for promoting sustained, inclusive and **sustainable economic growth, full and productive employment and decent work for all** and SDG 4 aims at “**ensuring inclusive and equitable education and promote life-long learning opportunities for all**”.

Indeed, by working, contributing to economies and sending home remittances, migrants are able to fill labor market needs both in countries of origin and destination and to channel finance for development.

<sup>2</sup> See FOM documents in [http://www.focsiv.it/tag/FoM\\_paper](http://www.focsiv.it/tag/FoM_paper)



Ph. Global Goals for Sustainable Development



In addition, the **Global Compact for Safe, Orderly and Regular Migration (GCM)**<sup>3</sup> represents a noteworthy instrument “to improve the governance of migration, to address the challenges associated with today’s migration, and to **strengthen the contribution of migrants to sustainable development**”<sup>4</sup>. In particular, in its **objectives group 18–21**<sup>5</sup> the Compact calls for **investing in migrant skills, diasporas, remittances and returns, in order for migrants to be the best players of sustainable development**<sup>6</sup>.

Considering that policy coherence for migration governance is fundamental for a country

sustainable development, the thematic working group on policy and institutional coherence of the Global Knowledge Partnership on Migration and Development (**KNOMAD**), an initiative of the **World Bank**, created two dashboards (from the perspective of the countries of origin and destination) of **indicators to measure policy coherence for migration and development (PCMD)**<sup>7</sup>.

As outlined in the PCMD dashboards report, these indicators “are a useful tool for better integrating migration into countries’ strategies for realizing SDGs and implementing the Global Compact on Migration as well as the Global Compact on Refugees”<sup>8</sup>.

<sup>3</sup> The Global Compact for Safe, Orderly and Regular Migration, adopted by the majority of UN Member States (with 152 votes in favor, 12 abstentions - including Italy - and five votes against - Czech Republic, Hungary, Israel, Poland and USA) on 10th December 2018 in Marrakesh, is the first inter-governmentally negotiated (non-binding) agreement covering all dimensions of international migration. See <https://www.un.org/press/en/2018/ga12113.doc.htm>; <https://www.iom.int/global-compact-migration>

<sup>4</sup> See <https://www.iom.int/global-compact-migration>

<sup>5</sup> Objectives 18–21 of the Global Compact on Migration: 18. Invest in skills development and facilitate mutual recognition of skills, qualifications and competences. 19. Create conditions for migrants and Diasporas to fully contribute to sustainable development in all countries. 20. Promote faster, safer and cheaper transfer of remittances and foster financial inclusion of migrants. 21. Cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration.

<sup>6</sup> See Aurora Ianni and Mattia Giampaolo, Migration and Development in [https://www.focsiv.it/tag/FoM\\_paper](https://www.focsiv.it/tag/FoM_paper)

<sup>7</sup> To download the full report see <https://www.knomad.org/publication/measuring-policy-coherence-migration-and-development-new-set-tested-tools>

<sup>8</sup> Ibid.

Through the PCMD, policy coherence is compared across five dimensions. The first one, **“Promoting institutional coherence”**, measures the degree of integration of migration in development strategies/policies, the ratification of migrant specific conventions, migration data and data reporting, among others. The second one, **“Reducing the financial costs of migration”** assesses **“the extent to which countries have policies in place to reduce the cost of migration”** like, for instance, a regulation framework for labor migration (with regard to country of origin and destination). The third dimension **“Protecting the rights of migrants and their families”** in which are assessed the rights of migrants such as pensions, political rights, international protection, health care, education etc.).

The fourth one is linked to the “Promotion of the (re)integration of migrants” and includes indicators on the access to citizenship, access to bank account, the right to work and start a business, availability of data on immigration, return migration, among others. The last dimension **“Enhancing the development impact of migration”**, is particularly linked to the role of diasporas in development of countries of origin and destination, which are “evaluated for having programs to share and transfer knowledge between migrants and their community of origin”<sup>9</sup>.



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<sup>9</sup> Ibid.

## 2. THE FIVE DIMENSIONS OF PCMD

### a) Promoting institutional coherence

The first dimension outlined in the PCMD is related to both countries of origin and countries of destination. UN General Assembly considers migration as a global phenomenon, and policies, in terms of social, education and health rights, should be adopted in a coherent institutional approach.

A high level of education and a fair and equal access to healthcare, can serve as a tool for eradicating poverty, and consequently promoting development, within and between nations. In both countries of destination and countries of origin, migrants are mainly employed within the agricultural sector. Consequently, Governments should integrate migration and agriculture, as well as migration and education and health, in a development policy perspective.

Indicators are used to evaluate the degree and the ability to adopt such coherent policies. According to the document, the most virtuous countries of arrival are Germany and Sweden, while Portugal, the Netherlands and Switzerland are still far from being effective in terms of integrating migration into sectoral policy agendas. As for countries of origin, Jamaica and Philippines seem to be at the top in terms of integration of migration in development policies, while Bosnia Erzegovina, Sri Lanka and Trinidad and Tobago are far from including migration issues in their legislative path.

### BOX 1.<sup>10</sup> PCMD INDICATORS FOR DIMENSION 1.

- Level of integration of migration into development, health, education, labor market, agriculture, environment and development assistance strategies
- Ratification of migrant-specific conventions and regional agreements
- Participation in regional and global fora
- Establishment of certain policies and intragovernmental mechanisms
- Migration data and data reporting

### b) Reducing the financial costs of migration.

This second dimension is related to two main issues: the existence of a regulatory framework for labor migration and recruitment, and double taxation agreements. Even in this case, countries of origin and arrival are taken into consideration.

According to the document of the World Bank, costs of passport are the main issue for countries of origin. Indeed, very often, passports cost between 0-5% of the annual per capita income of lower classes and it is, in some cases, an obstacle for migrants.

For countries of destination, the document stresses the need to regularize migrants' recruitment and to avoid the double taxation on their wages.

<sup>10</sup> Source of the box: <https://www.knomad.org/publication/measuring-policy-coherence-migration-and-development-new-set-tested-tools>.

Double taxation means taxes imposed on migrants' wages by both countries of destination and origin.

As for recruitment, many countries adopted monitoring mechanisms on recruitment agencies in order to guarantee basic rights to migrant workers, but not in all sectors. Migrant domestic workers represent a category particularly excluded from labor protection. In addition, both countries of origin and destination should sign bilateral agreements in order to avoid double taxation.

In this context, 80% of pilot countries monitored have adopted policies in terms of reducing costs of migration.

#### **BOX 2.** PCMD INDICATORS FOR DIMENSION 2.

- In both dashboards: existence of a regulatory framework for labor migration and recruitment, and double taxation agreements.
- In countries of destination: costs of integration tests before migration (language tests, formal skills and certifications) in order to join labor market or universities or schools.
- In countries of origin: the ease and cost of obtaining a passport.

#### **c) Protecting the rights of migrants and their families**

The third dimension is the main dimension of migrants' integration and it is directly related to SDGs. Access to healthcare, as well as education and workers integration within the local labor market are the basis for a real inclusion within the host societies.

Looking at the indicators, all the countries, taken into consideration by the World Bank report, resulted on a medium-low average. This means that destination countries did not put in place proper policies to protect the rights of migrants and their families. The less developed indicators are on education, health services access and labor market integration in countries of destination.

As for origin countries, the main obstacle is the lack of policies related to their diaspora, and the lack of consular services for their citizens abroad. Diaspora, as well known, is a central factor in terms of development for the countries of origin.



### **BOX 3.** PCMD INDICATORS FOR DIMENSION 3.

- In both dashboards: portability of pensions, political rights, access to citizenship (in the emigration and immigration context, respectively), as well as emphasis on international protection for refugees, including the creation of safe pathways, fight to human trafficking and smuggling.
- In countries of destination: access to health care, education, a range of labor-related rights and ratification of specific conventions, access to redress (access to justice) mechanisms and legal aid, antidiscrimination programming, family unification, abolition of detention of children, and statelessness.
- In countries of origin: restrictions on emigration, ratification of specific treaties, established standards, special consular services protecting migrants' rights, pre-departure training, and data on educational and health outcomes of children of emigrants.

#### **d) Promotion of the (re)integration of migrants**

The fourth dimension is related to the (re)integration of migrants as a tool of development in both countries of destination and origin. Among indicators, which can determine a good degree of (re)integration, are the recognition of dual citizenship and skills, access to citizenship, to bank accounts, and the right to work and open businesses, as well as availability of data on

immigration, children of immigrants, discrimination, and return migration.

In the analysis of this dimension, data collection is very important as it can provide countries a 360 degrees overview on the status of migrants. As for countries of destination Germany, Portugal and Switzerland have developed policies to facilitate migrants accessing language courses, open business and collecting data on children of migrants and data on discriminations.

Recognizing the skills acquired abroad, in the moment of the return to the countries of origin and in countries of destination, seem to be the main obstacle for migrants. Many countries do not recognize certified skills got during their migration experience bringing them out of the local labor market. Some countries of destination are more inclined to utilize skills of migrants and include them in their labor sectors.

On the other hand, very often, countries of destination do not accept students who want to convert study visas to working visas to find an employment.

### **BOX 4.** PCMD INDICATORS FOR DIMENSION 4.

- In both dashboards: recognition of dual citizenship and skills recognition.
- In countries of destination: availability of immigration data, access to citizenship, bank accounts, the right to work and open businesses, language courses, costs of education, and data on children of immigrants and on discrimination.
- In countries of origin: data on return migration and reintegration programs



### e) Enhancing the development impact of migration

The fifth dimension stresses the importance of diaspora and its contribution to development, in both dashboards (country of origin and destination). Remittances, both economic and social alike, are important in terms of development as displayed in SDGs.

The goal is to enhance policies and programs which ensure migrants' communities to send money to the home country. To improve this mechanism, diasporas should be trained in money transferring to their co-national and families in the country of origin. Furthermore, to avoid high costs of money transferring mechanism, both countries of origin and destination should make partnerships and maintaining costs as low as possible.

If on country of destination's side training migrants on money transfer seems not to be an obstacle, on the other, according to the document, countries of origin are far from developing financial literacy programs. As for countries of destination, the major obstacle seems to be the lack of a partnership with poor countries to link skill creation and skill mobility. Countries of destination should acknowledge that promoting education policies in the countries of origin would mean to invest in development in poor countries that, in turn, would benefit also countries of destination.

Today, as of the World Bank report, Sweden is the only country that made a real partnership to create a virtuous circle, which aim to improve social and economic remittances to countries of origin.

#### BOX 5. PCMD INDICATORS FOR DIMENSION 5.

- In both dashboards: absence of exclusive partnership for money transfer operators, remittance taxes, and skill sharing/transfer to countries of origin.
- In countries of destination: possibility of temporary absences from countries of destination and skills creation programs in countries of origin
- In countries of origin: financial literacy training and targeted financial products and support services for diaspora investments.



### 3. POLICY COHERENCE IN ITALY ON MIGRATION AND DEVELOPMENT<sup>11</sup>

The PCMD dashboards provide a “useful tool for better integrating migration into the country strategies for realising SDGs”<sup>12</sup> and implementing commitments of the two Global Compacts. But what about Italy?

Policy coherence in Italy, particularly regarding the link between migration and development is characterized by a certain degree of ambiguity. On the one hand, there is a tendency to consider migration as a problem to solve rather than a resource for development. Indeed, some governmental measures aimed at closing harbors to migrant disembarkations, reducing reception services and criminalizing NGOs committed in saving lives at the sea. In addition, as to partnership with third countries, Italy has adopted an approach on migration based on readmission agreements and externalization of borders, usually aimed at reducing irregular migration and addressing the roots of migration, rather than strengthening safe channels for entering the country.

The most famous example in this sense is the Memorandum of Understanding with Libya, which raises numerous concerns in terms of respect of human rights of migrants, who are returned to a country which is considered unsafe. Meanwhile, the Ministry of Interior has been sustaining Assisted Voluntary Return & Reintegration (RVA&R) programs in cooperation with IOM, which aim at offering third country nationals the chance to (safely) return to their country of origin following a pre-departure Individual Reinte-

gration Plan (PIR)<sup>13</sup> that the (single or family unit) beneficiary aims to follow once returned to his country of origin, also supported by economic resources disbursed in goods or services under the projects<sup>14</sup>.

In addition, Italy participates in the Regional Development and Protection Program for North Africa which aims at strengthening protection of refugees and migrants by enhancing their livelihoods and providing alternatives to irregular migration on the Mediterranean route<sup>15</sup>. The project provides, among other things, direct assistance to migrants and refugees (food distribution, medical and psychosocial assistance, RVA&R), capacity building for national governments and awareness raising campaigns on risks related to irregular migration<sup>16</sup>.



Ph. Fides.org

<sup>11</sup> On the topic see also MIGRATION AND SUSTAINABLE DEVELOPMENT, Monitoring Report of the Italian Civil Society on the Sustainable Development Goals related to migration and for the Global Compact on Migration, April 2021, elaborated in the framework of the Faces of Migration project, available at <https://www.focsi.it/wp-content/uploads/2021/06/Migrazioni-e-Sviluppo-Sostenibile-2021-ENG-19.04.2021.pdf>

<sup>12</sup> See <https://www.knomad.org/publication/measuring-policy-coherence-migration-and-development-new-set-tested-tools>

<sup>13</sup> For detailed information on the PIR see <https://italy.iom.int/sites/default/files/news-documents/RAPPORTO%20SULL%27ANALISI%20DEI%20PIANI%20INDIVIDUALI%20DI%20REINTEGRAZIONE.pdf>

<sup>14</sup> Ibid.

<sup>15</sup> For more information on the RDPP NA see <http://www.libertaciviliimmigrazione.dlci.interno.gov.it/it/notizie/programma-regionale-sviluppo-e-protezione-nord-africa-rdpp-na>

<sup>16</sup> Ibid.

Recently, the reform of the Security Decrees of 2018 and 2019 and the regularization provision (even if scarcely applied), show some positive changes in terms of integration of migrants in society. In addition, legal migration measures are in place to attract seasonal workers, students and researchers, investors, also in the framework of EU Directives.

In terms of development cooperation policies, Italy has also implemented a proactive vision on the role of diasporas for development. Since 2017, indeed, the Italian government supports the creation of the Summit of Diasporas in which associations of migrants, the Ministry Foreign Affairs and International Cooperation, Embassies, the Italian Agency for development cooperation (AICS), local institutions, civil society organizations, have a space of debate for discussing cooperation programs with countries of origin, raising awareness on the linkages between migration and development, and enhancing the role of Diasporas for sustainable development, among others<sup>17</sup>.

Thus, this kind of dualism in considering the issue of migration, especially in terms of different policies implemented by the Ministry of Interior and by the Italian Development Cooperation in partnership with third countries, which swings between security concerns and humanitarian and economic cooperation, needs to be made more coherent. Indeed, as to the benefit that migrants can bring both to host and origin communities, Italy can boost its policy coherence on migration governance by signing, first

of all, the Global Compact for Migration and developing a long term and comprehensive strategy on migration under the framework of the international instruments on migration and migrant protection. Secondly, it is necessary to revise the terms of the partnerships with third countries when finalized to “containing” migration, taking more into account the human rights of migrants. Lastly, there is a need to boost the channels of legal migration for both international protection holders and migrants, focusing also on economic migration, which includes the introduction of temporary visas to seek employment, as already requested by many civil society organisations<sup>18</sup>.

It is unquestionable nowadays that migration in both countries of origin and destination is an economic resource. For instance, remittances represent the main means to promote development in the country of origin. As outlined by CeSPI, in 2011 Italy created a “Working Group of Remittances”<sup>19</sup> and a website ([mandasoldiacasa.it](http://mandasoldiacasa.it)) as a tool for transparency, information and monitoring the costs of sending remittances.

<sup>17</sup> See Manifesto of the Diaspora Summit [https://www.aics.gov.it/wp-content/uploads/2017/08/SD\\_Manifesto.pdf](https://www.aics.gov.it/wp-content/uploads/2017/08/SD_Manifesto.pdf)

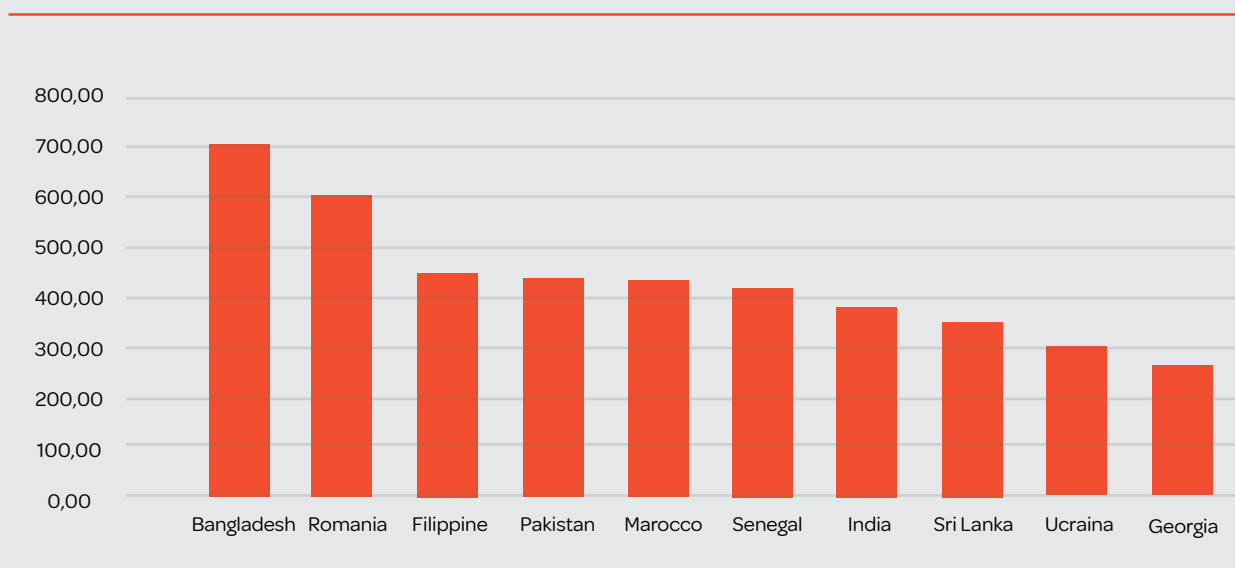
<sup>18</sup> On the topic of labour migration in Italy see the popular law proposal within the *Ero straniero-l'umanità che fa bene* campaign, promoted by Italian Radicals, Foundation House of charity “Angelo Abriani”, ACLI, ARCI, ASGI, Centro Astalli, CNCA, A Buon Diritto, CILD, together with Oxfam, Actionaid, Legambiente, Scalabriniani, AOI, Federazione Chiese Evangeliche Italiane (FCEI), Comunità di Sant'Egidio, Fondazione Migrantes, Caritas Italiana, CGIL, Altromercato, Emergency and dozens of other Italian civil society organisations, available at <https://erostraniero.radicali.it/la-proposta/>

<sup>19</sup> See <https://www.cespi.it/en/ricerche/transparent-remittances-mandasoldiacasa>

According to ISTAT<sup>20</sup> remittances between 2008 and 2019, doubled at the global level. However, during the last few years they have decreased.

In Italy, in the period between 2010-2019 they passed from 6,6 to 6,1 billion Euros with a peak of €7,4 billions in 2011.

**Graph 1** - Remittances by country from Italy (Millions of Euro), 2020.



Source: Data from Banca D'Italia.

In addition, in its annual report on SDGs, Istat states the importance of promoting new technologies to facilitate remittances towards the country of origin as part of the 2030 Agenda. In this direction, internet plays an important role.

Though Italy is largely covered in terms of internet access, remittances are still sent through money transfers and rarely through the web. As outlined by Daniele Frigeri, CeSPI<sup>21</sup> director, “migrants still prefer to send money to countries of origin through traditional modalities due

to obstacles and lack of a stable internet connection in their home countries”.

For this reason, Agenda 2030, puts internet access (targets 17.6.2 and 17.8.1) at the top of the priorities to fill the gap among States<sup>22</sup>.

<sup>20</sup> See SDGs\_2020.pdf (istat.it)

<sup>21</sup> CeSPI, Study Center of International Politics.

<sup>22</sup> See SDGs\_2020.pdf (istat.it).

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