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This is a product of the Global Knowledge Partnership on Migration and Development (KNOMAD) in collaboration with the OECD and the UNDP.

KNOMAD is a global hub of knowledge and policy expertise on migration and development. It aims to create and synthesize multidisciplinary knowledge and evidence; generate a menu of policy options for migration policy makers; and provide technical assistance and capacity building for pilot projects, evaluation of policies, and data collection.

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This work was produced under the Global Knowledge Partnership on Migration and Development (KNOMAD). A global hub of knowledge and policy expertise on migration and development, KNOMAD aims to create and synthesize multidisciplinary knowledge and evidence; generate a menu of policy options for migration policy makers; and provide technical assistance and capacity building for pilot projects, evaluation of policies, and data collection.

The KNOMAD Thematic Working Group on Policy and Institutional Coherence, co-chaired by the OECD Development Centre and the UN Development Programme, examines all of the benefits and costs associated with the coherence policies and institutions towards migration and development. The Thematic Working Group seeks to establish and enhance the coherence of policies and actions in the realm of migration and development in both countries of origin and destination. This set of coherence measures is intended to help identify best practices on managing conflicting interests, objectives, and trade-offs related to policy making.

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Abbreviations and Acronyms

BiH	Bosnia and Herzegovina
BNI	Barriers to Naturalization Index
CDI	Commitment to Development Index
CITLAW	Citizenship Law Indicators
CNI	National Commission on Immigration
COD	Country of Destination
COO	Country of Origin
CPI	Citizenship Policy Index
EU	European Union
GFMD	Global Forum on Migration and Development
GMG	Global Migration Group
ICMPD	International Centre for Migration Policy Development
ICRI	Indicators for Citizenship Rights of Immigrants
ILO	International Labour Organization
IMPALA	International Migration Policy and Law Analysis
IOM	International Organization for Migration
JMDI	Joint Migration and Development Initiative
MCP	Multicultural Policy Index
MGI	Migration Governance Index
MIPEX	Migration Integration Policy Index
MiGoF	IOM's Migration Governance Framework
MRE	Moroccans living abroad (Marocains résidant à l'étranger)
OECD	Organisation for Economic Co-operation and Development
OHCHR	Office of the High Commissioner for Human Rights
PCD	Policy Coherence for Development
PCMD	Policy Coherence for Migration and Development
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
UAE	United Arab Emirates
UNDP	United Nations Development Programme
UNHCR	UN High Commissioner for Refugees

Executive Summary

The PCMD Dashboards: Tools for Taking Stock of Migration Governance

The 2030 Agenda for Sustainable Development, the Addis Ababa Action Agenda of the Third International Conference on Financing for Development, and the New York Declaration for Refugees and Migrants explicitly recognize that international migration[1] is a multidimensional reality of major relevance for the development of countries of origin, transit, and destination, and one that requires coherent and comprehensive responses. Considering target 10.7 of the Sustainable Development Goals (SDGs), as well as the transversal role of migration in the SDGs—including their emphasis on protecting migrants' labor rights (target 8.8), reducing remittance transfer costs (target 10.c), and increasing the availability of high-quality and disaggregated data that include information on migratory status (target 17.18)—the Thematic Working Group on Policy and Institutional Coherence of the Global Knowledge Partnership on Migration and Development (KNOMAD) created two comprehensive dashboards of indicators to measure policy coherence for migration and development (PCMD).

The relevance of the PCMD dashboards of indicators is reflected in the cross-cutting principles of the Global Compact for Safe, Orderly and Regular Migration, which emphasize the need for a whole-of-government approach to ensure horizontal and vertical policy coherence across all sectors and levels of government (para 15). The PCMD indicators can also serve as a way to measure the implementation of core commitments of the Global Compact. For example, an assessment of 15 pilot countries can serve as an initial baseline for progress toward implementing the Global Compact. While the PCMD dashboards are not comprehensive in their coverage of all elements of the compact, a comparison (detailed in appendix D of this report) reveals that their indicators correspond to 21 of the Global Compact's 23 objectives.

The importance of policy coherence for achieving sustainable development is widely recognized and is now embedded in the SDGs (SDG Target 17.14). It is an approach to ensure an integrated implementation of the SDGs by fostering synergies and maximizing benefits across economic, social, and environmental policy areas; reconciling domestic policy objectives with internationally agreed objectives; and addressing the negative spillovers of domestic policies. For the purposes of this report, policy coherence for migration and development aims to "pursue synergies to advance shared objectives, actively seek to minimize or eliminate negative side effects of policies, (and) prevent policies from detracting from one another or from the achievement of agreed-upon development goals." Policy coherence with regard to migration is particularly important because migration is a cross-cutting policy issue, extending beyond the regulation of human movement across international borders. PCMD is important overall because:

- Policy incoherence can increase the likelihood of unfulfilled development commitments and situations in which certain policy objectives become increasingly unattainable.
- Policies working at cross-purposes can result in financial costs and wasted resources.
- Incoherence can lead to negative spillover effects and the loss of credibility.
- A coherent approach can help balance policy trade-offs and foster collaboration and trust among stakeholders, and thus facilitate the harnessing of synergies.

By helping policy makers identify critical policy areas and institutional mechanisms for fostering PCMD, the dashboards are a useful tool for better integrating migration into countries' strategies for realizing the SDGs and implementing the commitments of the Global Compact on Migration, as well as the Global Compact for Refugees.

What Are the PCMD Dashboards?

- The PCMD dashboards constitute a **user-friendly tool** to measure the extent to which public policies and institutional arrangements are **coherent with international norms and good practices** to minimize the risks and maximize the development gains of migration.
- Indicators are built on international norms, political commitments, SDGs, and good practices. The SDGs have been integrated into all aspects of the PCMD indicators. The dashboards answer to SDG target 17.14, which emphasizes policy coherence for sustainable development as a key means of implementing the SDGs. Many of the indicators are directly inspired by specific SDG goals, targets, and indicators. And PCMD is a way of **measuring well-managed migration policies** and migration governance, which are relevant to target 10.7 of the SDGs.
- There are two distinct dashboards—one from the perspective of countries of origin and the other from the perspective of countries of destination—with separate indicators (except in the area of institutional coherence, where they are common). It is important to stress that any given country can be considered both a country of origin and a country of destination. Forty-eight indicators for countries of origin and 62 indicators for countries of destination measure policy coherence and migration governance. They are categorized by function within **five policy dimensions**, namely (i) promoting institutional coherence; (ii) reducing the financial costs of migration; (iii) protecting the rights of migrants and their families; (iv) promoting the (re)integration of migrants; and (v) enhancing the development impact of diaspora engagement.
- The dashboards' data allow **three levels of analysis**: (i) within-country, and across countries at the level of (ii) policy dimension and (iii) indicator.

Development of Indicators

The PCMD dashboards of indicators were developed over a period of three years. Steered by experts at the Development Centre of the Organisation for Economic Co-operation and Development (OECD), the United Nations Development Programme, and the KNOMAD focal point at the World Bank, the Thematic Working Group engaged a team of researchers at the United Nations University, Maastricht University, and Columbia University to lead the research work.

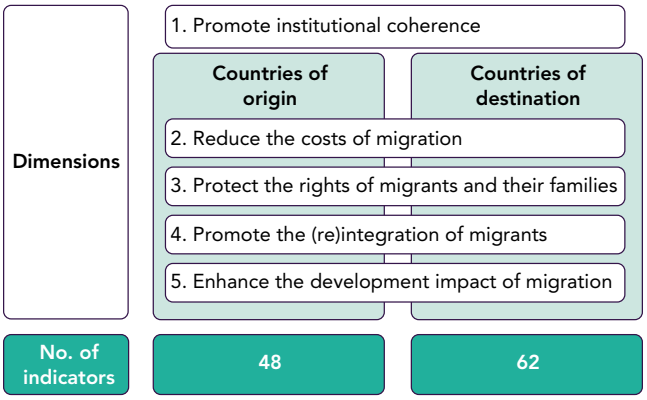
The initial conceptual work considered existing migration indicators, such as the Migration Integration Policy Index (MIPEX), Commitment to Development Index (CDI), Multicultural Policy Index (MCP), Barriers to Naturalization Index (BNI), Citizenship Law Indicators (CITLAW), Citizenship Policy Index (CPI), Indicators for Citizenship Rights of Immigrants (ICRI), International Migration Policy and Law Analysis (IMPALA) database, the Immigration Policies in Comparison (IMPIC) project, EU "Zaragoza" Integration Indicators, the Migration Governance Index (MGI), as well as KNOMAD work on human rights indicators for migrants. Expanding on these existing tools, the PCMD dashboards include the transnational and development dimensions of international migration and mobility, as well as the perspectives of countries of origin and destination. The indicators were refined through extensive consultations with national policy makers, experts, and representatives of civil society and international organizations. Several dedicated expert workshops, national workshops with select partner countries, and roundtable discussions at the Global Forum on Migration and Development (GFMD) provided both conceptual clarification and normative legitimacy to the indicators.

To test the conceptual validity of the indicators, 15 countries volunteered to take part in the operationalization of the dashboards. Working with a diverse set of countries from Africa, Asia, Europe, and Latin America further led to refined, universally applicable indicators that can reflect a high degree of differences in policies, as well as in migration and development challenges. In collaboration with government focal points, data gathered in 15 countries—Bosnia and Herzegovina, Cabo Verde, Germany, Jamaica, Kenya, Moldova, Morocco, Philippines, Portugal, Netherlands, Serbia, Sri Lanka, Sweden, Switzerland, and Trinidad and Tobago—and validated by the country focal points reveal important trends and lessons for PCMD.

Promoting Policy Learning

With the recognition that countries face unique national contexts presenting distinct opportunities and challenges—and furthermore find themselves at different stages of policy making vis-à-vis migration and sustainable development—the purpose of the dashboards is not to label governments' policy interventions as "right" or "wrong" or to rank governments. Rather, it is to help governments:

- Promote understanding of the links between migration and development in different contexts;
- Take stock of existing policies and institutional arrangements in various sectors related to migration and development;
- Consider what policies and institutions may be needed to maximize the positive impact of migration on development, both in countries of origin and destination; and



- Enable critical self-assessment of degrees of PCMD and identify areas for improvement.

Owing largely to their participatory methodology, the dashboards are intended to be as much about the process as they are about the end-product. Their purpose is thus to create a living tool that can be applied by policy makers across a variety of country contexts to stimulate discussions, both within and between countries. The objective is to identify both institutional structures and policies that may be at odds with a rights-based approach to migration governance framed by a human development perspective. By helping policy makers recognize critical policy areas and institutional mechanisms for fostering PCMD, the dashboards aim to help governmental and nongovernmental stakeholders to assess how well migration is integrated into countries' strategies for realizing sustainable development and taking steps to advance the SDGs and the objectives of the GCM.

Comparing Policy Coherence across Five Dimensions

Dimension 1: Promoting institutional coherence

The first dimension of the PCMD dashboards assesses countries' institutional coherence. Nineteen indicators that apply to both countries of origin and destination measure the degree of integration of migration and development strategies, the ratification of migrant-specific conventions and regional agreements, countries' participation in regional and global fora, and the creation of certain policies and intragovernmental mechanisms, as well as migration data and data reporting.[2]

Based on the normalized scores for all indicators, countries in the sample are placed in one of three performance tiers: top (green), medium (yellow), or bottom (red). Among the 15 initial pilot countries, the average score for countries of origin and destination is in the medium tier. This reveals that many countries have put into place important measures and institutions and have already included migration in key parts of their sustainable development strategies. However, the data also show that more can be done to establish their institutional frameworks for migration and development and fully implement them.

Dimension 2: Reducing the financial costs of migration

The second dimension of the PCMD dashboards assesses the extent to which countries have policies in place to reduce the cost of migration and is represented through six indicators for countries of destination and five for countries of origin.[3] For both countries of origin and destination, indicators regarding a regulation framework for labor migration and recruitment as well as double taxation agreements are included. In countries of destination, indicators consider the cost of pre-arrival integration tests, and in countries of origin, the ease and cost of obtaining a passport.

Among countries of origin and destination, the average indicator score falls into the top tier. These relatively high scores indicate that most countries have policies in place designed to reduce the financial burden of migration. In fact, 80 percent of the pilot countries score in the top tier, with the highest score belonging to Bosnia and Herzegovina, which

TABLE ES.1 Traffic light graph with normalized PCMD scores by PCMD dimension for countries of destination

	Dimension 1: Institutional coherence	Dimension 2: Cost of migration	Dimension 3: Migrants' rights	Dimension 4: (Re)integration	Dimension 5: Migration and development
Germany	1	2	2	1	1
Netherlands	2	1	2	2	1
Portugal	2	1	1	1	1
Sweden	2	1	2	2	1
Switzerland	2	2	2	1	1

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

TABLE ES.2 Traffic light graph with normalized PCMD scores by PCMD dimension for countries of origin

	Dimension 1: Institutional coherence	Dimension 2: Cost of migration	Dimension 3: Migrants' rights	Dimension 4: (Re)integration	Dimension 5: Migration and development
Bosnia and Herzegovina	2	1	2	2	2
Cabo Verde	2	3	2	2	2
Jamaica	1	1	2	1	1
Kenya	2	2	2	2	2
Moldova	2	1	2	2	1
Morocco	2	1	2	2	2
Philippines	1	1	2	1	1
Serbia	2	1	2	2	2
Sri Lanka	3	1	2	3	2
Trinidad and Tobago	2	1	3	2	2

Note: The colors indicate the following ranges of normalized PCMD scores per dimension: red (0.0–<5.0); yellow (5.0–7.5); green (>7.5–10.0). PCMD = policy coherence for migration and development.

received a perfect 10-out-of-10-point average. Among countries of destination, none belongs to the bottom tier and Germany and Switzerland obtained a medium-tier average. Among countries of origin, only Kenya scored in the medium tier and Cabo Verde in the bottom tier, indicating that these countries may want to revisit a few of their policy choices on the financial costs of migration.

Dimension 3: Protecting the rights of migrants and their families

Measured by 19 indicators for countries of destination, and 14 indicators for countries of origin, dimension 3 is composed of policies that seek to protect the rights of migrants and their families. The majority of indicators in this area address the set of rights applicable to migrants. Rights covered in the indicators include portability of pensions, political rights, and international protection for refugees, as well as health care, education, consular, and labor-related rights and their outcomes. Their inclusion reflects the fact that migrant men and women are rights-bearers whose rights need to be upheld. This follows from specific migrant rights' conventions and from protections under general human rights laws. Furthermore, safeguarding migrants' rights also supports development objectives.

Among the pilot countries, Portugal obtained a top-tier average score, and more than three-quarters (80 percent) of pilot countries scored in the medium range. Based on these scores, which are lower overall than most of the other indicators, there is significant room for improvement for policies designed to protect the rights of migrants. One particularly weak area for countries of destination is that service providers in the areas of health, education, and law enforcement are not allowed to report on the immigration status of the people they serve. The average score for this indicator is in the bottom tier, the lowest score in this dimension for countries of destination.

Dimension 4: Promoting the (re)integration of migrants

This dimension is built on the premise that better-integrated and empowered migrants are more likely to experience positive human development outcomes, and to contribute toward development in both their country of origin and, importantly, in their country of destination. Fourteen indicators for countries of destination and five for countries of origin measured concrete policies relating to the integration of migrants. These include the recognition of dual citizenship and skills, access to citizenship, access to bank accounts, and the right to work and open businesses, as well as the availability of data on immigration, children of immigrants, discrimination, and return migration.

Among the 15 pilot countries, the normalized score in dimension 4 falls into the top tier for countries of destination and the medium tier for countries of origin. Thirty-three percent of the pilot countries received an average top-tier score. All but one of the countries sampled scored in the medium tier or above. This means that most of the sample countries have already made significant strides toward promoting the (re)integration of migrants. However, there are several key areas in which policies could be strengthened or improved, especially with regards to data collection and disaggregation.

Dimension 5: Enhancing the development impact of migration

Emigrants and diaspora actors can have important positive development impacts in their communities of origin (Plaza, 2013). Often a conducive policy and regulatory framework on both ends of the migration corridor can help migrants to fulfill their development potential, if they choose to engage in such projects (Plaza and Ratha, 2011). Five PCMD indicators for countries of destination and six for countries of origin measure concrete policies with regard to enhancing the development impact of diasporas and other key migration and development policies. In both dashboards, countries are assessed on the basis of whether they have exclusive partnerships for money transfer operators and remittance taxes—both of which increase remittance transfer costs, and thus go against the clear objective of SDG target 10.c to lower these costs. Both countries of origin and destination are evaluated for having programs to share and transfer knowledge from emigrants to their communities of origin. The PCMD dashboards further include destination-country-specific indicators on whether temporary absences from the country of destination have negative implications for migrants obtaining long-term residency status or citizenship, and whether these countries have set up skills training programs in migrants' countries of origin. For countries of origin, the dashboards ask whether governments conduct financial literacy training and provide targeted financial products, as well as support services for diaspora investments.

For this dimension, pilot countries of destination have a high average in the top tier, while countries of origin still have a relatively high average in the upper range of the medium tier. More than half of all participating countries have an average in the top tier, which reflects the prioritization of diaspora-related policies in recent years. In fact, not a single participating country has a bottom-tier average in this dimension. In countries of origin, the weakest indicators were for organizing financial literacy training at the local level throughout the country and providing specific financial products targeting migrants.

What We Can Learn from a Cross-Country Comparison: Spotlight on Key Indicators

A key goal of the PCMD dashboards is the promotion of policy learning in pilot countries, as well as for other countries that may draw inspiration from their policies and institutions. Chapter 4 focuses on a few select PCMD indicators, explains why they matter, and what the analysis of our 15-country panel reveals.

Interagency Mechanism Promoting Policy Coherence

Research on policy coherence emphasizes the importance of multistakeholder dialogues and institutions that promote a *whole-of-government approach*. For this reason, indicators 1.16 and 1.17 in the PCMD Dashboard measure the existence and attributes of interagency mechanisms, that is, bodies or committees that allow for the consideration of migration (and development) in policy areas beyond those directly related to migration.

Among the 15 pilot countries, 9 have established an interagency mechanism that meets at least twice annually and in which at least two line ministries, as well as local governments, are represented. Two countries have committees that meet frequently but have yet to see widespread participation, and another two countries have mechanisms that meet only once yearly and that could benefit from the participation of additional federal or local authorities. The remaining two countries do not have intragovernmental processes that allow for regular discussions among government agencies.

Regulated and Fair Recruitment

Regulation and oversight of migrant worker recruitment, the involved costs, and the protection of migrant workers from unscrupulous practices are key to migration governance and to achieving the SDGs. High recruitment fees can result in debt bondage ultimately resulting in forced labor. SDG indicator 10.7.1 that assesses whether Member States "facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies" (i.e., SDG target 10.7) measures the recruitment costs borne by employees as a proportion of their yearly income earned in the country of destination. Two PCMD indicators measure the extent of such regulation frameworks in countries of origin and destination. Indicator 2.3 assesses whether the country has a regulation framework for the recruitment process in place. The highest score is given to countries that have not only established such a framework but that also implement it at the regional and local levels. The rationale behind this is that implementation at the local level is key to achieving such frameworks' full potential. Indicator 2.4 then assesses the extent and regulation of recruitment fees.

The average score for both combined indicators among the 15 pilot countries is relatively high. While still in the medium tier, it is only 0.1 points away from the top tier. It is slightly higher for the existence of a regulation framework (top tier) than for recruitment fees for migrant workers (medium tier).

Ban of Child Detention in Countries of Destination

In countries of destination, PCMD indicator 3.13 establishes whether a country has a policy that bans the administrative detention of migrant children and provides alternatives to their administrative detention. Thus, this indicator recognizes that a ban without providing a clear alternative to detention is likely to lead to children being detained in spite of the legal ban. None of the pilot countries obtained the highest score for this indicator, which stresses the need to address child detention in all pilot countries.

Recognizing dual citizenship: All countries in the pilot phase are at least in the medium tier for allowing dual citizenship in the context of immigration (for countries of destination) or emigration (for countries of origin). Of the 15 pilot countries, 12 allow dual citizenship generally; Germany, the Netherlands, and Sri Lanka allow it under a large set of specified circumstances.

Access to the Labor Market in Countries of Destination

The right to employment is not only important to advance the economic independence of migrants and refugees. Working influences a variety of important factors, including planning for the future, meeting members of the host society, providing opportunity to develop language skills, restoring self-esteem, and encouraging self-reliance. Furthermore, relatively well-integrated migrants are best able to contribute to development. For that reason, a set of indicators (4.11–4.14) measures the extent to which different groups of migrants have access to formal labor markets in countries of destination. This includes assessing whether family migrants' access to the labor market is immediate or dependent upon the status of a family member or otherwise restricted. For students, we assess access to the labor market both during and after studies and capture programs designed to help migrant students integrate into local labor markets after graduation. For refugees and asylum seekers, access is measured depending on whether it is immediate or after a specific waiting period.

For all four indicators among countries of destination, Portugal, Switzerland, Germany, and Sweden are in the top tier. Of these, Germany and Sweden have a slightly lower average score because of certain limitations on asylum seekers. The Netherlands is in the medium tier, reflecting its limitations on both asylum seekers and certain family migrants.

Temporary Return from Countries of Destination

Migrants often have good reasons to return for certain periods of time to their countries of origin. And such returns can have critical development impacts in migrants' communities of origin. However, migrants may be reluctant to return temporarily if they fear that they may forfeit the permanency of their residence in the host country. For this reason, indicator 5.3 assesses whether migrants' pathway to citizenship or permanent residency is unaffected by temporary stays out of the country (e.g., three months at a time or cumulatively in a year).

In the Netherlands, Switzerland, Portugal, and Germany, a migrant can reside outside the country for a period not exceeding six months, leading to a top-tier score for these countries. In Sweden, however, travel outside the country is limited to six weeks in one calendar year; any time beyond this is deducted from the period of habitual residence. This results in a bottom-tier score for Sweden.

Return and Reintegration in Countries of Origin

Return migration is often seen as an opportunity for migrants to use the skills and experience they have acquired abroad to achieve positive development outcomes upon return. The pilot countries of origin have a combined average on the low end of the medium tier. Thus, the PCMD analysis reveals that even countries with well-established migration polices can further increase their efforts to collect disaggregated data on return migrants and to establish reintegration programs and assistance for returnees.

Disaggregated Data on Emigrants and Immigrants

Monitoring, analysis, and reporting systems are a building block of PCMD and point to the importance of data as a key input into evidence-based policy making. This is also reflected in target 17.8 of the SDGs, which calls for states to "increase significantly, high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts." Several

indicators assess the extent to which governments collect data on emigrants and immigrants.

Of the 15 pilot countries, both countries of origin and countries of destination have yet to improve the data they collect on specific migration issues. The average score of countries of origin is squarely in the bottom tier, while it is in the lower ranges of the medium tier among countries of destination.

PCMD Country Notes

The PCMD dashboards of indicators have been operationalized in 15 countries. Of these, 10 were coded as countries of origin, namely: Bosnia and Herzegovina, Cabo Verde, Jamaica, Kenya, Moldova, Morocco, the Philippines, Serbia, Sri Lanka, and Trinidad and Tobago. And 5 were coded as countries of destination, namely: Germany, the Netherlands, Portugal, Sweden, and Switzerland. (See chapter 5 for highlights from both sets.)

Policy Coherence, Sustainable Development, and Migration Governance: The Role of Policy Indicators

The PCMD dashboards have the potential to play an important role in countries' efforts to track progress toward the SDGs. They have particular relevance to SDG target 17.14, which emphasizes policy coherence for sustainable development as a key means of implementing the SDGs, as well as SDG target 10.7, which urges all governments and stakeholders to facilitate orderly, safe, regular, and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies. The PCMD dashboards are equally relevant to the deliberations on, and implementation of, the UN Global Compact for Safe, Regular, and Orderly Migration, as well as the Global Compact on Refugees, with its Comprehensive Refugee Response Framework. Drawing on the experience of operationalizing the PCMD dashboards of indicators in 15 pilot countries, chapter 6 of this report will discuss the merits and limitations of policy indicators in general and of the dashboards more specifically.

In the end, policy coherence is not just about policies and institutions. It is about supporting the beneficial outcomes of migration, creating opportunities for migrants, protecting their lives, upholding their rights, and mitigating their risks. And it is hoped that the PCMD dashboards will promote such outcomes.

Objectives and Structure of This Report

It is widely acknowledged that migration can have considerable economic and human development benefits. The beneficial outcomes from migration for countries of origin, countries of destination, and migrants depend on a range of migration-related and other public policies and their interactions. Both the 2030 Agenda for Sustainable Development and the New York Declaration for Refugees and Migrants that was adopted by the UN General Assembly in September 2016 "recognize that international migration is a multidimensional reality of major relevance for the development of countries of origin, transit and destination which requires coherent and comprehensive responses." In fact, the Sustainable Development Goals (SDGs) incorporate several direct references to migration. SDG target 10.7 urges states to facilitate orderly, safe, regular, and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies. To measure progress toward target 10.7, the Inter-Agency and Expert Group on SDG Indicators decided to collect data on recruitment costs borne by employees as a proportion of yearly income earned in their country of destination, as well as the number of countries that have implemented well-managed migration policies.

Considering target 10.7, as well as the transversal role of migration in the SDGs, including their emphasis on protecting migrants' labor rights (target 8.8), reducing remittance transfer costs (target 10.c), and ensuring the availability of high-quality and disaggregated data (target 17.18), the KNOMAD Thematic Working Group on Policy and Institutional Coherence created comprehensive dashboards of indicators to measure policy coherence for migration and development (PCMD). For a variety of reasons, PCMD is important:

- Policy incoherence can increase the likelihood of unfulfilled development commitments and situations in which certain policy objectives become increasingly unattainable.
- Policies working at cross-purposes can result in financial costs and wasted resources.
- Incoherence can have negative spillover effects and lead to a loss of credibility.
- A coherent approach can help balance policy trade-offs and foster collaboration and trust among stakeholders, and thus facilitate the harnessing of synergies.

The report is structured as follows:

Chapter 1 elaborates on the conceptual backdrop against which the PCMD dashboards of indicators have been developed and outlines why policy coherence is particularly important for the fragmented migration portfolio.

Chapter 2 introduces the PCMD dashboards, their five dimensions, and relationships among the indicators as building blocks to measure PCMD. It presents the development and foundations of the indicators, as well as the coding of the 15 pilot countries analyzed in this report. The chapter also outlines the several levels of analysis that the dashboards' results enable governments and other stakeholders to conduct.

Chapter 3 uses the data collected from the 15 pilot countries and validated by experts and the country focal points to analyze different trends in the five policy dimensions. Concretely, it discusses the pilot countries' scores on promoting institutional coherence; reducing the financial costs of migration; protecting the rights of migrants and their families; promoting the (re)integration of migrants; and enhancing the development impact of diaspora engagement.

Chapter 4 extends the data analysis of the previous chapter to the indicator level. For selected indicators, it showcases what can be learned from a multicountry comparison of migration-related policies and initiatives. Specifically, the chapter discusses indicators and groups of indicators assessing interagency mechanisms promoting policy coherence, regulated and fair recruitment, the ban of child detention in countries of destination, degrees of recognizing dual citizenship, access to the labor market in countries of destination,

temporary return from countries of destination, disaggregated data on emigrants and immigrants, and return and reintegration in countries of origin.

Chapter 5 contains country notes for each of the 15 pilot countries that feature an overview of the five PCMD dimensions and highlight specific policies and institutions, as they emerge from the data collected and validated for each country.

Chapter 6 closes the analysis of the PCMD dashboards of indicators with a discussion of the link between the dashboards and the implementation of the SDGs. In so doing, the chapter considers the cross-cutting role of migration in the SDGs. It also discusses the PCMD dashboards' relevance to SDG target 17.14, which emphasizes policy coherence for sustainable development as a key means of implementation of the SDGs, and SDG target 10.7, which urges all governments and stakeholders to facilitate orderly, safe, regular, and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies. Drawing on the experience of operationalizing the PCMD dashboards of indicators in 15 pilot countries, the chapter discusses the merits and limitations of developing and using policy indicators.

The report's appendixes feature data tables that list the indicator codes by country; describe each indicator and its rationale; and put forward succinct coding guidelines that provide additional information on the scoring process.

Chapter 1 Understanding Policy Coherence for Migration and Development

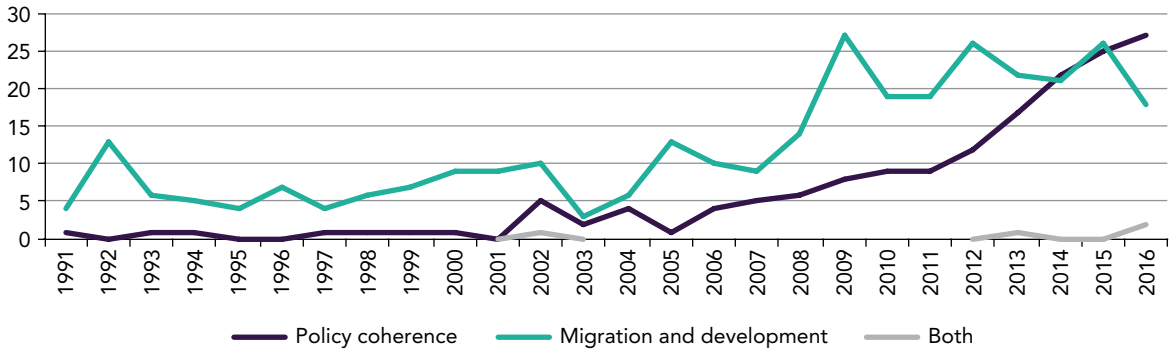
The United Nations (UN) General Assembly, the Global Forum on Migration and Development (GFMD) and other fora have repeatedly stressed the need to promote policy coherence with regard to migration and development.[4] More broadly, several international bodies, including the UN and the Organisation for Economic Co-operation and Development (OECD) have emphasized the importance of policy coherence for development. In addition, the European Union's policy coherence agenda has emphasized migration for over a decade (Carbone 2013). This chapter provides an overview of the concepts of migration and development, policy coherence for development (PCD), and policy coherence for migration and development (PCMD). An in-depth discussion is warranted as, in spite of the international policy focus, "policy coherence" and "migration and development'" have rarely been considered together in the research literature (see figure 1.1).

Migration and Development

It is widely acknowledged that migration can lead to considerable human development outcomes (UNDP 2009; OECD 2018a). The UN Special Representative of the Secretary-General for International Migration highlights that "without migration, our societies would never have achieved their current level of development" (UN General Assembly 2017: 4). Both the Agenda 2030 for Sustainable Development (para 29) and the New York Declaration for Refugees and Migrants (para 46), adopted by the UN General Assembly in September 2016, "recognize that international migration is a multidimensional reality of major relevance for the development of countries of origin, transit and destination which requires coherent and comprehensive responses."

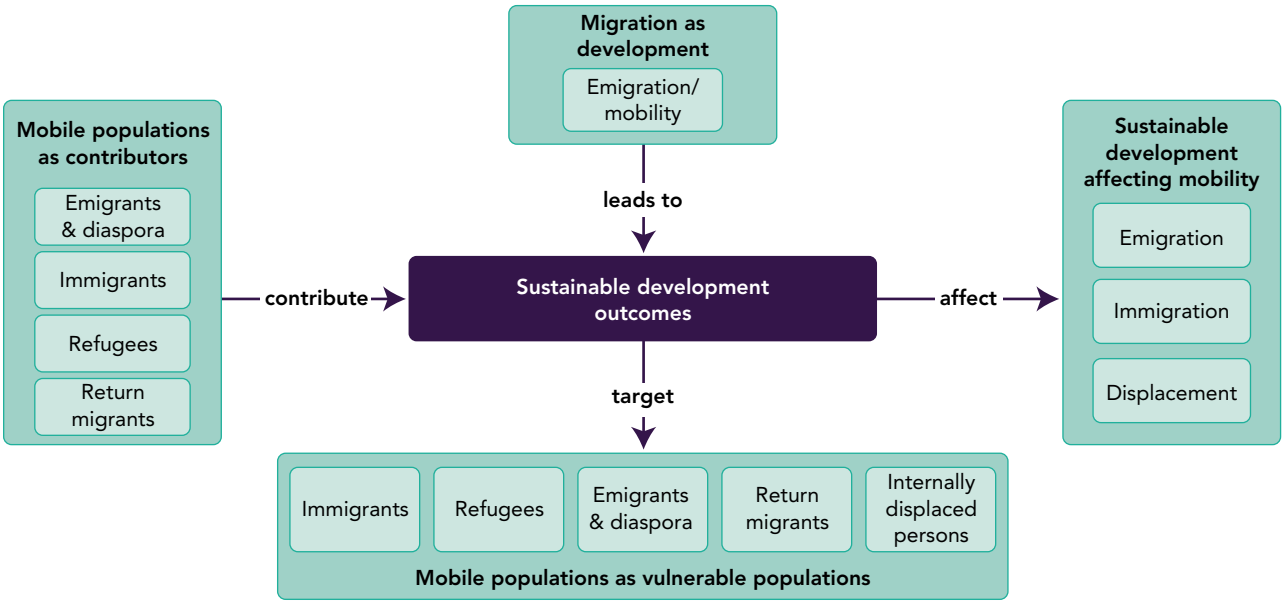
A complex multidirectional relationship exists between migration and development.[5] Migration can have positive and negative economic and human development[6] impacts at the micro, meso, and macro levels, depending on various interconnected contextual factors. Migration impacts migrants and their households and communities of origin, destination, and transit. To unpack the multifaceted relationship, figure 1.2 illustrates the four principal ways in which human mobility interacts with sustainable development. First, the level of development can influence the mobility of people. Development, or lack thereof, affects the resources

FIGURE 1.1 **Annual number of research publications on "migration and development" and/or "policy coherence," 1991–2016**



Source: Web of Science.

FIGURE 1.2 Human mobility and sustainable development



Source: Naujoks 2016.

and incentives for migration. Second, migration often leads to immediate and substantial development gains for the people who migrate. Third, migrants are agents of development who actively contribute to development in their countries of origin and destination. Fourth, migrants and refugees can be vulnerable groups whose specific needs can be targeted by sectoral development programming, such as in labor markets and the areas of health, education, finance, and governance.

There is a wealth of literature exploring the relationships between migration and development in countries of origin, primarily through specific channels such as remittances, as well as in countries of destination, especially through the impact on the labor market and long-term economic growth. A less studied question relates to causal linkages, specifically the types of measures that governments can implement to enhance the developmental impacts of migration and mitigate negative impacts (McKenzie and Yang 2014; IOM 2006). In fact, the state has a critical role in influencing the outcomes of migration (Hollifield and Wong 2015) through both migration and non-migration policies (OECD 2017a).

Evidence connecting migration policy to development has been synthesized in many recent studies using natural experiments to test the impact of policy change on development outcomes. For example, using a policy reform in the United Arab Emirates (UAE) as a natural experiment, Naidu et al. (2016) find that migrants able to change employers saw a 10 percent increase in their real salaries after making the change. In the Americas, a randomized field experiment that was used to allocate discounts on remittance transfers to random Salvadorian migrants in the Washington D.C. area, discovered that each decrease of $1 led to 0.11 more transfers per month (Aycinena et al. 2010). In Europe, cross-sectional data from Germany and Spain show that migrants from countries with dual citizenship send more remittances and have higher intentions of returning than migrants from countries that do not offer dual citizenship (Leblang 2017). In Asia, an in-depth study of the effects of India's diasporic citizenship policies established that such policies affect the remittance-sending, investment, political, and return behavior of Indian migrants in the United States (Naujoks 2013).

The link between policy and the migration and development nexus was also explored in the OECD's and EU's Interrelations between Public Policies, Migration and Development project, which investigated the bidirectional linkages between four dimensions of migration (emigration, immigration, return, and remittances) and five policy areas (labor markets, agriculture, education, investment and financial services, and social protection and health). The research identifies a key role for sectoral policies in influencing decisions on whether to emigrate or return as well as how to send and spend remittances; however, it also concludes that these causal relationships are not always straightforward. While many of the countries analyzed under the Public Policies, Migration and Development project have migration-related

development policies in place, very few include migration in their sectoral policies. In addition to the need to consider the potential connections between sectoral policies and migration, the report highlights the need to improve overall policy coherence by focusing attention on the institutional factors expected to improve it, such as coordination mechanisms and strengthened international cooperation (OECD 2017a).

Conceptualizing Policy Coherence for Development and Its Application to Migration for Development

As has been illustrated in the large body of literature on the subject, policy does indeed have an impact on the development outcomes of migration. It is here where the concepts of migration and development and PCD can be joined. PCD specifically refers to the "synergic and systematic support [of policies] toward the achievement of common [development] objectives" (Keijzer and Oppewal 2012: 3). It is important to note that policy coherence can also occur at different levels, adding complexity to the operationalization of policy coherence as a concept. For example, policies within a country could be incoherent to the extent that policies in one sectoral area undermine policies in another, or policies at the local level could be incoherent with policies at the national level. However, policies in one country could also undermine development in another. One can therefore think of coherence as something that occurs horizontally or vertically within a country (unilateral) or between countries (bilateral). Coherence at the multilateral level would entail ensuring that national or subnational policies are not at odds with international standards (Hong and Knoll 2016; Siegel and McGregor 2015). Here trade-offs are not just between internal actors but also between countries in cases where the policies of one country have an impact on another. However, particularly in the case of migration, as a politically sensitive issue that touches on issues of national sovereignty, domestic politicians may be reluctant to reconsider domestic concerns in the interest of achieving broader developmental goals.

For the purposes of this report, PCMD is defined as a set of policies that "pursue synergies to advance shared objectives, actively seek to minimize or eliminate negative side effects of policies, (and) prevent policies from detracting from one another or from the achievement of agreed-upon development goals" (Hong and Knoll 2016: vii). Policy coherence with regard to migration is particularly important because migration is a cross-cutting policy issue, extending beyond the regulation of human movement across international borders (see for example OECD 2017a). Ultimately, this means that the policies that affect—or are affected by—migration can be found in a range of policy areas, not least the labor market, finance, education, trade, and health. Thus, migration tends to be governed by a "fragmented portfolio" of policy that is distributed among several ministries with competing views and different levels of power, influence, and resources (GMG 2010, 17). The beneficial outcomes from migration for countries of origin, countries of destination, and migrants depend on a range of migration-related and other public policies and their interactions. Different types of policies include the following three categories:

- **Migration policies narrowly conceived**, in particular policies that seek to regulate migration flows and promote the integration or reintegration of migrants.
- **Migration-related development policies,** that is, policies in both origin and destination countries that seek to harness the migration-development nexus.
- **Sectoral policies** not specific to migration, but that nonetheless affect and are affected by migration, such as education, health, employment, industrial development, urbanization, or agriculture (Hong and Knoll 2016; OECD 2017a).

The need to focus on policy coherence is emphasized by this fragmentation of the policy portfolio and the connected multiplicity of actors, institutions, and stakeholders involved in shaping policies in these areas.

Enabling Policy Coherence for Migration and Development

A review of the past literature identifies several general policy factors that can encourage or inhibit policy coherence. Although by no means an exhaustive list, key factors include dialogue between different stakeholders (both governmental and nongovernmental), coordination mechanisms, supportive government environments, and targeted and well-formulated policies (Picciotto 2005b; May et al. 2005; May, Sapotichne, and Workman 2006; ECDPM, ICEI, and PARTICIP 2007; OECD 2010; Nilsson et al. 2012; Larsen and Powell 2013).

It is acknowledged that in order for policy coherence to be attained, various stakeholders involved within a policy area need to be able to share their perspectives and ideas with on another without excluding any nontraditional stakeholders (May et al. 2005; Larsen and Powell 2013). An environment

of transparent information and shared values among stakeholders is seen as essential in producing consistent decision-making (Picciotto 2005b). In applying inclusive stakeholder engagement to migration and development, relevant stakeholders within the sphere of migration might then include multiple sectoral ministries, regional and local governments, academia, nongovernmental organizations, trade unions, migrant associations, employers, banks, and international organizations.

As a complement to inclusive stakeholder engagement, a "whole of government approach" has also been advocated as a mechanism in promoting PCD. While decisions are often divided up among various departments and branches of government to utilize subject expertise, this can be dangerous as it invites policy coherence within one department or group while opening the door for incoherence in between groups. To counter this, strong leadership, clear strategies, and protocols for decision making can heighten the chance that inconsistencies are identified. To encourage policy coherence in the fields of migration and development, it would then follow that various ministries need to work collaboratively and acknowledge their role in shaping migration and development outcomes. Relevant ministries could include those that concentrate on internal affairs, foreign affairs, education, health, technology, labor, social protection and social security, justice and legal issues, child development and youth, and national security (Picciotto 2005b).

The strong leadership and clear decision-making protocols of the whole-of-government approach can be augmented by concrete mechanisms that support cooperation across government departments, both horizontally and vertically. This involves institutional and administrative mechanisms such as coordination initiatives among departments or committees to promote the holistic and organic adoption of PCD at all stages of the policy cycle (ECDPM, ICEI, and PARTICIP 2007; OECD 2009, 2014a). Examples of this type of mechanism as specifically applied to PCMD objectives include the identification of focal points for coordination purposes, migration-focused coordination bodies, commissions, national working groups, and national consultative or steering committees.

While most efforts to encourage or promote policy coherence have largely related to institutional processes and procedures, a country's policies and public statements can also be consciously formulated to further policy coherence goals. For example, explicit policy statements that specifically address coherence in a way that outlines future government actions, intent, and involved actors can be beneficial. Illustrations of this type of mechanism include straightforward development policy objectives that are inclusive of migration; explicit linkages to policies directly or indirectly related to migration; the encouragement of broad-based commitment to policy coherence among civil servants working in the field; the commitment of migration- and development-relevant leadership to policy coherence initiatives; and the establishment of legal necessities for policy coherence in the field of migration (ECDPM, ICEI, and PARTICIP 2007; OECD 2009, 2014a).

As highlighted at the beginning of this chapter, migration is related to a large number of public policy areas—beyond migration policies in the narrow sense—that regulate the exit and entry of people in and out of national territories. The following chapter will introduce the PCMD indicators that have been developed to account for the diversity of policy categories and the key elements of policy coherence.

Chapter 2 The PCMD Dashboards: Tools to Take Stock of Migration Governance

The dashboards of indicators for measuring policy coherence for migration and development (PCMD) are user-friendly tools that aim to measure the extent to which public policies and institutional arrangements are coherent with international norms and good practices in order to minimize the risks and maximize the development gains of migration. They can be used by domestic policy makers and other stakeholders, such as researchers, civil society, and international organizations. For policy makers, the dashboards serve as particularly useful tools during the formulation, evaluation, and adjustment of public policies that may have an impact on migration.

With the recognition that countries face unique national contexts presenting distinct opportunities and challenges—and furthermore find themselves at different stages of policy making vis-à-vis migration and sustainable development—the purpose of the dashboards is not to label governments' policy interventions as "right" or "wrong." Rather, it is to help governments:

- Take stock of existing policies and institutional arrangements in various sectors related to migration and development.
- Consider what policies and institutions may be needed to maximize the positive impact of migration on development.
- Enable critical self-assessment of PCMD levels.
- Identify areas for improvement.
- Promote understanding of the links between migration and development in different contexts.

By helping policy makers identify critical policy areas and institutional mechanisms for fostering PCMD, the dashboards are useful for integrating migration into countries' strategies for realizing the Sustainable Development Goals (SDGs) as well as implementing the commitments made by states in the Global Compact for Safe, Orderly and Regular Migration and the Global Compact for Refugees.

Owing largely to their participatory methodology, the dashboards are intended to be as much about the process as the end-product. Their purpose is thus to create a living tool that can be applied by policy makers across a variety of country contexts to stimulate discussions, both within and between countries. The objective is to identify both institutional structures and policies that may be at odds with a rights-based approach to migration governance framed by a human development perspective.

The dashboards complement the Migration Governance Index (MGI), developed by the Economist Intelligence Unit and the International Organization for Migration (IOM) in 2015, which "aims to provide a consolidated framework for evaluating country-specific migration governance structures, and to act as a potential source for informing implementation of the migration-related SDGs" (EIU 2016: 5).

This chapter introduces the PCMD dashboards and the methodology that underlies the five dimensions and their indicators. After a general introduction to the dashboards, the chapter will elaborate on the participatory process that led to the dashboards. It will then introduce the 15-country sample for which the PCMD dashboards were coded for this report. Lastly, it will highlight the versatile nature of the dashboards, which allows for three levels of analysis: (i) within-country analysis, and multicountry at the level of (ii) policy dimension and (iii) indicator.

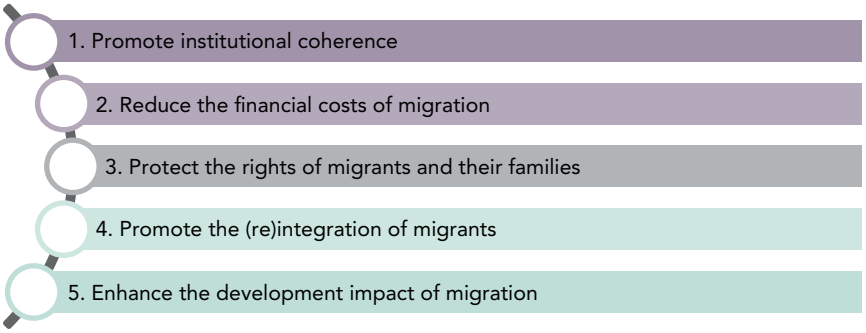
Two Dashboards and Five Policy Dimensions Measure Migration Governance

There are two distinct dashboards—one from the perspective of countries of origin and the other from the perspective of countries of destination—with separate indicators (except in the area of institutional coherence, where indicators are

BOX 2.1 What are the PCMD dashboards?

- The PCMD dashboards constitute **user-friendly tools** to measure the extent to which public policies and institutional arrangements are **coherent with international norms and good practices** to minimize the risks and maximize the development gains of migration.
- Indicators are built on international norms, political commitments, SDGs, and good practices. The SDGs have been integrated in all aspects of the PCMD indicators. The dashboards answer to SDG target 17.14, which emphasizes policy coherence for sustainable development as a key means of implementing the SDGs. Many of the indicators are directly inspired by specific SDG goals, targets, and indicators. And PCMD is a way of **measuring well-managed migration policies** and migration governance, which are relevant to target 10.7 of the SDGs.
- There are two distinct dashboards—one from the perspective of countries of origin and the other from the perspective of countries of destination—with separate indicators (except in the area of institutional coherence, where they are common). It is important to stress that any given country can be considered both a country of origin and a country of destination. Forty-eight indicators for countries of origin and 62 indicators for countries of destination measure policy coherence and migration governance. They are categorized by function within **five policy dimensions**, namely (i) promoting institutional coherence; (ii) reducing the financial costs of migration; (iii) protecting the rights of migrants and their families; (iv) promoting the (re)integration of migrants; and (v) enhancing the development impact of diaspora engagement.
- The dashboards' data allow **three levels of analysis**: within-country, and across countries at the levels of policy dimensions and indicators.

FIGURE 2.1 Five policy dimensions



identical).[7] It important to note that any given country can be considered both a country of origin and a country of destination. Indicators are organized around the **five policy dimensions** listed in figure 2.1.

The first policy dimension on institutional coherence with its 19 indicators is identical for countries of destination and origin. In the following four dimensions, 44 indicators measure PCMD in countries of destination, and 29 in countries of origin. Thus, a total of 63 indicators are coded for destination and 49 for origin countries (table 2.1).

Each indicator corresponds to an input or an output, with these terms defined as follows:

- **Inputs** are the processes that lead to government interventions, such as consultations, statements of commitment, and the allocation of financial resources.
- **Outputs** include government interventions, in particular policy and institutional changes. These include the adjustment and establishment of policies, as well as the setup and modification of formal mechanisms such as interministerial committees and centralized oversight bodies.

By specifying the level to which each indicator corresponds, the dashboards make it easy to locate relevant policy interventions and outcomes. However, the dashboards do not aim to develop a results chain that assumes that inputs lead to outputs and then to outcomes in a linear fashion.

TABLE 2.1 What the PCMD dashboards measure—migration governance across five dimensions

PCMD indicator dimension	No of indicators		What is measured
	CoD	CoO	
1. Promoting institutional coherence for migration and development	19		Level of integration of migration and 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; and migration data and data reporting.
2. Reducing the financial costs of migration	6	5	In both dashboards: existence of regulation framework for labor migration and recruitment, double taxation agreements. In CoD, cost for integration tests and in CoO, the ease and cost of obtaining a passport.
3. Protecting the rights of migrants and their families	19	14	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 on creating safe pathways to prevent human trafficking and smuggling. In CoD, access to health care, education, a range of labor-related rights, and ratification of specific conventions; access to redress mechanisms and legal aid; antidiscrimination programming; family unification; detention of children; and statelessness. In CoO, restrictions on emigration, ratification of specific treaties, established standards, special consular services protecting migrants' rights, predeparture training, and data on educational and health outcomes of children of emigrants.
4. Promoting the integration and reintegration of migrants	14	5	In both dashboards: recognition of dual citizenship and skills recognition. In CoD, availability of immigration data, access to citizenship, bank accounts, right to work and open businesses, language courses, cost of education, and data on children of immigrants and on discrimination. In CoO, data on return migration and reintegration programs.
5. Enhancing the development impact of diaspora engagement, skills, and migrants' finances	5	6	In both dashboards: absence of exclusive partnership for money transfer operators, remittance taxes, and skill-sharing/transfer to CoO. In CoD, possibility of temporary absences from CoD and skills creation programs in CoO. In CoO, financial literacy training and targeted financial products and support services for diaspora investments.

Note: CoD = country of destination; CoO = country of origin; PCMD = policy coherence for migration and development.

As elaborated in chapter 1, policy coherence for migration and development encompasses a multiplicity of policy subsystems. The PCMD indicators (which will be discussed in more detail in chapter 3) have been carefully selected and constructed to reflect normative frameworks, political commitments, and good practices.

The five dimensions indicate key areas of work that result from international commitments, good practices, and research on migration and development. They are based on normative frameworks, such as Agenda 2030, the New York Declaration for Refugees and Migrants, and key UN General Assembly Resolutions, as well as on key publications by international organizations, such as the Global Migration Group's (GMG 2010) handbook on *Mainstreaming Migration into Development Planning*, and the Organisation for Economic Co-operation and Development (OECD) Development Centre's study on the *Interrelations between Public Policies, Migration and Development* (OECD 2017a). In addition, they are based on significant research on the links of migration, human development, and public policies, as well as good practices. The indicator guidelines in appendixes B and C also include a brief discussion on the rationale for each indicator that refers to key documents and research underpinning the specific indicators. As has been noted, the indicators are grouped in five dimensions, highlighted as particularly important for comprehensive policy frameworks promoting PCMD.

Dimension 1. Promoting Institutional Coherence for Migration and Development

The Resolution on the 2030 Agenda for Sustainable Development (para 29), the Addis Ababa Action Agenda (para 111) of the Third International Conference on Financing for Development, and the New York Declaration for Refugees and Migrants (para 3.6) explicitly recognize that international migration is a multidimensional reality of major relevance for the development of countries of origin, transit, and destination, which requires coherent and comprehensive responses.

Also, the Global Compact for Safe, Orderly and Regular Migration emphasizes "that migration is a multidimensional reality that cannot be addressed by one government policy sector alone. To develop and implement effective migration policies and practices, a whole-of-government approach is needed to ensure horizontal and vertical policy coherence across all sectors and levels of government" (para 15). The need for institutional coherence has been stressed throughout many sessions of the Global Forum on Migration and Development, as well as at the two UN General Assembly High-level Dialogues on Migration and Development, in 2006 and 2013, respectively. This dimension stresses the importance of integrating migration into a variety of development plans, as recognized by the NY Declaration (para 3.7), the Global Migration Group's (2010) handbook on mainstreaming migration, and the Global Migration Group's Guidance Note on "Integrating Migration and Displacement in the United Nations Development Assistance Frameworks (UNDAFs)," which stresses the relevance of institutions and processes for the governance of migration, and referring interministerial or interinstitutional processes at the bilateral, national, or subnational level, as well as to endeavors to mainstream migration into a variety of development plans (GMG 2017a: 29).

Dimension 2. Reducing the Financial Costs of Migration

The UN Secretary-General's eight-point agenda for the action *Making Migration Work* stresses that there are enormous gains to be made from lowering costs related to migration. The commitment of lowering the cost of labor migration is also emphasized in the New York Declaration (para 3.6, 3.17), in the Resolution on the 2030 Agenda for Sustainable Development (para 29), and the Addis Ababa Action Agenda (para 111), as well as in the UN General Assembly Resolution on International Migration and Development (para 15).[8]

Dimension 3. Protecting the Rights of Migrants and Their Families

Migrants rights are critical, both for migrants themselves, and also in enabling them to contribute to development in their communities of origin and destination. Thus the Resolution on the 2030 Agenda for Sustainable Development urges all states to ensure safe, orderly, and regular migration involving full respect for human rights and the humane treatment of migrants regardless of migration status, of refugees, and of displaced persons (para 29). Also, the New York Declaration for Migrants and Refugees stresses that comprehensive approaches to migration need to be sensitive, humane, dignified, and gender responsive. Furthermore, states need to ensure the full respect and protection for their human rights and fundamental freedoms (para 2.1).[9] The overarching obligation to respect, protect, and fulfill the human rights of all migrants, regardless of their migration status, is equally a central commitment and guiding principle of the Global Compact for Migration (para 11, 15).

Dimension 4. Promoting the Integration and Reintegration of Migrants

Policies and incentives to promote the integration of migrants in countries of destination and of returnees in countries of origin are paramount for coherent migration and development policies. In the New York Declaration, states committed to combating xenophobia, racism, and discrimination against refugees and migrants and to taking measures to improve their integration and inclusion, as appropriate, and with particular reference to access to education, health care, justice, and language training (para 2.18). This echoes the Global Compact for Migration's objectives to provide access to basic services for migrants, empower migrants and societies to realize full inclusion and social cohesion, eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration, and cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration (Objectives 15, 16, 17, 21). The Global Compact on Refugees not only highlights the importance of long-term local integration (para 97–99) but the Compact and its Comprehensive Refugee Response Framework also stress various measures that are relevant for migrants' integration into labor markets and societies from the outset.

Dimension 5. Enhancing the Development Impact of Diaspora Engagement, Skills, and Migrants' Finances

States have recognized the positive contribution of migrants to inclusive growth and sustainable development and the importance of facilitating their contributions by focusing on remittances and financial services, among other areas (2030 Agenda for Sustainable Development, para 29; Addis Ababa

Action Agenda, para 40, 111; New York Declaration, para 3.6, 3.7). The Global Compact on Migration, in its objectives 19 and 20, urges stakeholders to create conditions for migrants and diasporas to fully contribute to sustainable development in all countries and promote faster, safer, and cheaper transfer of remittances and foster the financial inclusion of migrants. Also the Global Migration Group's Guidance Note (GMG 2017a) stresses the relevance of institutions and processes for the governance of migration, including interministerial or interinstitutional processes at the bilateral, national, or subnational level, as well as endeavors to mainstream migration into a variety of development plans (GMG 2017a: 29). This dimension is equally highlighted in the Global Migration Group's handbook on mainstreaming migration (GMG 2010).

Mechanisms for Promoting Policy Coherence

The indicators in the five dimensions are thought to promote policy coherence through a range of mechanisms (figure 2.2).

- **Institutions:** The creation of meaningful institutions and mechanisms in which different government and nongovernmental stakeholders can discuss how migration and other policy areas intersect promotes knowledge about other actors' activities and in a best-case scenario, promotes integrated approaches.
- **Mainstreaming:** Integrating migration into sectoral development plans, such as development, health, education, environment, agriculture, and development assistance strategies is an important precondition for considering the specific vulnerabilities and potentials of migrant men and women.
- **Concrete policies:** Good public policies can advance the sustainable human development outcomes of migration—for migrants themselves, and for communities of origin and destination. However, public policies can also undermine the potential of migration for all involved. Some countries have pioneered good practices, and countries that are serious about maximizing the benefits and minimizing the costs of migration need to consider such practices and avoid those that are harmful to migrants.
- **Norm ratifications:** The international community has adopted a large number of conventions and international norms that safeguard the rights of migrant workers and ensure that human mobility leads to positive development outcomes. Ratification of such instruments is key.
- **Data**: Accurate and disaggregated data on migration are key to design and adapt the right policy frameworks. For this reason, the collection of meaningful and high-level data is a key foundation for establishing the adequate policy mix.

FIGURE 2.2 Key components of the PCMD dashboards

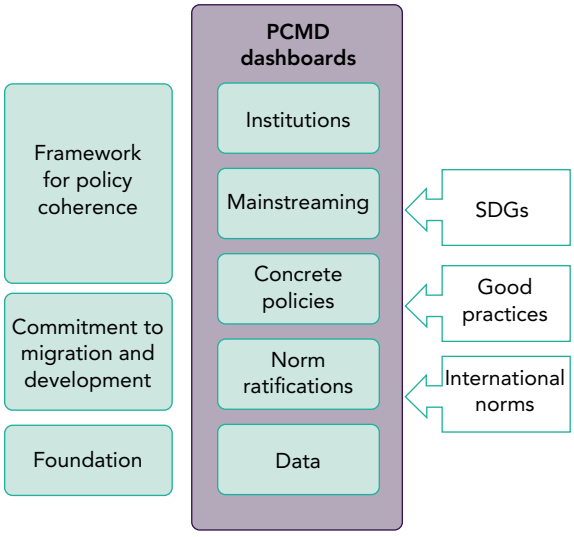


Table 2.2 spells out advantages and limitations of the building blocks of the PCMD methodology.

PCMD Is Key for SDGs and UN Global Compacts

Migration is directly and indirectly linked to the SDGs. For example, the SDGs include targets to protect migrant workers' labor rights; promote safe and secure working environments, in particular for women migrants (target 8.8); implement planned and well-managed migration policies (target 10.7); reduce the transaction costs of migrant remittances (target 10.c); and build capacities to produce high-quality, timely, and reliable data disaggregated by gender, race, ethnicity, and migratory status, among other categories (target 17.18). Furthermore, the SDGs reference the granting of scholarships that can affect student mobility (target 4.b) as well as the problems of trafficking in persons, especially women and children; forced labor; and exploitation (targets 5.2, 8.7, 16.2).

In addition to the targets that anchor migration-related issues explicitly in development strategies, human mobility is indirectly relevant (Naujoks 2016, 2018). Improving SDG outcomes can turn migration from a necessity into a choice. Migrants and migration can be enablers of reaching SDGs by unlocking the positive potential that human mobility has for

TABLE 2.2 Advantages and limitations of the PCMD methodology

Feature	Advantages	Limitations
Assesses the integration of migration into sectoral development policies	The inclusion of migration in certain development strategies signals political commitment. Mainstreaming migration into development policies is the foundation for further programming and the allocation of budgets. Development planning is generally linked to stakeholder participation that implies the exchange of information among different governmental and nongovernmental actors.	Even though the mainstreaming indicators assess whether migration is only considered or whether there is a clear migration-related priority or strategic objective, these indicators cannot provide in-depth analysis of the extent and quality of mainstreaming migration.
Assesses government mechanisms to discuss migration issues	As explained in chapter 1, governmental processes to bring different ministries and public institutions together are key to achieve policy coherence. PCMD indicators assess how many institutions are involved, how often they meet, and what the role of nongovernmental stakeholders is.	More important than the existence of certain mechanisms is how they work. Are they leading to productive discussions and positive policy outcomes? Do they promote coordinated and integrated approaches? These questions are outside of the scope of these PCMD indicators.
Assesses ratification of international norms	International conventions and treaties are critical. They signal that providing migrants with certain rights is not a policy option. It is mandated by international law. Local institutions and advocacy groups can use internationally binding treaties to lobby the government to implement rights, and the domestic judiciary can use such obligations to interpret domestic laws.	Most international conventions, especially in the area of migration, do not have monitoring and enforcement mechanisms. The indicators do not assess the level of implementation of such norms.
Assesses adoption of good policies	Based on a review of policy practices that correspond to established good practices, the sustainable development goals (SDGs), international treaties, and other normative frameworks, several PCMD indicators assess whether countries have adopted these practices. Except where international norms clearly identify a certain policy, this leaves considerable freedom to countries as to the content of such policies.	Even though the policies selected have been based on an extensive participatory validation process with governments, experts, and civil society, and a check against the key normative frameworks, including the SDGs, the selection of certain policies may be more important in some scenarios than in others. Often the implementation of a certain policy may be more important than its mere existence. The PCMD indicators sometimes attempt to capture levels of implementation, for example, through the allocation of funds for projects. However, by and large it is outside the scope of the indicators to measure the scale and implementation of the said policies.
Assesses availability of migration-related data	The availability of sufficiently disaggregated data is a core foundation for evidence-based policy making. Several PCMD indicators assess what data (and at what level of disaggregation) are available for emigrants, immigrants, returnees, children staying behind, or children of immigrants. This includes how data are made accessible and whether countries pool information from a variety of institutions and sources.	While PCMD indicators capture a variety of data dimensions, the indicators cannot measure the quality of data collected.

Note: PCMD = policy coherence for migration and development.

mobile populations and for communities of origin, as well as of destination. Lastly, migrants, refugees, and displaced persons are often vulnerable populations whose specific needs need to be considered in order to "leave no one behind," which is a key principle of the 2030 Agenda for Sustainable Development. For example, this is the case for all goals and targets that refer to universal access to certain services for all men and women.

The PCMD dashboards are linked to the SDGs in several ways. First, many indicators are directly inspired by specific SDG goals, such as to lower remittance costs, reduce recruitment fees for migrant workers, or collect statistics disaggregated by migration status. Second, several indicators are linked to ensure that migrants are not left behind and that they have access to key SDG dimensions, such as employment, education, and health. Third, each dashboard itself is a way to measure the extent to which countries have established well-managed migration policies, and it can thus be used to measure progress toward achieving target 10.7 of the SDGs.[10]

The relevance of the PCMD dashboards of indicators is reflected in the cross-cutting principles of the Global Compact for Safe, Orderly and Regular Migration, which emphasize the need for a whole-of-government approach to ensure horizontal and vertical policy coherence across all sectors and levels of government (para 15). Several indicators also reflect essential elements of the Global Compact for Refugees and the Comprehensive Refugee Response Framework. In addition, the dashboards of indicators can serve as a means to measure the implementation of core commitments of the Global Compact on Migration, not least for the 15 pilot countries that have already used the dashboards. Appendix D compares key PCMD indicators for countries of origin and destination and their relationship to the objectives of the Global Compact for Migration. While the PCMD dashboards are not comprehensive in their coverage of all aspects covered under the objectives, the comparison reveals that PCMD indicators are tried and tested measures for 21 out of the Global Compact's 23 objectives.

The PCMD dashboards were developed over a period of three years (Figure 2.3). Steered by experts at the OECD Development Centre and United Nations Development Programme, as well as the KNOMAD focal point at the World Bank, the Thematic Working Group engaged a team of researchers at the United Nations University, Maastricht University, and Columbia University to lead the research work.

In recent years, advances have been made in approaches to the comparison and assessment of migration policies. These are reflected in a few in-depth migration policy indices and indicators.[11] A preliminary set of PCMD indicators was based on an extensive review of literature on measuring policy coherence and the causal linkages between migration and development. The initial conceptual work considered existing migration indicators, such as the Migration Integration Policy Index (MIPEX), Commitment to Development Index (CDI), Multicultural Policy Index (MCP), Barriers to Naturalization Index (BNI), Citizenship Law Indicators (CITLAW), Citizenship Policy Index (CPI), Indicators for Citizenship Rights of Immigrants (ICRI), International Migration Policy and Law Analysis (IMPALA) database (Beine et al. 2013; Gest et al. 2014), the Immigration Policies in Comparison (IMPIC) project (Helbling et al. 2017), the EU "Zaragoza" Integration Indicators, as well as the Global Knowledge Partnerships on Migration and Development's (KNOMAD's) work on human rights indicators for migrants.[12]

While the proliferation of such endeavors highlights the need to examine migration policy in a systematic and comparative way, all existing exercises have been geographically very limited. Many focus only on the European Union and North America, some on OECD countries, and few on other regions of the world. Also, the bulk of these endeavors focus on immigration and immigrant integration. Though these are very important, they account for only a part of the transnational policy puzzle that international migration poses.

A focus on selected dimensions of migration, and those particular to European or North American countries of destination, risks omitting the development dimension of international migration and mobility. For this reason, the Technical Working Group and its research partners derived additional indicators by applying a human rights–based approach and as revealed in discussions on migration in the post-2015 development agenda. In addition, ongoing endeavors to integrate migration and displacement into development strategies provided information for establishing relevant policy and institutional indicators.

The indicators were then refined through extensive consultations with national policy makers, experts, and representatives of civil society and international organizations. Several dedicated expert workshops, national workshops with select

FIGURE 2.3 The process of developing a comprehensive dashboard of PCMD indicators

Note: PCMD = policy coherence for migration and development.

BOX 2.2 Key institutional stakeholders that contributed to the dashboards

International organizations

- International Centre for Migration Policy Development
- International Labour Organization
- International Organization for Migration
- Joint Migration and Development Initiative
- Office of the United Nations High Commissioner for Human Rights
- Organisation for Economic Co-operation and Development
- United Nations Development Programme
- UN High Commissioner for Refugees
- World Bank/KNOMAD (Global Knowledge Partnership on Migration and Development)
- Office of the UN Special Representative of the Secretary-General for International Migration

Governments

- Governments participating at various dedicated round tables at the Global Forum on Migration and Development
- Governments of Bosnia and Herzegovina, Cabo Verde, Germany, Jamaica, Kenya, Moldova, Morocco, the Netherlands, the Philippines, Portugal, Serbia, Sri Lanka, Sweden, Switzerland, and Trinidad and Tobago

Academia and think tanks

- African Diaspora Policy Centre
- Center for Global Development
- Columbia University
- European University Institute
- Danish Institute for International Studies—Delmi
- Delmi—the Migration Studies Delegation
- European Centre for Development Policy Management
- Maastricht Graduate School of Governance, Maastricht University
- Migration Policy Group
- National Centre of Competence in Research—The Migration-Mobility Nexus
- The New School
- United Nations University
- University of Lucerne
- University of Luxembourg
- University of Münster
- WZB Berlin Social Science Center

Other civil society actors

- Migration and Development Civil Society Network
- Representatives from civil society at Global Forum on Migration and Development
- Representatives from academia and civil society at the National Workshop in Cabo Verde
- Representatives from academia and civil society at the National Workshop in the Netherlands

partner countries, and roundtable discussions at the Global Forum on Migration and Development provided both conceptual clarification and normative legitimacy (box 2.2).

To test the conceptual validity of the indicators, 15 countries volunteered to take part in the operationalization of the dashboards. Working with a diverse set of countries from Africa, Asia, Europe, and Latin America has further refined a universally applicable set of indicators that can reflect a high degree of differences in policies and in migration and development challenges.

Coding Methodology and Data Collection in 15 Countries

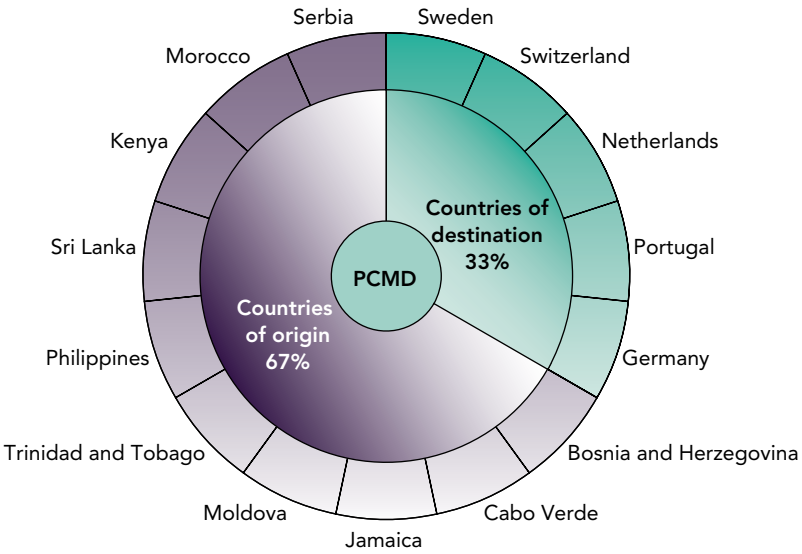
The dashboards of indicators has been operationalized in 15 countries: Bosnia and Herzegovina, Cabo Verde, Germany, Jamaica, Kenya, Moldova, Morocco, the Philippines, Portugal, the Netherlands, Serbia, Sri Lanka, Sweden, Switzerland, and Trinidad and Tobago. Two-thirds of the countries piloting the dashboards are coded as countries of origin, while a third of the participating countries are coded as countries of destination (figure 2.4).

While the research team encouraged a broad representation of different world regions, levels of income, migration, and policy development, it was ultimately a decision of countries to join the endeavor. This was particularly important as the data collection occurred in collaboration with national focal points. The sample selection, it should be noted, limits the generalizability of the findings. Countries that volunteered to participate may already have a track record of coherent policies and institutions relevant to migration and development. The analysis of the 15 sample countries is thus not indicative of the trends in a larger group of countries. This report's discussion of the findings serves to illustrate the usefulness of the dashboards and to advance policy learning from the 15 participating countries. Future reiterations of dashboard data with the participation of a larger number of countries will provide the basis for in-depth research and for understanding the diffusion and adoption of certain public policies in the future.

The indicators are either binary (having possible scores of 0 or 10) or ternary (having possible scores of 0, 5, or 10). Generally speaking, binary indicators involve yes-or-no statements, whereas ternary indicators aim to reflect different levels at which policy interventions can exist or to capture several dimensions in which an indicator can be measured. For example, when a country sets standards for labor emigrants or has agreements on skills recognition, such endeavors may cover only certain destinations (geopolitical dimension) or certain professions (occupational dimension), and ternary indicators capture both dimensions. The vast majority of PCMD indicators are ternary to allow a higher degree of nuance. Thus, none of the indicators in dimension 1 and just eight indicators in the remaining dimensions for countries of destination and six indicators for countries of origin are binary.

Information on the various indicators in each country context is gathered through (i) desk research and (ii) questionnaires completed by national focal points. These questionnaires

FIGURE 2.4 Countries of origin and destination among PCMD pilot countries



were prepared by the working group's research team, and responses to the questionnaires were organized and submitted by national focal points, who are responsible for coordinating with relevant ministries to gather necessary inputs.

The coding of the indicators followed a standardized methodology. The coding guidelines in appendix B provide detailed information on the data sources used, the applied thresholds, and the methodology of coding. Though the information was collected through country focal points, the PCMD research team was responsible for the coding. Coders had regular meetings to discuss the application of the guidelines. The final codes and code justifications were checked by at least three researchers before they were shared with country focal points for validation.

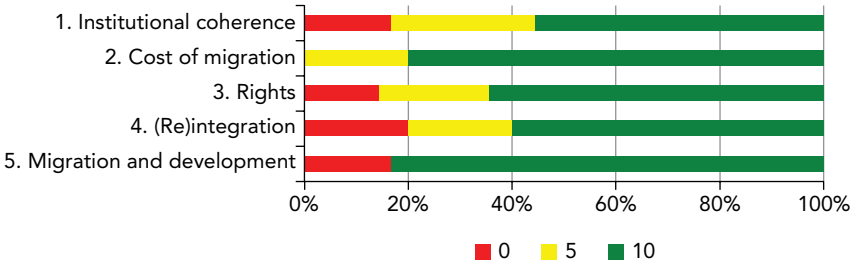
Three Levels of Analysis—A Versatile Tool for Policy Learning

The PCMD dashboards assess the extent to which countries have established certain policies and institutions that are coherent with global norms and good practices to maximize the benefits and minimize the cost of migration. The information collected in the coded indicators is a valuable resource for promoting a better understanding of migration and development, migration governance, and the diffusion of certain policy instruments. As indicated in the beginning of this chapter, the PCMD dashboards can help governments and other stakeholders to assess their policies, as well as to compare the adoption of norms and practices across countries. While the dashboards of indicators do not aggregate the individual scores into a single index, they allow three levels of analysis: within-country analysis, and multicountry comparison at the policy dimension level and the indicator level.

Within-Country Analysis

The PCMD dashboards allow for detailed country analysis. Chapter 5 contains short country profiles for each of the 15 pilot countries. This includes in-depth analysis of the indicators and their justifications, as well as overview tools that summarize the PCMD scores per country. Radar charts allow countries to see how they perform on the five policy dimensions in relation to an average. For example, figure 2.5 illustrates the distribution of Moldovan scores across the five policy dimensions, and the radar chart in figure 2.6 depicts Bosnia and Herzegovina's scores against the average score. When displaying overall and dimensional scores, the indicators for each objective are normalized resulting in an overall score per dimension that ranges from 0 to 10.

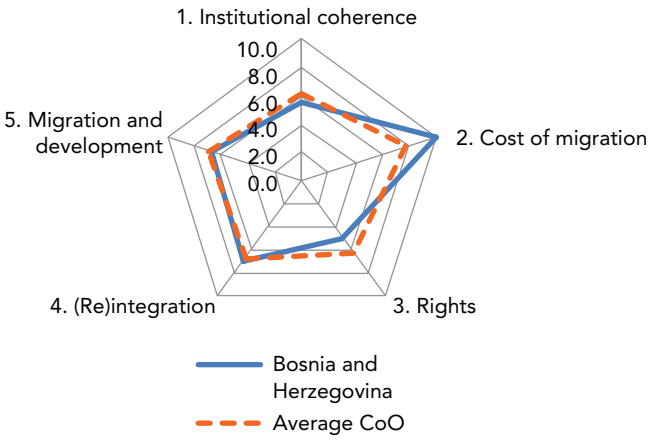
FIGURE 2.5 Distribution of Moldovan PCMD scores across dimension



BOX 2.3 PCMD scores are distinct, not aggregated

The PCMD dashboards of indicators are not aggregated into one score or index. All indicators have been selected carefully and their usefulness and methodological background have been confirmed through an extensive participatory process. Each of the five dimensions analyzed contains a different number of indicators, thus normalizing scores by dimension and then aggregating the normalized scores leads to distortions in the weighting. Assigning a maximum of 10 score points to each indicator suggests that all indicators carry the same (normative or practical) weight, while it might be argued that this is not the case for all indicators. For this reason, it is methodologically problematic to aggregate the single scores. Where this report refers to normalized scores by PCMD dimensions, these serve to illustrate the distribution of scores and facilitate the understanding of the data. Normalized scores are calculated by dividing the total points obtained in a dimension by the number of indicators. This allows comparisons between dimensions.

FIGURE 2.6 Radar chart of normalized PCMD scores for Bosnia and Herzegovina across dimensions



Multicountry Comparison at the Policy Dimension Level

The aggregation of indicators at the level of policy dimension allows comparison of how various countries' policies fare against the PCMD dashboards. Radar charts, scatter plots, and traffic-light tables illustrate differences in policy arenas between countries. Both radar charts and "traffic-light" tables allow countries to compare themselves to other countries across the dimensions (figures 2.6 and 3.1). As highlighted throughout this report, the PCMD dashboards do not function as an index and they do not rank countries. However, the visualization of policy differences facilitates policy dialogue on good practices, as well as on the normative imperatives that are behind the indicators (see chapter 3 for a more detailed discussion of the PCMD scores by policy dimension).

Multicountry Comparison at the Indicator Level

The dashboards' design allows for meaningful cross-country comparisons of specific indicators (see chapter 4 for a discussion of a few key indicators across the 15 pilot countries). For example, governments and other stakeholders can use the dashboards to see which countries have established a maximum threshold for recruitment costs, ratified certain conventions, or allowed refugees to work.

The three levels of analysis allow policy makers, international organizations, and other stakeholders to collect meaningful data, conduct international mapping exercises, and facilitate the exchange of policy ideas and information on their implementation and impacts.

Chapter 3 Comparing Policy Coherence across Five Dimensions

The dashboards of indicators for policy coherence for migration and development (PCMD) allow for comparative analysis of well-managed migration policies across a wide range of indicators, organized in five key dimensions. This chapter delves into comparing normalized[13] country scores across these dimensions, namely, (i) promoting institutional coherence for migration and development; (ii) reducing the financial costs of migration; (iii) protecting the rights of migrants and their families; (iv) promoting the integration and reintegration of migrants; and (v) enhancing the development impact of diaspora engagement, skills, and migrants' finances. Figure 3.1 provides an overview of all partner countries across the five dimensions and their positioning according to a three-fold grouping: bottom tier (red), medium tier (yellow) and top tier (green). The following sections shed light on each dimension in turn.

Dimension 1. Promoting Institutional Coherence

The first dimension of the PCMD dashboards assesses countries' institutional coherence. Nineteen indicators that apply to both countries of origin and destination measure the level of integration of migration and development strategies, the ratification of migrant-specific conventions and regional agreements, countries' participation in regional and global fora, and the creation of certain policies and

FIGURE 3.1 Traffic-light graph of fifteen pilot countries' normalized PCMD scores, by dimension

		Dimension 1: Institutional coherence	Dimension 2: Cost of migration	Dimension 3: Migrants' rights	Dimension 4: (Re)integration	Dimension 5: Migration and development
Countries of destination	Germany	1	2	2	1	1
	Netherlands	2	1	2	2	1
	Portugal	2	1	2	1	1
	Sweden	2	1	2	2	1
	Switzerland	2	2	2	1	1
Countries of origin	Bosnia and Herzegovina	2	1	2	2	2
	Cabo Verde	2	3	2	2	2
	Jamaica	1	1	2	1	1
	Kenya	2	2	2	2	2
	Moldova	2	1	2	2	1
	Morocco	2	1	2	2	2
	Philippines	1	1	2	1	1
	Serbia	2	1	2	2	2
	Sri Lanka	3	1	2	3	2
	Trinidad and Tobago	2	1	3	2	2

Source: PCMD dashboards.

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

BOX 3.1 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

intragovernmental mechanisms, as well as migration data and data reporting.

Incorporating humane, ethical, and well-governed migration policies into development strategies can potentially reduce poverty; provide educational opportunities; match labor demand with supply; foster research, technological advancements, and innovation; facilitate exchange of skills and knowledge; and foster cooperation between nations. Integrating effective migration policies can serve as a powerful tool for development (GMG 2015: 2; 2017a). The UN General Assembly recognized that international migration is a cross-cutting phenomenon that should be addressed in a coherent, comprehensive, and balanced manner, integrating development with due regard for social, economic, and environmental dimensions and incorporating a gender perspective (UN General Assembly 2013). Consequently, the New York Declaration for Refugees and Migrants stresses the need to promote better coherence between migration and related policy domains (para 49). With regard to mainstreaming migration into sectoral development strategies, indicators gauge the inclusion into health, education, labor market, agriculture, environment, and development assistance strategies. The highest mainstreaming scores are awarded where strategies not only refer to migration but where the respective policies include a clear priority and actionable target related to migration. The importance of two indicators on establishing intragovernmental mechanisms to deliberate migration and other policy domains among different governmental and nongovernmental stakeholders is discussed in detail in chapter 4.

Among the PCMD pilot partner countries, the average scores for countries of origin and destination are in the medium tier (Table 3.1). This reveals that many countries have put into place important institutions and have already included migration into key strategies. However, the data also show that more can be done to establish the institutional framework for migration and development. Three countries have average scores that place them in the top tier, namely, Germany, the Philippines, and Jamaica. Two-thirds of pilot countries have medium-tier average scores and two countries have average scores that fall into the bottom tier—Sri Lanka, and Trinidad and Tobago—indicating greater scope for future improvements in building strong institutions for migration and development.

When it comes to the integration of migration and other development agendas, the vast majority of countries include development as a priority in their migration management strategy. Countries of destination and origin alike are on average in the top tier. On the other hand, countries in the pilot sample can improve the integration of migration in several sectoral development strategies. Few countries have started to consider migration strategically in their education, health, and labor market strategies. A particular lacuna is its lack of consideration in national adaptation plans that relate to climate change adaptation and disaster management, as well as in agricultural strategies. The average score for these indicators is in the bottom tier. In fact, no destination country in

TABLE 3.1 A comparison of institutional coherence (dimension 1) in 15 pilot countries, by ranked tier

Countries of destination					Countries of origin									
Germany	Netherlands	Portugal	Sweden	Switzerland	Jamaica	Philippines	Bosnia and Herzegovina	Cabo Verde	Kenya	Moldova	Morocco	Serbia	Sri Lanka	Trinidad and Tobago
1	2	2	2	2	1	1	2	2	2	2	2	2	3	3

Source: PCMD Dashboards.

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

TABLE 3.2 Average scores for indicators measuring the integration of migration into policy sectors in 15 pilot countries, by ranked tier

Countries of destination					Countries of origin									
Germany	Sweden	Portugal	Netherlands	Switzerland	Jamaica	Philippines	Cabo Verde	Kenya	Moldova	Morocco	Serbia	Bosnia and Herzegovina	Sri Lanka	Trinidad and Tobago
1	2	3	3	3	1	1	2	2	2	2	2	3	3	3

Source: PCMD Dashboards.

Note: Average scores for indicators 1.1–1.7 and 1.19 on mainstreaming migration, including development in migration management strategy and migration in national strategies on internal development; health; primary, secondary, and tertiary education; labor market; agriculture; environment/national adaptation/disaster management; and external development cooperation (only applicable to donors of official development assistance, ODA). The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0).

the sample has considered immigrants' importance for agriculture. In countries of destination, seasonal, temporary, and permanent migrants are regularly employed in the agricultural sector, and an inclusion of migration and migrant worker issues would be an important issue to consider in such strategies. The issue would be of equal importance to countries of origin, where outmigration is often directly affected by agricultural outcomes, and emigration, diaspora contributions, and return can have critical effects on agricultural development (GMG 2017a: chapter 6). Among countries of origin, Moldova, Jamaica, Kenya, Serbia, and Cabo Verde consider migration in their agricultural policies, but none has included an actionable priority related to migration. With regard to national adaption plans, the Philippines is the only country in the sample that has included an actionable priority related to migration, whereas Germany and the Netherlands, among countries of destination, and Bosnia and Herzegovina, Jamaica, Kenya, Morocco, Serbia, and Trinidad and Tobago, among origin countries, have at least a reference to migration in their plans.

Table 3.2 provides an overview of the distribution of countries' performance (in three tiers) in integrating migration into sectoral policy agendas. It shows that that some countries, in particular Jamaica and the Philippines, as countries of origin, but also Germany, as a country of destination, have advanced the integration of migration into key development plans, while several other countries may want to consider how migration relates to their policy planning in key areas.[14] This is critical to considering the specific needs and potential contributions of migrant women and men.

All countries in the sample have participated significantly in international fora on migration, earning all pilot countries the maximum score on this indicator. The same holds true for countries' participation in regional consultative processes, except for Jamaica, and Trinidad and Tobago, reflecting that some migration-related discussions have a stronger presence in some regions than others.

Most countries can significantly improve on their efforts to systematically evaluate the outcomes or impacts of their migration and development programs. The average score for countries of destination is in the medium tier and for countries of origin in the lower ranges of the bottom tier. While the number of initiatives related to migration and development is increasing, it seems that the monitoring and evaluating of such initiatives is lacking a systematic approach, even though such activities enhance accountability and ownership, and improve the quality of the interventions (GMG 2010: 39).

Dimension 2. Reducing the Financial Costs of Migration

The second dimension of the PCMD dashboards assesses the extent to which countries have policies in place to reduce the costs of migration. This is represented through six indicators for countries of destination and five for countries of origin. These indicators measure concrete policies that seek to reduce the *monetary* costs of migration. While there can be other costs of migration, this dimension only looks at monetary costs, with social costs more indirectly covered in other areas of the dashboard, particularly in dimension 3.

For both countries of origin and destination, indicators measure whether there is a regulatory framework for labor migration and recruitment,[15] as well as the extent of double taxation agreements. In countries of destination, an indicator

BOX 3.2 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.
In countries of origin: The ease and cost of obtaining a passport.

considers the cost of pre-arrival integration tests, while for countries of origin, the ease and cost of obtaining a passport is considered. As a matter of fact, high passport costs can be a deterrent to migration (McKenzie 2007; Chong and León 2008). Most countries in the world have passports costing between 0 and 5 percent of annual per capita income. Countries with higher rates are generally found to have lower emigration rates and are primarily found in Africa (McKenzie 2007).

Table 3.3 lists the pilot countries' normalized scores for all dimension 2 indicators. Among both countries of destination and origin, the average indicator score is in the top tier. The relatively high scores indicate that most countries have policies in place designed to reduce the financial burden of migration. Eighty percent of the pilot countries score in the top tier, with the highest score—a perfect 10—belonging to Bosnia and Herzegovina. Among countries of destination, only Germany and Switzerland obtained a medium-tier average. Among countries of origin, only Kenya scored in the medium tier and Cabo Verde in the bottom tier, indicating that these countries may want to revisit a few of their policy choices on the financial costs of migration. However, it is important to note that Cabo Verde has not yet established a regulatory framework for the recruitment of migrant workers, regulating the involved fees, or ratified the 1997 Private Employment Agencies Convention (ILO no.181), as recruitment agencies reportedly do not exist or play no role in the migration process.

Every country of destination in our sample has entered into agreements with countries of origin to avoid double taxation covering at least 50 percent of all migrants, warranting thus at least a score in the medium tier. In all but Sweden these agreements cover 75 percent of migrants, leading to the maximum score on this indicator. Also, most countries of origin have agreements with main countries of destination to avoid double taxation. However, agreements concluded by Cabo Verde and Kenya cover too few of their respective emigrant populations to warrant a medium score. Cabo Verde has entered into such agreements with Portugal and Macau that cover 35 percent of emigrants, and Kenya's agreement—including with the United Kingdom, Germany, and Canada—covers 44 percent of Kenyans abroad.

All five countries of destination also indicated that they have some government standards to cover the basic rights of migrant workers; however, some of these frameworks do not include all sectors, namely in Germany. Both countries of destination and of origin have made positive strides in the monitoring of recruitment. All countries of destination except Germany, and all countries of origin but Trinidad and Tobago, and Cabo Verde have established monitoring mechanisms for recruitment agencies, and in all but Germany and Cabo Verde, fees for recruitment agencies are regulated by law. As will be discussed in more detail in chapter 4, the average scores for countries of destination and of origin on the recruitment indicators[16] are in the top tier and medium tier, respectively. However, there are still gaps remaining in policy regarding the financial costs of migration. For example, only in half of the pilot countries of origin is the cost of a passport less than 1 percent of per capita annual gross national income.

TABLE 3.3 A comparison of the financial costs of migration (dimension 2) in 15 pilot countries, by ranked tier

Countries of destination					Countries of origin									
Portugal	Netherlands	Sweden	Germany	Switzerland	Bosnia and Herzegovina	Jamaica	Moldova	Morocco	Philippines	Serbia	Sri Lanka	Trinidad and Tobago	Kenya	Cabo Verde
1	1	1	2	2	1	1	1	1	1	1	1	1	2	3

Source: PCMD Dashboards.

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

Dimension 3. Protecting the Rights of Migrants and Their Families

Dimension 3 investigates policies that seek to protect the rights of migrants and their families. The majority of indicators in this area address the set of rights that are applicable to migrants. They are based on the fact that migrant men and women are rights-bearers whose rights need to be upheld. Rights covered in the indicators include portability of pensions, political rights, and international protection for refugees, as well as health care, education, consular, and labor-related rights and their outcomes. This follows from specific migrant rights' conventions and also from protections under general human rights' laws. Furthermore, safeguarding migrants' rights supports development objectives. Migrants' rights affect both the capability to move and work in higher income countries (i.e., the access of workers in low-income countries to labor markets of higher income countries) and capabilities while living and working abroad (Ruhs 2010; see also KNOMAD 2014; and Grugel and Piper 2007). Migrant rights are the basis of many of the indicators developed for the Migration Integration Policy Index (MIPEX 2010) and they are embedded in a variety of international conventions on migrant worker rights (such as C97 and C143) and broader human rights legislation (for example, the Convention on the Rights of the Child). Dimension 3 is measured by 19 indicators for countries of destination, and 14 indicators for countries of origin.

The distribution of countries across the three PCMD tiers, based on the normalized PCMD scores for all indicator scores in this dimension, is displayed in table 3.4. Only one of the pilot countries, Portugal, is in the top tier and more than three-quarters (80 percent) of pilot countries scored in the medium range. Based on these scores, which are lower overall than for most of the other indicators, there is significant room for improvement for policies designed to protect the rights of migrants. One particularly weak area among countries of destination is that service providers in the areas of health, education, and law enforcement are not allowed to report on the immigration status of the people they serve,[17] on which the average score is in the bottom tier, as the lowest score in the dimension for countries of destination. The low score in this category is equally related to the lack of portable pensions that are available to all migrants[18] and the lack of a ban of the administrative detention of migrant children,[19] on which the average score of pilot countries falls into the bottom tier.[20]

On the other hand, countries of destination have a perfect average score of 10 out of 10 points for the right of migrants to change their employer[21] and to join trade unions,[22] and for the existence of local redress mechanisms that provide

BOX 3.3 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 on creating safe pathways, 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 mechanisms and legal aid, antidiscrimination programming, family unification, detention of children, and statelessness.

In countries of origin: Restrictions on emigration, ratification of specific treaties, established standards, special consular services protecting migrants' rights, predeparture training, and data on educational and health outcomes of children of emigrants.

TABLE 3.4 A comparison of the protections of the rights of migrants and their families (dimension 3) in 15 pilot countries, by ranked tier

Countries of destination					Countries of origin									
Portugal	Germany	Netherlands	Sweden	Switzerland	Bosnia and Herzegovina	Cabo Verde	Jamaica	Kenya	Moldova	Morocco	Philippines	Serbia	Sri Lanka	Trinidad and Tobago
1	2	2	2	2	2	2	2	2	2	2	2	2	2	3

Source: PCMD Dashboards.

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

support, including legal aid, information about rights and procedures, and assistance in reporting and addressing abuses such as sexual assault of migrant workers (particularly women), passport retention, and unpaid wages.[23] Also, all pilot countries of destination received the maximum score for all indicators on government programs or policies on antidiscrimination[24] and xenophobia and on migrants' rights to form associations.[25]

For countries of origin, a primary policy gap lies in diaspora-related policies. On indicators involving consular services[26] and pension portability,[27] the average scores remained in the bottom tier. On indicator 3.9, measuring whether data on the educational and health outcomes of children are available, and disaggregated by whether at least one parent is living abroad, only Kenya and the Philippines earned a medium-tier score, whereas the remaining eight countries received a zero score, leading to the lowest average score for dimension 3. As diaspora engagement can play a key role in development in countries of origin, these indicators and the data collection associated with them are of special importance, and suggest this is an area in which the sample countries could do more.

Positively, all but one of the pilot countries have ratified both the 2000 UN Protocol against the Smuggling of Migrants by Land, Sea and Air and the 2000 UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children. With the exception of Sri Lanka, all pilot countries have also ratified the 1951 UN Convention relating to the Status of Refugees and the 1967 Protocol. However, none of the countries of destination have ratified all four International Labour Organization (ILO) conventions listed in indicator 3.3, and Sweden has not ratified any of the ILO treaties.[28]

Dimension 4. Promoting the (Re)Integration of Migrants

Dimension 4 is built on the premise that better-integrated and empowered migrants are more likely to experience both positive human development outcomes, and also better able to contribute toward development in both their country of origin and, importantly, in their country of destination (Naujoks 2013; Bilgili 2014). Fourteen indicators for countries of destination and five for countries of origin measure concrete policies relating to the integration of migrants. This includes the recognition of dual citizenship and skills, access to citizenship, bank accounts, and the right to work and open businesses, as well as data on immigration, children of immigrants, discrimination, and return migration.

One-third of the pilot countries score in the top tier. All but one of the countries sampled scored at least in the medium tier, and one-third scored even in the top tier (table 3.5), indicating that most of the sample countries have already made

BOX 3.4 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.

TABLE 3.5 A comparison of efforts to promote the (re)integration of migrants (dimension 4) in 15 pilot countries, by ranked tier

Countries of destination					Countries of origin									
Germany	Portugal	Switzerland	Netherlands	Sweden	Jamaica	Philippines	Bosnia and Herzegovina	Cabo Verde	Kenya	Moldova	Morocco	Serbia	Trinidad and Tobago	Sri Lanka
1	1	1	2	2	1	1	2	2	2	2	2	2	2	3

Source: PCMD Dashboards.

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

significant strides toward promoting the (re)integration of migrants. However, there are several key areas in which policies could be strengthened or improved.

According to the normalized PCMD scores for dimension 4, Germany, Portugal, and Switzerland are placed in the top tier, while the Netherlands and Sweden have a medium-tier score. Among countries of origin, the policies of Jamaica and the Philippines merit the top-tier categorization. Seventy percent of countries of origin in our sample place in the medium tier. Sri Lanka's normalized score falls into the bottom tier of the distribution, especially because it does not collect data on return migrants[29] or put mechanisms in place to promote the recognition in destination countries of degree and skills gained in the country of origin.[30]

The weakest average scores among countries of destination lie in data collection on immigration. Two of the lowest scores are on indicators 4.1 and 4.10, with averages barely in the medium tier. Both indicators deal with data collection and disaggregation. In fact, only Germany has a score of 10 for indicator 4.1, on the extent to which the government collects data on immigration, disaggregated by sex, age, and skill level and by local, regional, and national level, and indicator 4.10 on whether data on discrimination that are disaggregated by migration background (first generation or noncitizen) are available in the areas of housing, labor market, education, health, and access to justice. Two countries, Portugal and Sweden, received a bottom-tier score, indicating that data were collected in less than three of the areas listed. Data collection was a consistent weakness among countries of origin as well, which had an average score in the bottom tier for indicator 4.2.[31] Six of the 10 sampled countries of origin listed their score as zero for the indicator, which means that at best partial data were available for the listed categories, and at worst no statistics at all.

Countries of origin scored particularly well on dual citizenship[32] and recognition of skills gained abroad.[33] Placing in the top tier for both indicators shows that countries of origin already have policies in place that allow returnees to easily move back to their countries of origin and to utilize the skills gained in countries of destination in their communities of origin. Some countries of destination also have policies in place that facilitate this circular migration; each of the sampled destination countries allowed migrants to retain citizenship in their country of origin, though Germany and the Netherlands each place restrictions on certain groups.

Countries of destination, too, have higher scores on indicators that allow migrants to utilize their skills. Both refugees and students have access to the labor markets in countries of destination, and students have the option to convert study visas to work visas should they find employment upon graduation. There are also systems in place to recognize skills and degrees from countries of origin. Migrants also have the ability to start businesses, and in each country of destination targeted support exists to facilitate those endeavors.

Dimension 5. Enhancing the Development Impact of Migration

Emigrants and diaspora actors can have important positive development impacts in their communities of origin. Often a conducive policy and regulatory framework on both ends of the migration corridor can help them to fulfill their development potential, if migrants choose to engage in such projects (Plaza and Ratha, 2011). Chapter 1 has elaborated briefly on the importance of the impact of diaspora investment (Plaza, 2013), financial and social remittances, as well as other forms of diaspora engagement in their country of origin's sustainable development. This is particularly emphasized by Agenda 2030 for Sustainable Development, the declaration of the 2013 United Nations High-level Dialogue on Migration and Development, and the New York Declaration for Refugees and Migrants.

Five PCMD indicators for countries of destination and six for countries of origin measure concrete policies with regard to enhancing the development impact of diasporas and other key migration and development policies. In both dashboards, countries are assessed on the basis of whether they have an exclusive partnership for money transfer operators and remittance taxes—both of which increase remittance transfer costs, and thus go against the clear objective of Sustainable Development Goal (SDG) target 10.c that aims at lowering remittance transfer costs. Both countries of origin

BOX 3.5 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.

TABLE 3.6 A comparison of efforts to harness the benefits of migration for development (dimension 5) in 15 pilot countries, by ranked tier

Countries of destination					Countries of origin									
Germany	Netherlands	Portugal	Sweden	Switzerland	Bosnia and Herzegovina	Cabo Verde	Jamaica	Kenya	Moldova	Morocco	Philippines	Serbia	Sri Lanka	Trinidad and Tobago
1	1	1	1	1	1	1	1	2	2	2	2	2	2	2

Source: PCMD Dashboards.

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

and destination are assessed for having established programs to share and transfer knowledge from emigrants to their communities of origin. The PCMD dashboards further include destination country-specific indicators on whether temporary absences have negative implications for obtaining long-term residency status or citizenship and whether they implement skills creation programs in countries of origin. In countries of origin, the dashboard asks whether the government conducts financial literacy training and provides targeted financial products, as well as support services for diaspora investments.

Judged by the PCMD migration and development indicators, pilot countries of destination have an average that falls within the top tier, while countries of origin are, on average, in the upper range of the medium tier. More than half of all participating countries have an average in the top tier, which stresses the importance that diaspora-related policies have obtained in recent years. In fact, not a single participating country has a normalized score in the bottom tier (table 3.6).

In countries of origin, the weakest indicators for the group of PCMD pilot countries were organizing financial literacy training (on topics such as available banking services, saving and investing, household budgeting, remitting, and starting businesses) at the local level throughout the country and providing specific financial products targeting migrants (for example, savings accounts in foreign currency or diaspora bonds). For each of these indicators, countries of origin scored an average in the low range of the medium tier. The UN Special Representative of the Secretary-General for International Migration recommends that sending countries help migrant workers finance their migration by increasing financial inclusion, for instance, by fostering partnerships between local nongovernmental organizations (NGOs) and banks, particularly for the benefit of poor and rural areas.[34] Financial inclusion, for example, through systematic financial literacy education also promotes SDG target 8.10, which aims at encouraging and expanding access to banking, insurance, and financial services for all. Another indicator where countries of origin can improve further measures national and local authorities' policies or instruments aimed at facilitating the transfer of skills and knowledge of diasporas back to the origin country. While it is generally acknowledged that migrants' skills and knowledge, often referred to as social remittances, can be an important contribution to development,[35] the average score for this indicator is only in the medium tier, which reflects the difficulty of devising meaningful programs that harness such contributions.

Scores were high—a perfect 10—for policies barring exclusive concessions or partnerships with money transfer operators and providing nationals abroad with support services and assistance with activities that contribute to the development of their country of origin that go beyond consular services, such as investment and trade fairs.

Among countries of destination, the weakest indicator rating, and hence the most critical need for future action, is a lack of partnerships with key low- and lower-middle-income countries of origin to link skill creation and skill mobility.[36] Destination countries must acknowledge that they benefit from migrants' education and skill formation in countries of origin, generally without paying for it. For this reason, it is important and coherent with the normative ideas of migration and development that countries substantially benefitting from such skills would invest in their creation at the source. In fact, among the pilot countries of destination, only Sweden has such a policy, the rest rank in the bottom tier.

Chapter 4 What We Learn from Comparing Policy Coherence: Spotlight on Key Indicators

A key goal of the country dashboards measuring policy coherence for migration and development (PCMD) is the promotion of policy learning in participating countries, as well as in other countries that may consider establishing similar policies and institutions. This chapter focuses on a few selected PCMD indicators, explains why they matter, and what the analysis of our 15-country sample reveals. While appendixes B and C contain the full dashboards of indicators and their rationale, this chapter presents a selected number of indicators across the five PCMD dimensions. These examples highlight that the dashboards are important tools beyond the coding of policies. They provide an important avenue to collect good practices and to promote policy learning and exchanges between and within countries.

Interagency Mechanism Promoting Policy Coherence

Policy coordination mechanisms are among the building blocks of policy coherence for development in the Organisation for Economic Co-operation and Development (OECD 2009). Over half of all United Nations (UN) Member States have established dedicated diaspora institutions, including full or shared ministries, departments, and interdepartmental committees, within the executive branch of government, as well as parliamentary standing committees, dedicated seats in the upper or lower house of the legislature, and councils formally appointed to advise on legislation affecting diaspora groups (Gamlen 2014). While these are notable accomplishments, dedicated administrative bodies on immigration or emigration are not sufficient to promote high levels of PCMD. Given that policies affecting, and affected by, migration exist across government ministries and at different levels of government, a mechanism to ensure regular communication between these different actors is considered a precursor to PCMD.

As discussed in chapter 1, research on policy coherence emphasizes the importance of multistakeholder dialogues (Hong and Knoll 2016: viii) and institutions that promote a "whole-of-government approach" (Picciotto 2005a). The Global Compact for Safe, Orderly and Regular Migration emphasizes "that migration is a multidimensional reality that cannot be addressed by one government policy sector alone. To develop and implement effective migration policies and practices, a whole-of-government approach is needed to ensure horizontal and vertical policy coherence across all sectors and levels of government" (para 15). For this reason, indicators 1.16 and 1.17 measure whether there is an interagency mechanism (e.g., a body or committee) that allows for the consideration of migration (and development) across policy areas. The indicators catch several dimensions of such mechanisms. In addition to the mere existence of an interministerial platform to deliberate migration and other policy areas, the indicator considers the frequency of meetings. Only those countries where government agencies meet more than once a year obtain the highest score for indicator 1.16. Mechanisms that exist on paper but that have not met at least once a year are given the lowest score. This is important, as interinstitutional collaboration needs regularity, and while some governments have formally created bodies their implementation may be suspended. In addition, indicator 1.17 gauges the extent of participation. Collaboration of ministries that have been recognized as traditional migration portfolios, such as the ministries of interior, labor, and foreign affairs, is an important first step to provide greater institutional and policy coherence. However, the PCMD dashboards recognize that migration touches on many more policy areas, reiterating the New York Declaration's emphasis on promoting better coherence between migration and its related policy domains (para 49).[37] Thus, only intragovernmental mechanisms that include at least two sectoral ministries—such as departments of health, education, agriculture, planning, justice, culture, industrial development, rural development, skill development, or others—obtain the

midlevel score. In addition to ministries, government agencies such as employment, development, or antidiscrimination agencies can be part of such committees. On the other hand, the highest score is awarded to platforms that not only incorporate two or more line ministries but also local governments. This is critical with regard to emigration, diaspora affairs, refugee issues, and immigration; local governments are key to ensuring positive outcomes for migrants, their families, as well as for communities of origin and destination (JMDI 2015a, 2015b, 2017; UNDP 2017b).

Among the 15 partner countries that participated in the pilot phase of the PCMD dashboards, nine countries have established an interagency mechanism that meets at least twice annually and in which at least two line ministries as well as local governments are represented (table 4.1). As figure 4.1 visualizes, these countries score at the top in both dimensions coded for interagency mechanisms. The Netherlands and Sweden have committees that meet frequently but have yet to see full participation, and Kenya and Moldova have mechanisms that meet only once yearly and that could benefit from additional federal or local authorities. Only Sri Lanka, and Trinidad and Tobago do not have intragovernmental processes that allow for regular discussions among government agencies.

Examples of interagency mechanisms considered by these indicators include the Sub-Committee on International Migration and Development in the Philippines, established in 2013 under the Social Development Committee and that meets quarterly. The subcommittee is comprised of the National Economic Development Authority, the Commission of Population, the National Anti-Poverty Commission, the Department of Health, the Department of Education, the Department of Social Welfare and Development, the Housing and Urban Development Coordination Council, the Department of Agrarian Reforms, the Department of Environment and Natural Resources, the National Youth Commission, the Philippines Statistics Authority, and the Union of Local Authorities of the Philippines, among others.

In Cabo Verde, at the four annual meetings of the National Committee on Emigration and Development, ministries of communities abroad, education, culture, justice, youth and human resources, finance, tourism and investment, environment, rural development, and health come together to discuss the implementation of a national strategy. This provides an important platform to promote coherent and integrated approaches and its membership also includes the National Association of Cabo Verdean Municipalities to ensure that local governments are appropriately represented. Cabo Verde also features the National Commission on Immigration (CNI), which is mandated to coordinate the efforts of stakeholders in the management of immigration and foreigners in Cabo Verde. The commission includes several nongovernmental stakeholders, such as immigrants' associations, universities, nongovernmental organizations, trade unions, and employers' associations.

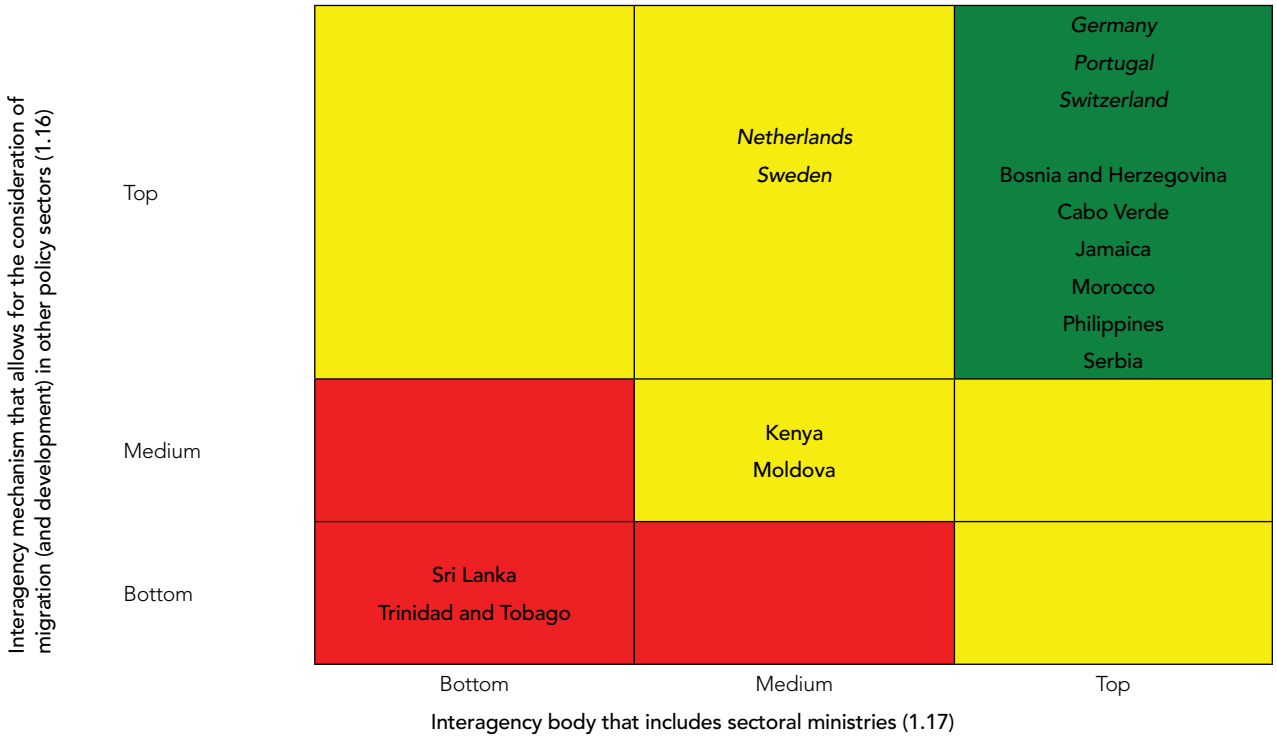
TABLE 4.1 A comparison of policy coordination mechanisms in 15 pilot countries, by ranked tier

	Countries of destination					Countries of origin									
	Germany	Portugal	Switzerland	Netherlands	Sweden	Bosnia and Herzegovina	Cabo Verde	Jamaica	Morocco	Philippines	Serbia	Kenya	Moldova	Sri Lanka	Trinidad and Tobago
Interagency mechanism that allows for the consideration of migration (and development) in other policy sectors (1.16)	1	1	1	1	1	1	1	1	1	1	1	2	2	3	3
Interagency body includes sectoral ministries (1.17)	1	1	1	2	2	1	1	1	1	1	1	2	2	3	3
Average (1.16 and 1.17)	1	1	1	2	2	1	1	1	1	1	1	2	2	3	3

Source: PCMD Dashboards.

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

FIGURE 4.1 15 pilot countries' combined score on two indicators of policy coordination, by ranked tier



Source: PCMD Dashboards.

Note: The colors indicate the following average scores for PCMD scores: bottom tier = red (0.0–<5.0 score); medium tier = yellow (5.0–7.5); top tier = green (>7.5–10.0). Countries in *italics* are coded as countries of destination; the remaining are countries of origin.

In Morocco, there are several interagency mechanisms, including an interministerial committee for the affairs of Moroccans living abroad (the MRE committee, for an abbreviation of the French phrase *marocains resident à l'étranger*). This is headed by the head of government, and features three working groups under the recently adopted National Strategy on Immigration and Asylum governance framework. The MRE committee comprises more than 20 ministries and public institutions, such as the ministries of justice, economy, health, education, research, youth, and employment; the Planning Commission, the National Human Rights Council, and of course the specialized MRE ministry, as well as the Hassan II Foundation for MRE.

In Serbia, four different platforms support the government in devising a coherent approach to emigration, return migration, and mixed transit migration. These are the Coordination Body for Migration Monitoring and Management, the Council for the Reintegration of Returnees, the Technical Working Group for Developing the Migration Profile, and a working group for the resolution of problems associated with mixed migration flows, composed of the ministers of relevant ministries and the Commissioner for Refugees and Migration.

Switzerland's interdepartmental cooperation on migration was inaugurated more than 15 years ago with the establishment of the Interdepartmental Steering Group on Return Assistance, which focused on return aid and reintegration programs. Over time the need for interdepartmental coordination on other topics became increasingly apparent. Thus, in 2004, the Interdepartmental Working Group on Migration was created, and in 2011, Switzerland reoriented its structure toward a whole-of-government approach that involves bodies at three levels, listed here in order of hierarchy. The Plenum of the Interdepartmental Working Group on Migration meets annually to ensure coherence across foreign migration policy. At a more operational level, the Committee on International Migration Cooperation coordinates the implementation of all instruments used in migration policy, and oversees a number of geographic and thematic working groups that comprise the third level of interagency coordination (Siegel, Marchand, and McGregor 2015).

Germany features several interagency mechanisms that seek to advance a whole-of-government approach. Representatives of various federal ministries and agencies meet every four to six weeks in the Steering Committee of the

Federal Government on Refugees and Migration, which includes the ministries of foreign affairs, interior, health, development cooperation, finance, family, labor and social affairs, and defense, as well as the Federal Criminal Police and Federal Press Office. In addition, the State Secretaries' Working Group on International Migration reunites the state secretaries—that is, the highest-ranking administrative officers of each ministry, under the minister—annually to biannually, with the participation of key portfolios that also take part in the above-mentioned Steering Committee. Since Germany is a federal republic in which the regions, the *Länder*, have considerable jurisdiction, there are two standing federal working groups that join federal and regional authorities, one on forced return/readmission and another on assisted voluntary return. In addition to regional representatives, the working groups see the participation of the ministries of the interior, development cooperation, and family, as well as the federal criminal police. Lastly, several occasional mechanisms exist to promote coherent discussion and understanding of migration issues, such as a periodic Integration Summit, as well as interministerial meetings that take place three to four times each year to coordinate inputs for the Global Forum on Migration and Development.

Other mechanisms accounted for by the PCMD dashboards include Bosnia's Coordination Body for the Issues of Migration, Moldova's Commission for Coordinating Activities Related to the Migration Process, Jamaica's National Working Group on International Migration and Development, Portugal's Council for Migration, and the Netherlands' Ministerial Commission on Migration, as well as Kenya's National Migration Coordination Mechanism (which met only once thus far, at its inception meeting in July 2016). It should be noted that some countries have specific mechanisms (e.g., Sri Lanka's National Steering Committee on Migration Health) that are important in coordinating government policy but that focus too narrowly on specific issues to constitute a platform for discussing a range of migration and development questions. Other pilot countries are moving toward establishing such mechanisms; for example, Sweden is discussing plans to create an interdepartmental working group on migration and development.

Establishing evidence on the policy outcomes of intragovernmental processes is beyond the scope of the PCMD dashboards and the related analysis. The establishment of working groups and committees is not an end in itself and such mechanisms have to ensure that participation is meaningful and leads to concrete results. The experiences in the pilot countries in the sample show that multistakeholder processes can be established in ways that are useful for governments and citizens alike. And in many cases, multiple such platforms are needed to adequately establish well-managed migration policies and promote policy coherence for migration and development.

Regulated and Fair Recruitment

Regulating migrant workers' recruitment, the costs involved, and the protection of migrant workers from unscrupulous practices are key to migration governance and to achieving the Sustainable Development Goals (SDGs). High recruitment fees can result in debt bondage ultimately resulting in forced labor. The PCMD indicator that assesses whether Member States "facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies," as envisioned by SDG target 10.7, measures the recruitment costs borne by employees as a proportion of their yearly income earned in the country of destination. In fact, all migration governance frameworks highlight the particular relevance of these costs. The UN Secretary-General's eight-point agenda for action, "Making Migration Work," stresses that there are enormous gains to be made from lowering costs related to migration (United Nations 2013b). Such costs include the fees paid during the recruitment process, which pose a particular burden to low-skilled migrant workers. Lowering these costs would help ensure that migrant workers, especially migrant women, enjoy decent labor conditions, as envisioned by SDG indicator 8.8. Also, the UN General Assembly Resolution on International Migration and Development from December 2016[38] encourages Member States to consider reducing costs related to migration, in particular, the fees paid to recruiters. In line with these recommendations, the Global Compact for Migration's sixth objective urges states to facilitate fair and ethical recruitment and safeguard conditions that ensure decent work. UN Member States have a key role to play in regulating and administrating the recruitment sector. Tasks include certifying legitimate recruiters and providing accessible information on recruitment rules.

Two PCMD indicators measure the extent of such regulation frameworks in countries of origin and destination. Indicator 2.3 assesses whether the country has a regulation framework for the recruitment process in place. This can include a licensing process and monitoring agency. The highest score is given to countries that have not only established such a framework but that also implement it at the regional and local levels (table 4.2). The rationale behind this is that implementation at the local level is key to achieving such frameworks'

TABLE 4.2 A comparison of efforts to regulate migrant recruitment in 15 pilot countries, by ranked tier

	Countries of destination					Countries of origin									
	Netherlands	Portugal	Sweden	Switzerland	Germany	Bosnia and Herzegovina	Moldova	Morocco	Serbia	Jamaica	Kenya	Philippines	Sri Lanka	Trinidad and Tobago	Cabo Verde
Regulation framework for the recruitment process in place and it is implemented	1	1	1	1	3	1	1	1	1	1	1	1	1	3	3
Recruitment fees for migrant workers are regulated by law	1	1	1	2	3	1	1	1	1	2	2	2	2	1	3
Average for both indicators	1	1	1	2	3	1	1	1	1	2	2	2	2	2	3

Source: PCMD Dashboards.

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

full potential. Indicator 2.4 then assesses the extent and regulation of recruitment fees. A recommendation that employers pay the costs of recruiting migrant workers is enshrined in the Private Employment Agencies Convention (C181) of the International Labour Organization (ILO) that prohibits private employment agencies from charging "directly or indirectly, in whole or in part, any fees or costs to workers." This principle is also at the basis of ILO's Fair Recruitment Initiative.[39] Thus, the highest score is only given to countries that prohibit charging any recruitment fees for migrant workers. Recruitment fees are not only charges for intermediary services but also all expenses associated with placing a worker abroad, including international transportation.[40] To reduce recruitment costs, some countries have not abolished fees but have limited the fees that intermediaries can charge potential migrant workers, which warrants a five-point score in both PCMD dashboards.

Almost reaching the top tier, the average score for both combined indicators among PCMD pilot countries is relatively high. It is slightly higher for the existence of a regulation framework (top tier) than for recruitment fees for migrant workers (medium tier).

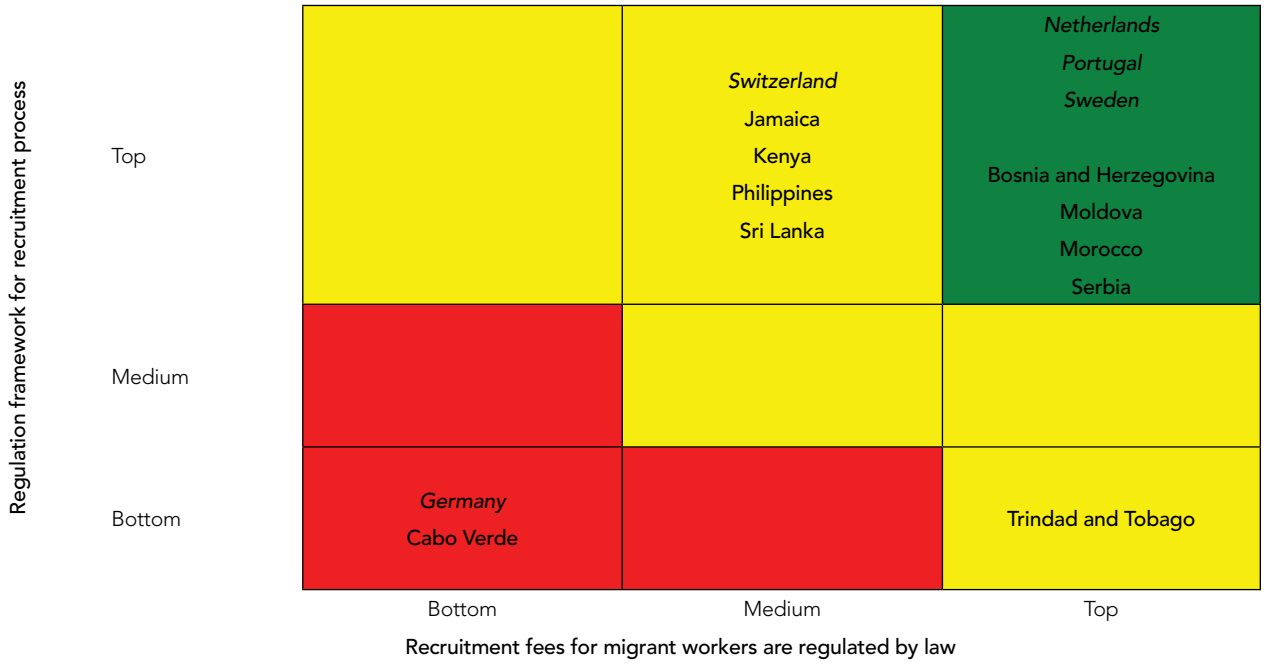
The importance of regulation and administration of recruitment processes is showcased in Jamaica's framework. In Jamaica, the private employment agencies are monitored quarterly, by inspectors from the Ministry of Labour and Social Security, under the provision of the 1957 Employment Agencies Regulations Act. This is done in order to ensure that provisions are made for the licensing, regulation, and control of employment agencies islandwide. Furthermore, the Ministry of Labour and Social Security has a list of agencies licensed to provide opportunities for overseas employment.

The Philippines' model of regulating private employment agencies is often referred to as a model system involving close supervision by the Philippine Overseas Employment Administration, high costs to set up agencies, and fines and suspensions for not following government guidelines (Martin 2017).

Serbia regulates employment both in-country and abroad through the Law on Employment and Unemployment Insurance that regulates the rights and obligations of persons seeking employment, as well as the currently 91 intermediary services that are licensed and monitored by the National Employment Service and the Employment Agency. Recruitment agencies are obliged to provide protection of persons in the process of employment abroad, which includes at least equal treatment on the basis of work with citizens of the country of employment while working and living abroad, and services rendered without costs charged to prospective workers.

Moldova also exercises a rigorous regulation framework in regard to private employment agencies. The National Agency for Employment monitors the activity of private employment agencies by drafting notices regarding the prevision of the law on labor migration and registration of individual contracts of employment of Moldavian citizens. The National Agency collaborates with the Licensing Chamber

FIGURE 4.2 15 pilot countries' combined score on two indicators of regulating migrant recruitment, by ranked tier



Source: PCMD Dashboards.

Note: The colors indicate the following average scores for PCMD scores: bottom tier = red (0.0–<5.0 score); medium tier = yellow (5.0–7.5); top tier = green (>7.5–10.0). Countries in *italics* are coded as countries of destination; the remaining are countries of origin.

on data received regarding the temporary employment of Moldovan citizens abroad by private employment agencies and the registration of individual contracts of employment abroad by private agencies.

The Dutch regulation and employment law, especially for recruitment agencies, also enforces the equal treatment of workers. Recruitment fees for all workers, migrant or native, are the same, and employment placement services cannot charge fees to workers. Even though private employment agencies are not very common in Sweden, since 1993, a law allows for-profit private employment and temporary work agencies, but forbids them to charge fees to those seeking employment and those employed.

In Switzerland, recruitment is administered by the Federal Act on Recruitment and the Hiring of Services, and authorization through a license must be granted. Implementation depends on the competency of the cantons—that is, of Switzerland's regions, which have a large degree of autonomy—where cantonal offices for recruitment and hiring services are mandated to monitor the provisions of the law.

Bilateral agreements with countries of destination play an interesting role. In Cabo Verde, although some bilateral agreements exist, recruitment agencies do not play an important role in attracting aspiring migrant workers. Thus, Cabo Verde does not impose a regulatory framework for recruitment.

When it comes to recruitment fees, the majority of PCMD countries follow the normative framework set by the above-mentioned ILO conventions and prohibit any fee charged to workers. Only Germany, as a country of destination, and Cabo Verde, as a country of origin, do not regulate such fees, while four countries of origin (Jamaica, Kenya, the Philippines, and Sri Lanka) and one country of destination (Switzerland) allow recruiters to charge prospective migrant workers a fee but regulate how much can be charged to workers. For example, in Switzerland, the Ordinance on Fees, Commissions and Sureties under the Act on the Employment Service and the Hiring of Services allows recruiters to charge up to 5 percent of the first gross annual salary. On the other hand, Kenya and the Philippines limit recruitment fees to the equivalent of one month's salary.

TABLE 4.3 Efforts to ban child detention in five pilot countries of destination, by ranked tier

	Germany	Portugal	Sweden	Switzerland	Netherlands
There is a policy that bans the administrative detention of migrant children and provides alternatives to their administrative detention.	2	2	2	2	3

Source: PCMD Dashboards.

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

Ban on Child Detention in Countries of Destination

It is generally acknowledged that children should not be detained. This is especially the case when they are not accused of any crimes but only await deportation procedures or are found without necessary documentation. In 2012, the Committee on the Rights of the Child explicitly called for states to end the detention of children.[41] In countries of destination, PCMD indicator 3.13 assesses whether a country has a policy that bans the administrative detention of migrant children and provides alternatives to their administrative detention. Thus, this indicator recognizes that a ban without a clear alternative to detention is likely to lead to children being detained in spite of the legal ban.

None of the pilot countries obtained the highest score for this indicator, which stresses the need to address child detention in a range of countries (Table 4.3). In Switzerland, the detention of children and young persons under the age of 15 is not permitted by law. However, in practice, owing to lack of alternatives, children still end up in detention. Terre des hommes (2016) report that at least 143 children were detained in Switzerland in 2015. However, responses vary across the country and some cantons, such as Basel-Stadt, actively explore alternatives through, for example, assigning a caregiver and organizing foster care. Germany's Residence Act determines that "minors and families with minors may be taken into custody awaiting deportation only in exceptional cases and only for as long as is reasonable, taking into account the well-being of the child." The act's General Administrative Regulations specify that an application for "detention pending deportation can only be led for one parent" in families with underage children and that the foreign authorities must contact the competent youth welfare services to arrange accommodation for the foreigner until they can be deported. In addition, several German states have issued additional decrees that supplement this requirement, especially states with many immigrants, such as Bavaria, Hesse, Rhineland-Palatinate, Schleswig-Holstein, and Berlin. These often establish that children "are detained for one night at most," which serves the purpose of not having to place them in the care of emergency child welfare services or youth welfare services.

Recognizing Dual Citizenship

Half of the world's 195 countries allow their nationals to retain their previous citizenship when naturalizing in another country. Another fifth of all countries recognize dual citizenship for their emigrants under certain conditions, often with permission by the government.[42] While there are many reasons for such practices, this is often based on the belief that such policies reinforce the institutional capacity of the government to realize its economic and political projects (FitzGerald 2008). It is often claimed that dual citizenship may strengthen ties between migrants and their countries of origin and increase or stabilize flows of remittances (see Schuck 2002: 82; Guarnizo 2003: 689; Hailbronner 2003: 80; Bommes et al. 2007: 54; Ratha et al. 2011: 10, 148; Riddle and Nielsen 2011: 245–5). In fact, studies find an observable effect of citizenship status on the remitting behavior. Studying migrants in Germany, Vădean (2007) finds an effect of dual citizenship where foreign citizens face restrictions on the real estate markets of their home countries, and Leblang (2017) observes that migrants living in Germany and Spain from countries that allow dual citizenship send more remittances and are more likely to intend to return.

A study on how a dual legal status may affect activities such as social and financial remittances, diaspora investments, and return migration, revealed four underlying principal effects at work (for details, see Naujoks 2013: chapters 4–8). Allowing dual citizenship gives individuals more rights, permitting certain transactions and giving diaspora actors the knowledge of their entitlements (the so-called "rights effect"); it can strengthen their identification with and commitment to the country of origin, including when migrants return temporarily and for second+ generation migrants (identity effect). Furthermore, the availability of dual citizenship leads to higher naturalization rates in the country of residence (see Jones-Correa 2001; Woodrow-Lafield 2006; Mazzolari 2009;

Böcker and Thränhardt 2006; Thränhardt 2017; Faist and Gerdes 2008; Naujoks 2013), which in turn can increase their income and political abilities (naturalization effect). Lastly, the act of tolerating dual citizenship can have a signaling effect that communicates the understanding of dual affiliations, acknowledges migrants' contributions, and recognizes their dual status, thus strengthening confidence and trust (goodwill effect). Also, in countries of destination the trend toward accepting dual citizenship is supported by an increasing understanding that in today's world this practice is normatively important and practically beneficial for all parties involved (Spiro 2016).

In brief, dual citizenship facilitates transnational livelihood strategies and is generally beneficial for migrants' integration, as well as their role as agents of development. Thus, indicator 4.2 for countries of destination and 4.1 for countries of origin measure whether immigrants are required to give up their previous citizenship when they naturalize. While full toleration warrants a 10-point score in both dashboards, countries of destination receive 5 points if dual nationality is somehow permitted but there are restrictions on dual citizenship for certain nationalities or groups. Countries of origin warrant the ternary code if emigrants are allowed to renounce their citizenship but dual citizenship is not permitted.

All pilot countries receive at least a medium-tier score. Except for Germany and the Netherlands, among countries of destination, and Sri Lanka, among countries of origin, all countries in the sample do allow dual citizenship (table 4.4). For example, while those who acquire Dutch nationality are generally required to renounce other nationalities, exceptions are made for countries where it is not possible to renounce nationality (e.g., Greece, Morocco), for those who have been recognized as refugees in the Netherlands, and for those married or in a registered partnership with a Dutch national. Germany's citizenship act also starts from the principle that those naturalizing have to give up their former passport. However, there are a range of exceptions and as a matter of fact, over the past 10 years, more than half of those who have naturalized in Germany were officially allowed to keep their previous citizenship (German Federal Ministry of the Interior 2016; Thränhardt 2017).

In principle, Sri Lanka's citizenship act foresees that emigrants naturalizing elsewhere lose their Sri Lankan citizenship, unless individuals ask the government to retain or resume their citizenship in addition to the acquired citizenship. Thus, while dual citizenship is allowed, it is so only on the basis of discretion and a special procedure that aims at assessing whether retaining or resuming citizenship would be of "benefit for Sri Lanka."

Access to Labor Markets

The right to employment is not only important to create economic independence for migrants and refugees. Working influences a variety of important factors, including planning for the future, meeting members of the host society, providing opportunity to develop language skills, restoring self-esteem, and encouraging self-reliance (Ager and Strang 2008: 170; OECD 2016, 2017a). Furthermore, well-integrated migrants are best able to contribute to development.[43] A set of indicators (4.11–4.14) measures the extent to which different groups of migrants have access to formal labor markets in countries of destination (Table 4.5). This includes whether access is immediate or dependent upon the status of a family member or otherwise restricted. For students, we assess access to the labor market both during and after studies

TABLE 4.4 A comparison of policies on dual citizenship in 15 pilot countries, by ranked tier

Countries of destination					Countries of origin									
Immigrants are not required to give up their previous citizenship when they naturalize					Dual citizenship is allowed for emigrants naturalizing abroad									
Portugal	Sweden	Switzerland	Germany	Netherlands	Bosnia and Herzegovina	Cabo Verde	Jamaica	Kenya	Moldova	Morocco	Philippines	Serbia	Trinidad and Tobago	Sri Lanka
1	1	1	2	2	1	1	1	1	1	1	1	1	1	2

Source: PCMD Dashboards.

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

TABLE 4.5 Efforts to promote migrants' access to labor markets in five countries of destination, by ranked tier

Access of the following groups to labor markets:	Germany	Portugal	Sweden	Switzerland	Netherlands
Family migrants	1	1	1	1	2
Students (including possibility of extending visa due to employment after graduation)	1	1	1	1	1
Refugees	1	1	1	1	1
Asylum seekers	2	1	2	1	2
Average for all indicators	**1**	**1**	**1**	**1**	**2**

Source: PCMD Dashboards.

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

and capture programs designed to help migrant students integrate into local labor markets after graduation. For refugees and asylum seekers, access is measured depending on whether it is immediate or after a specific waiting period.[44]

For all four indicators, Portugal and Switzerland had a perfect average score of 10, while Germany and Sweden had a slightly lower but still high average in the top tier because of certain limitations for asylum seekers. In Sweden, asylum seekers can obtain a so-called AT-UND certificate that exempts them from the requirement to have a work permit, and hence grants access to the labor market. However, since the certification process takes generally more than three months, Sweden obtains a medium score. In Germany, most asylum seekers obtain access to the labor market after three months. However, for two reasons, Germany received a medium score. First, asylum seekers from safe countries of origin and from countries with a low probability of stay are banned from the labor market. In addition, the three-month wait period starts only after asylum seekers have successfully registered, a process which often takes several months, thus prolonging the de facto period during which asylum seekers cannot work. The Netherlands has a medium-tier average score for these indicators, as there are limitations in place for both asylum seekers and certain family migrants. Namely, family migrants' access to the formal labor market is dependent on the immigration status of the sponsoring family member, and asylum seekers are barred from entering the labor market during the first six months of their asylum procedure. And even after that time, their economic activity is limited to 24 weeks per year.

Generally speaking, access to labor markets is fairly straightforward for family migrants, students, and recognized refugees. Several countries offer students a period of time to look for employment after graduation. However, the situation for asylum seekers varies. Germany reduced the period of time that asylum seekers have to wait before engaging in formal employment from nine months to three months in 2014. The same waiting period applies in Switzerland. In the Netherlands asylum seekers can access formal employment after six months; however, they are restricted to working only 24 weeks per year. In Sweden asylum seekers can be employed providing they have submitted an application and have not received an immediate request to leave. Thus, access to the labor market depends, in part, on the time it takes to process applications.

Temporary Return

Many migrants have good reasons to return for certain periods of time to their countries of origin. Entrepreneurs may need to maintain a transnational business, university professors spend a semester at a university abroad, or any migrant may have to take care of a sick family member. In addition, they may participate in specific programs, such as the United Nations Development Programme's Transfer of Knowledge through Expatriate Nationals or the International Organization for Migration's Temporary Return of Qualified Nationals and Connecting Diaspora for Development projects, which aim to match a migrant with a host institution in the country of origin with the intention of promoting knowledge transfer and thus facilitating development.[45] In migrants' transnational lives, the ability to return temporarily to their country of origin can be important for their economic, social, and identity endeavors. And such returns can have critical development impacts in migrants' communities of origin. However, migrants may be reluctant to return temporarily if they fear that they may forfeit the permanency of their residence in the host country. Restricting migrants' mobility rights excessively is not only unjust but it also limits migrants' opportunities to act as agents for development in countries of origin and destination. For this reason, indicator 5.3 assesses whether

TABLE 4.6 A comparison of policies on temporary return in five countries of destination, by ranked tier

	Germany	Netherlands	Portugal	Switzerland	Sweden
Migrants' pathway to citizenship or permanent residency is unaffected by temporary stays (e.g., of three months at a time or per year) out of the country.	1	1	1	1	3

Source: PCMD Dashboards.

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

migrants' pathway to citizenship or permanent residency is unaffected by temporary stays (e.g., of three months at a time or per year) out of the country (Table 4.6).

In the Netherlands, Switzerland, Portugal, and Germany, a migrant can reside outside the country for a period not exceeding six months, leading to a 10-point score for these countries. In Sweden, however, travel outside the country is limited to six weeks in one calendar year; any time beyond this is deducted from the period of habitual residence. This results in a bottom-tier score for Sweden.

Return and Reintegration

Beyond temporary absences from the country of destination, return migration is often seen as an opportunity for migrants to use the skills and experience they have acquired abroad to achieve positive development outcomes upon return (see Kapur 2010; Wahba 2014; Sinatti 2015). However, not all return experiences are the same, and not all returnees are the same, and thus many countries have experimented with different types of programs and support mechanisms to assist migrants in their reintegration. There is mixed evidence on the success of these programs (McKenzie and Woodruff 2013). Countries often do not know who is returning and how these populations can be targeted. For this reason, indicator 4.5 measures the extent to which countries offer reintegration programs and assistance (e.g., in the sociocultural sphere and areas of employment, housing, education, health, investment, and access to credit), and if both are accessible to all return migrants (including forced returnees) throughout the country. Whether or not countries have disaggregated data on who is returning to the country is also considered (indicator 4.2) (Table 4.7).

With a combined average in the lower range of the medium tier, the PCMD analysis shows that even countries with well-established migration polices can further increase their efforts to collect disaggregated data on return migrants and to establish reintegration programs and assistance for returnees. While not yet operational, the Ministry of Labour in Moldova identified the creation of reintegration offices across the country targeting all types of returnees in this action plan. In the Philippines, there is a range of reintegration programs targeting different groups of migrants facing different types of return. The National Reintegration Center for Overseas Filipino Workers offers a variety of return programs. However,

TABLE 4.7 Policies on reintegration and related data collection in 10 countries of origin, by ranked tier

	Cabo Verde	Jamaica	Morocco	Philippines	Serbia	Sri Lanka	Bosnia and Herzegovina	Kenya	Moldova	Trinidad and Tobago
Disaggregated data on return migrants	3	2	1	2	1	3	3	3	3	3
Reintegration programs and assistance	1	1	2	1	2	1	2	2	2	2
Average	2	2	2	2	2	2	3	3	3	3

Source: PCMD Dashboards.

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

the implementation of these programs is often limited by inadequate knowledge on who is returning (indicator 4.2), a problem seen in country contexts around the world.

Disaggregated Data on Emigrants and Immigrants

Monitoring, analysis, and reporting systems constitute a building block of policy coherence for development (OECD 2009) and point to the importance of data as a key input into evidence-based policy making.[46] This is also reflected in target 17.8 of the SDGs, which calls for states to "increase significantly, high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts." Referring specifically to indicator 3.10, for a country to understand its emigrant population can assist in understanding a range of policy-relevant questions and inform policies on protection abroad, diaspora engagement, reintegration, and so forth. Therefore, this indicator along with a range of other indicators for countries of destination (1.16, 4.1, 4.7, and 4.10) and countries of origin (1.16, 3.9, and 4.2) looking at data availability, highlight the importance of disaggregated data on migration. Specifically, indicator 3.10 looks at whether or not governments collect or collate data available on emigrants, disaggregated by sex, age, and skill level and by local, regional, and national levels.

The analysis of PCMD data shows that both countries of origin (Table 4.8) and of destination (Table 4.9) have yet to improve the data they collect on specific migration issues, as the average score for countries of origin is in the bottom tier, while it is in the medium tier for countries of destination. In countries of origin, the largest gap is in collecting data on the educational and health outcomes of emigrants' children who stay behind. No country in the sample collects comprehensive data on these variables, and only Kenya and the Philippines collect partial data. Another key area where data could be improved is return migration. Morocco and Serbia have established

TABLE 4.8 The availability and quality of data on migrants in 10 countries of origin, by ranked tier

Disaggregated data available on:	Bosnia and Herzegovina	Jamaica	Kenya	Moldova	Morocco	Philippines	Serbia	Sri Lanka	Trinidad and Tobago	Cabo Verde
Educational and health outcomes of children staying behind	3	3	2	3	3	2	3	3	3	3
Emigrants	2	2	1	2	2	1	2	2	2	3
Return migrants	3	2	3	3	1	2	1	3	3	3
Average for all indicators	**2**	**2**	**2**	**2**	**2**	**2**	**2**	**2**	**2**	**3**

Source: PCMD Dashboards.

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

TABLE 4.9 The availability and quality of data on migrants in five countries of destination, by ranked tier

Disaggregated data available on:	Germany	Netherlands	Portugal	Switzerland	Sweden
Immigration	1	2	2	2	2
Educational and health outcomes of children of migrants	1	1	1	3	2
Discrimination in the areas of housing, labor market, education, health, access to justice	1	2	3	1	3
Average for all indicators	**1**	**2**	**2**	**2**	**3**

Source: PCMD Dashboards.

Note: The colors and numbers indicate the following ranges of normalized PCMD scores per dimension: bottom tier (3) = red (0.0–<5.0 score); medium tier (2) = yellow (5.0–7.5); top tier (1) = green (>7.5–10.0). PCMD = policy coherence for migration and development.

mechanisms for collecting data on return migrants, and Jamaica and the Philippines have done so partially.

Kenya provides a good example of a robust data collection system that could be enhanced even further. The census records the number of persons who have emigrated from a household since 1995, and, for each emigrant, a short questionnaire is completed that includes questions on the person's age, sex, education level, destination country, year of departure, reason for departure, and remittance behavior. This, however, captures data on emigrants with household members who remain in Kenya and does not capture data on entire households that migrate.

In countries of destination, data on discrimination that is disaggregated by migration background (i.e., whether the person discriminated against is a first-generation immigrant or a noncitizen), is the area most deserving of improvement. The indicator evaluates whether such discrimination data are available in the areas of housing, labor market, education, health, and access to justice. Only in Germany are all areas covered. The Netherlands, Portugal, and Switzerland collect discrimination data by migration status in three to four of the above areas, whereas in Sweden, such data exist for only two areas, leading to that country's low score on this indicator.

Chapter 5 Country Notes on Policy Coherence for Migration and Development

This chapter provides highlights from the 15 pilot countries in alphabetical order. These country notes feature an overview of the five dimensions of policy coherence for migration and development (PCMD) elaborated on in the previous chapters, as well as a spotlight on specific policies and institutions. The country profiles here do not discuss all indicators measured in the dashboard.[47]

- Bosnia and Herzegovina
- Cabo Verde
- Germany
- Jamaica
- Kenya
- Moldova
- Morocco
- The Netherlands
- The Philippines
- Portugal
- Serbia
- Sri Lanka
- Sweden
- Switzerland
- Trinidad and Tobago

FIGURE 5.1 Global distribution of 15 pilot countries

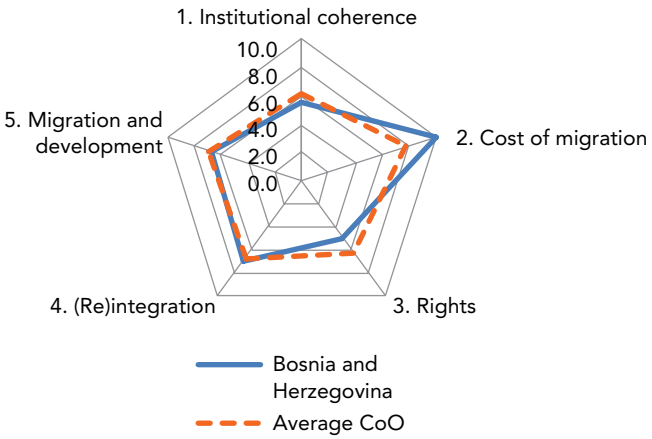
Source: OECD and UNDP.

Bosnia and Herzegovina

Migration in Bosnia and Herzegovina (BiH) can be contextualized by the presence of a large emigrant population, with individuals migrating out of the country in search of employment or educational opportunities or to join family members abroad (BiH Ministry of Security 2016). While the significant outflows have had negative impacts on demographic trends and have exacerbated a skills mismatch between the country's education system and its labor market, the government has taken significant steps to reap the benefits of a geographically and socioeconomically diverse diaspora (Kacapor-Džihic and Oruc 2012). Figures 5.2 and 5.3 illustrate the country's scores in the five dashboard dimensions and highlight a high score in the cost of migration dimension, with lower scores in the dimensions of institutional coherence and migrant rights.

Despite efforts to mainstream migration in Bosnia and Herzegovina, the country's complex administrative structure poses challenges to policy coherence. Only one major sector-specific plan (internal development) considers migration as a priority area. The decentralized nature of the different branches of the government means that the various regions (so-called entities) and cantons within the country often have their own sector-specific plans, some of which do consider migration as a key strategic area. For example, BiH features 13 different health plans at the mid-administrative level, some of which discuss the impact of migration on health outcomes and vice versa. Federally, migration and development outcomes are not mentioned in regard to health. Assembling these local and regional plans into a cohesive federal strategy is a complex task, and migration as a strategic area is sometimes excluded from the policy agenda at the federal level but included locally. While migration is not considered a strategic area in many of the country's sector-specific plans, BiH does have a migration strategy that aims to strengthen institutional capacities and synergies between migration and development.

FIGURE 5.2 Policy coherence in Bosnia and Herzegovina by dimension (radar)



Source: PCMD Dashboards.
Note: CoO = countries of origin.

TABLE 5.1 Bosnia and Herzegovina: Key statistics, 2015

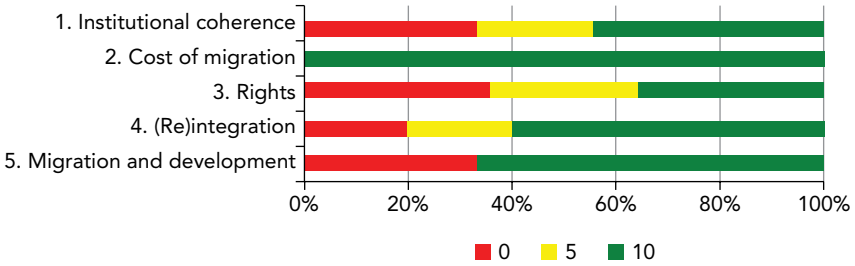
Key statistics (2015)	
Population, *thousand*[a]	3,810.4
Human development index[b]	0.750
Emigrant population, *thousand*[d]	1,650.8
Emigrant population, *percentage of population*[a]	43.3
Immigrant population, *thousand*[a]	34.8
Immigrant population, *percentage of population*[d]	.9
Net migration rate, *per thousand people*[b]	–0.1
Remittances inflows, *percentage of gross domestic product (GDP)*[c]	11.1
Personal remittances, *received current US$ in thousands*[c]	1,801,106.3

Sources: [a]UNDESA, Population Division 2015; [b]UNDP 2017a; [c]World Bank 2016; [d]authors' calculation based on UNDESA (2015) Total Population and Immigrant/ Emigrant stock data.

In efforts to improve data on migration, BiH has, since 2009, developed annual migration profiles that pull together data from relevant agencies and ministries. The country has also recently created a Coordination Body for Issues of Migration that includes representatives from multiple sectoral ministries and entity-/district-level governments. To learn more about its diaspora, the government recently launched a survey of the BiH diaspora that collected socioeconomic and demographic data on emigrants in 15 key destination countries. However, adequate data remain a challenge, particularly with regards to representative data on the socioeconomic characteristics of emigrants and on return migrants. Such gaps make it more difficult to calibrate policy interventions intended to maximize the development potential of migration.

While the costs of migration are low in BiH, facilitated in part by the country's prohibition of recruitment fees and implementation of double taxation agreements, the strength of migrants' rights both in the country and abroad is somewhat mixed. BiH has ratified three critical migrant-specific

FIGURE 5.3 Policy coherence in Bosnia and Herzegovina by objective area (bar graph)



Source: PCMD Dashboards.

conventions empowering migrant workers[48] and nationals abroad to enjoy the right to vote and to obtain dual citizenship. Conversely, the protection of the human rights of nationals abroad could be fortified through the provision of a greater variety of consular services to nationals in key destination countries and through covering more emigrants with pension portability agreements.

As return migration is a key issue for the country, it is important to note that the government of BiH promotes the recognition of skills and degrees gained abroad and is a member of the Bologna Process, which facilitates the recognition of such degrees. BiH also facilitates reintegration programs run by international organizations (such as Assisted Voluntary Return, and in the past, the Temporary Return of Qualified Nationals) and itself implements programs facilitating social housing for returnees.

TABLE 5.2 Cabo Verde: Key statistics, 2015

Key statistics (2015)	
Population, *thousand*[a]	520.5
Human development index[b]	0.648
Emigrant population, *thousand*[a]	165.7
Emigrant population, *percentage of population*[d]	31.8
Immigrant population, *thousand*[a]	14.9
Immigrant population, *percentage of population*[d]	2.8
Net migration rate, *per thousand people*[b]	–4.4
Remittances inflows, *percentage of gross domestic product (GDP)*[c]	12.5
Personal remittances, *received current US$ in thousands*[c]	201,005.2

Sources: [a]UNDESA, Population Division 2015; [b]UNDP 2017a; [c]World Bank 2016; [d]authors' calculation based on UNDESA (2015) Total Population and Immigrant/Emigrant stock data.

Cabo Verde

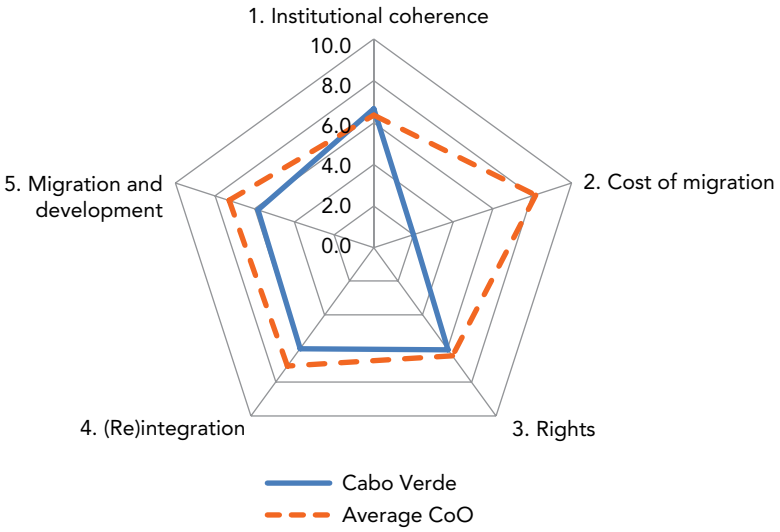
Migration forms a central part of the social, political, and economic spheres in Cabo Verde. People born in Cabo Verde but who now reside outside correspond to almost a third of the resident population (31 percent) and, including former emigration waves, the Cabo Verdean diaspora exceeds the number of people living in the country. For this reason, Cabo Verde has established strong institutions of migration governance. The low score in the dimension of migration's financial cost (figures 5.4 and 5.5) is mostly due to certain levies on remittances, as well as to the perception that there is no need to regulate labor migration, including regulatory frameworks for recruitment processes.

Cabo Verde has a National Strategy for Emigration and Development with specific goals to facilitate and prepare the departure of migrants, to support the integration of emigrants in countries of destination, to establish knowledge on the diaspora and migration dynamics, and to strengthen dialogue and information exchanges between Cabo Verde and its diaspora to facilitate sending remittances, diaspora investments and related trade relations, and skills transfer, as well as return and reintegration.

Reflecting migration's omnipresence in Cabo Verde and based on significant political commitments, the government has allocated funds to a range of policies and programs that support migration and development, in addition to funds received from international donors (PCMD indicator 1.12). These include initiatives to build capacity in migration management; engagement of the diaspora in knowledge transfer, local development projects, and return migration; attraction and facilitation of diaspora investments; and predeparture training of outbound migrants.

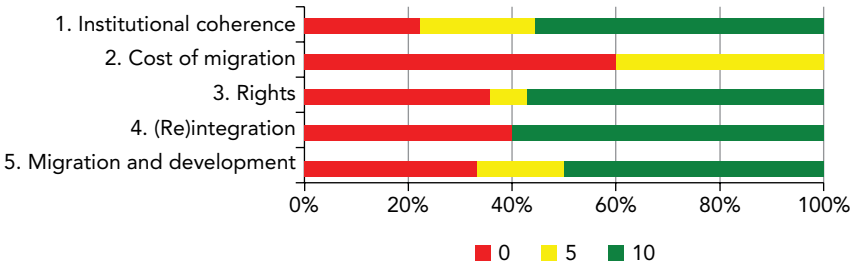
At the four annual meetings of the National Committee on Emigration and Development, ministries of communities abroad, education, culture, justice, youth and human

FIGURE 5.4 Policy coherence in Cabo Verde by dimension (radar)



Source: PCMD Dashboards.
Note: CoO = countries of origin.

FIGURE 5.5 Policy coherence in Cabo Verde by dimension (bar graph)



Source: PCMD Dashboards.

resources, finance, tourism and investment, environment, rural development, and health come together to discuss the implementation of the national strategy. This provides an important platform to promote coherent and integrated approaches, and its membership also includes the National Association of Cabo Verdean Municipalities to ensure that local governments are appropriately represented. In addition to the National Committee on Emigration and Development, Cabo Verde's National Commission on Immigration is mandated to coordinate stakeholders' efforts to manage immigration and foreigners in Cabo Verde. The commission includes several nongovernmental stakeholders, such as immigrants' associations, universities, nongovernmental organizations, trade unions, and employers' associations.

Although Cabo Verde has entered agreements to avoid double taxation with Portugal and Macau, the PCMD score for indicator 2.5 is low, as these rules cover only 35 percent of Cabo Verdean emigrants, leaving room to provide greater coverage in the future. On the other hand, Cabo Verde has entered pension portability agreements with several of its main destination countries, easing the return migration of 60 percent of emigrants (PCMD indicator 3.5).

With the National Committee for the Recognition of Academic Qualification, Cabo Verde has established a mechanism that promotes the recognition, upon return to the country of origin, of degrees and skills gained in the country of destination and for all professions (PCMD indicator 4.3).

Germany

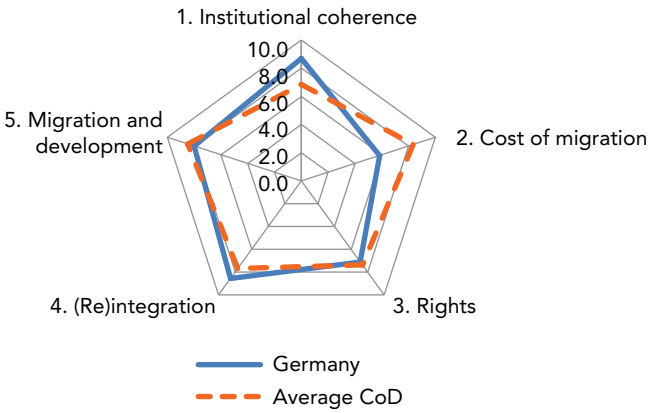
Germany has experienced significant levels of immigration since the 1960s. Especially changes in the policy paradigms in the last 20 years have led to a host of innovative

TABLE 5.3 Germany: Key statistics, 2015

Key statistics (2015)	
Population, *thousand*[a]	80,688.5
Human development index[b]	0.926
Emigrant population, *thousand*[a]	4,045.4
Emigrant population, *percentage of population*[d]	5.0
Immigrant population, *thousand*[a]	12,055.7
Immigrant population, *percentage of population*[d]	14.9
Net migration rate, *per thousand people*[b]	3.1
Remittances inflows, *percentage of gross domestic product (GDP)*[c]	0.5
Personal remittances, *received current US$ in thousands*[c]	15,362,079.3

Sources: [a]UNDESA, Population Division 2015; [b]UNDP 2017a; [c]World Bank 2016; [d]authors' calculation based on UNDESA (2015) Total Population and Immigrant/Emigrant stock data.

FIGURE 5.6 Policy coherence in Germany by dimension (radar)

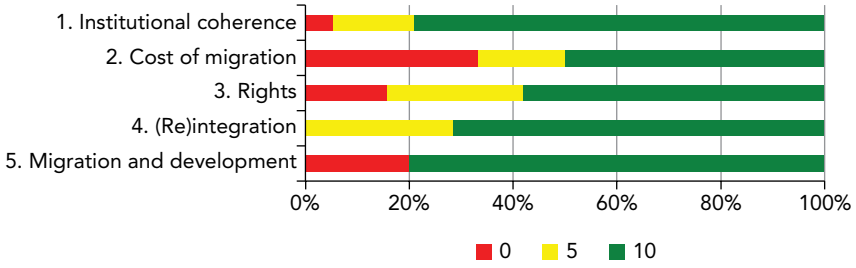


Source: PCMD Dashboards.
Note: CoD = countries of destination.

and comprehensive policies. Notably, during the so-called migration and refugee crisis in 2015–16, Germany took a public stance to welcome refugees. With a total of 12 million immigrants that make up almost 15 percent of the resident population, Germany is one of the largest immigrant-hosting countries in the world. An estimated 1.2 million people arrived to ask for asylum in 2015–16. Although Germany had already experienced large inflows of asylum seekers in the early 1990s, the current situation is different not only in its scale, but also because many asylum seekers come from countries where the perspective of return is limited, at least in the short term (OECD 2017b). As figures 5.6 and 5.7 illustrate, Germany scores high in the dimensions of institutional coherence and immigrant integration. On the other hand, there is room for further improvement with regard to the financial cost of migration.

Germany provides an interesting example of several interagency mechanisms that advance a whole-of-government approach. Representatives of various federal ministries and agencies meet every four to six weeks in the Steering Committee of the Federal Government on Refugees and Migration, which includes the ministries of foreign affairs, interior, health, development cooperation, finance, family, labor and social affairs, and defense, as well as the Federal Criminal Police and Federal Press Office. In addition, the State Secretaries' Working Group on International Migration reunites the state secretaries—that is, the highest-ranking administrative officers of each ministry, under the minister—annually or biannually, with the participation of key portfolios that also take part in the above-mentioned steering committee. Since Germany is a federal republic in which the regions, the *Länder*, have considerable jurisdiction, there are two standing Federal Working Groups of federal and regional authorities, one on forced return/readmission and the other on assisted voluntary return. In addition to regional representatives, the working groups oversee the participation of the ministries of the interior, development, cooperation, and family, as well as

FIGURE 5.7 Policy coherence in Germany by dimension (bar graph)



Source: PCMD Dashboards.

the Federal Criminal Police. Lastly, several occasional mechanisms exist to promote a coherent discussion and understanding of migration issues, such as s periodic Integration Summit, as well as interministerial meetings that take place three to four times each year to coordinate inputs for the Global Forum on Migration and Development.

While Germany does not have a regulation framework for the recruitment process in place (PCMD indicator 2.3), it bears mention that the Federal Employment Agency and its international placement services are mandated to monitor the employment of all foreigners, including whether their working conditions are comparable to those of German employees. This is important to safeguard the working rights and conditions of migrant and native workers alike. However, considering the importance of SDG target 10.7.1 on recruitment costs and the regulation of recruitment more generally, Germany may want to consider establishing norms governing the related processes.

With regard to PCMD indicator 4.10 on the availability of discrimination data disaggregated by migration status in the areas of housing, labor market, education, health, and access to justice, Germany collects a range of important statistics. The antidiscrimination agency publishes reports on racial and migrant discrimination in the areas of housing, education, and labor. While this is not counted for the indicator, nongovernmental actors also provide such data, such as the Bertelsmann Stiftung, which provides data on discrimination touching on housing, the labor market, education, health, religion, and daily life, and the Expert Council of German Foundations on Integration and Migration, which has published an analysis of discrimination in the area of employment.

Lastly, Germany has established programs for immigrants to share skills, knowledge, and know-how with their countries of origin (PCMD indicator 5.4). The program Migration for Development actively promotes the skills and knowledge transfer of immigrants in Germany to their countries of origin. The return and reintegration of highly skilled experts are supported through job matching and salary top-ups, migrants' associations are supported in implementing development projects in their countries of origin, advice and coaching is provided for entrepreneurs seeking to start a business in their country of origin, and partner governments receive migration policy advice regarding relevant policies.

Jamaica

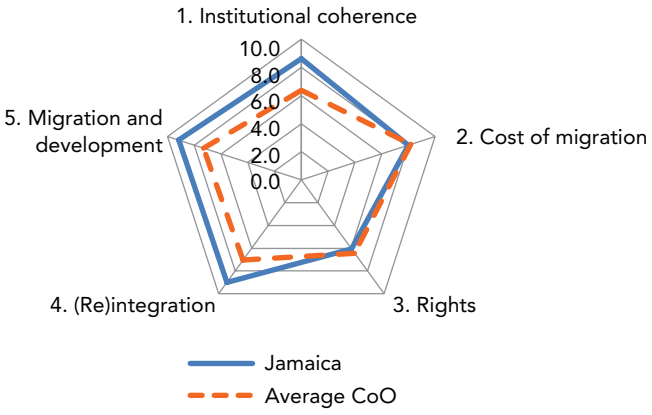
Migration trends in Jamaica generally revolve around high levels of skilled emigration to its northern neighbors, although the country hosts a modest immigrant population that is also relatively highly skilled. Large-scale emigration of skilled nationals resulted in remittances comprising 16.6 percent of gross domestic product (GDP) in 2015, but has also negatively impacted human resource capacity within the country (IOM 2010a). Figures 5.8 and 5.9 illustrate

TABLE 5.4 Jamaica: Key statistics, 2015

Key statistics (2015)	
Population, *thousand*[a]	2,793.3
Human development index[b]	0.730
Emigrant population, *thousand*[c]	1,067.5
Emigrant population, *percentage of population*[d]	38.2
Immigrant population, *thousand*[a]	23.2
Immigrant population, *percentage of population*[d]	.8
Net migration rate, *per thousand people*[b]	–7.0
Remittances inflows, *percentage of gross domestic product (GDP)*[c]	16.6
Personal remittances, *received current US$ in thousands*[c]	2,361,233.9

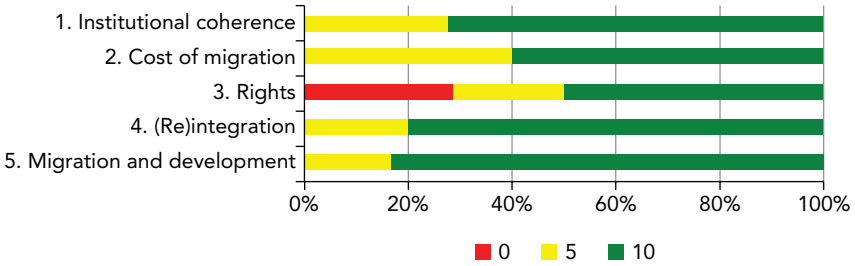
Sources: [a]UNDESA, Population Division 2015; [b]UNDP 2017a; [c]World Bank 2016; [d]authors' calculation based on UNDESA (2015) Total Population and Immigrant/Emigrant stock data.

FIGURE 5.8 Policy coherence in Jamaica by dimension (radar)



Source: PCMD Dashboards.
Note: CoO = countries of origin.

FIGURE 5.9 Policy coherence in Jamaica by dimension (bar graph)



Source: PCMD Dashboards.

the country's scores in the five dashboard dimensions and highlight high scores in the dimensions of the financial cost of migration, integration/reintegration, and migration and development, with a lower score in the dimension of migrant rights.

The government of Jamaica has made great strides in mainstreaming the concept of migration and development into major sector-specific plans, with migration being considered a strategic area of interest in the nation's internal development, health, education, and labor market strategies. Furthermore, interagency cooperation is facilitated by the National Working Group on International Migration and Development, which meets quarterly and is tasked with providing guidance on migration and development matters. The group is comprised of relevant government ministries, civil society groups, universities, international nongovernmental organizations and nonprofits, and financial institutions, in addition to representatives of the municipality of Kingston.

Although institutional mechanisms are in place to facilitate interagency cooperation and policy coherence, significant data limitations continue to hinder the process of evidence-based policy making. Critical data gaps include the limited amount of information available on the socioeconomic characteristics of return migrants and emigrants, which are major populations of interest within the Jamaican context.

As so much of the migration context of Jamaica is defined by emigration and accordingly, diaspora engagement, it is worthwhile to examine the rights and advantages enjoyed by potential and actual labor emigrants. The government monitors private employment agencies operating on the island under the umbrella of the 1957 Employment Agencies Regulations Act and publishes a list of licensed agencies operating across the island. The government has also signed agreements to avoid double taxation with the United States, United Kingdom, and Canada, thereby covering approximately 96 percent of Jamaicans abroad. However, a lack of pension portability agreements with the United States and Canada may create a reluctance to return to the island and hinder diaspora engagement initiatives. While several national-level attempts have been made to leverage the skills and expertise of Jamaicans living in North America, including the recent Diaspora Mapping Project, local- or municipality-level initiatives are currently lacking. Extending the right to vote in national elections to Jamaicans abroad may represent an important next step in engaging the diaspora for development.

Kenya

Migration in Kenya is characterized by emigration for employment and education, with labor emigration to the Middle East as an emerging trend and skilled emigration estimated at 35 percent. Kenya also hosts large and long-standing refugee populations and is home to some of the oldest and largest refugee camps on the continent (IOM 2015). The government has recently implemented significant changes in its migration management approach, which are detailed below. Figures 5.10 and 5.11 illustrate the country's scores in the five dashboard dimensions and highlight a modestly higher score in the dimensions of migration and development and migrant rights, with lower scores featured for the remaining three dimensions.

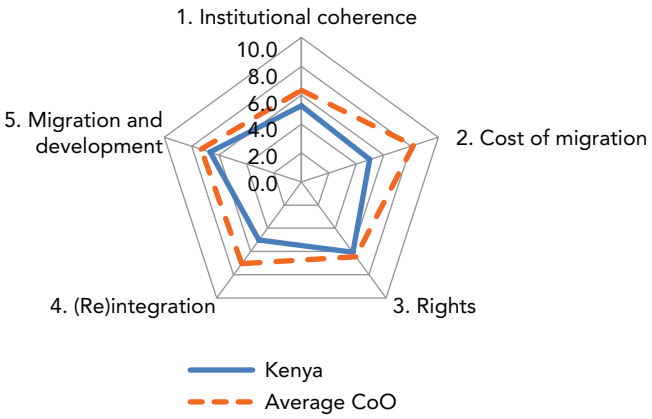
The objective of mainstreaming migration and development concepts into both national strategy documents and institutional arrangements is a wheel in motion in the Kenyan context. The country is currently finalizing its National Migration Policy and its National Labour Migration Policy (in draft at the time of writing), both of which seek to highlight the importance of the migration and development nexus. Regarding major sector-specific plans and strategies, migration is noted as a factor that impacts the labor market, the environment, and population planning, but is not highlighted as a strategic area or objective. Institutionally, the National Migration

TABLE 5.5 Kenya: Key statistics, 2015

Key statistics (2015)	
Population, *thousand*[a]	46,050.3
Human development index[b]	0.555
Emigrant population, *thousand*[a]	455.9
Emigrant population, *percentage of population*[d]	1.0
Immigrant population, *thousand*[a]	1,084.4
Immigrant population, *percentage of population*[d]	2.4
Net migration rate, *per thousand people*[b]	–0.2
Remittances inflows, *percentage of gross domestic product (GDP)*[c]	2.5
Personal remittances, *received current US$ in thousands*[c]	1,560,421

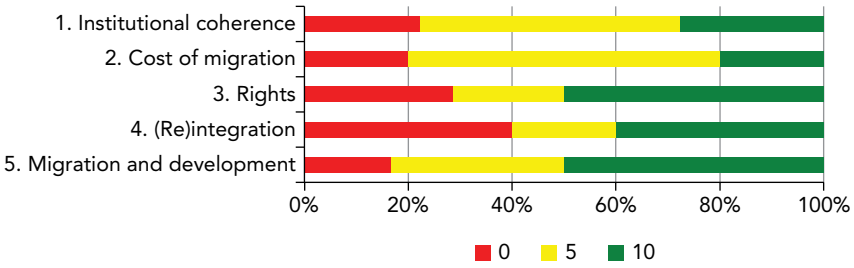
Sources: [a]UNDESA, Population Division 2015; [b]UNDP 2017a; [c]World Bank 2016; [d]authors' calculation based on UNDESA (2015) Total Population and Immigrant/Emigrant stock data.

FIGURE 5.10 Policy coherence in Kenya by dimension (radar)



Source: PCMD Dashboards.
Note: CoO = countries of origin.

FIGURE 5.11 Policy coherence in Kenya by dimension (bar graph)



Source: PCMD Dashboards.

Coordination Mechanism was established in 2016. However, the effectiveness of the body is somewhat restrained to date, due to the limited number of meetings that have been conducted and the lack of involvement of local government actors.

Realizing the importance of accurate and complete data in facilitating evidence-based policy making, Kenya's national census includes a Short Questionnaire for Emigrants that gathers socioeconomic data on emigrants who have left their households since 1995 and inquires as to the educational achievements of children in such households. The frequency of data collection could be improved, however, and a critical data gap exists around return migration, on which no data are collected.

Leveraging the positive impacts of labor emigration can be facilitated through the protection of the rights of nationals abroad. Private recruitment agencies operating in Kenya are required to pass a clearance, registration, and certification process, and the amount that agencies are allowed to charge aspiring migrants is regulated by law. The Employment Act of 2007 also sets minimum standards for employment contracts abroad and requires a security bond and medical certificate on file. However, there are still obstacles to the protection of nationals abroad; agreements to avoid double taxation that cover only 44 percent of emigrants, and consular services are limited.

Although Kenya's diaspora is relatively small as a percentage of the population, it is highly skilled, and the government is taking steps to realize the possible benefits of leveraging such a diaspora for development. Kenya permits dual citizenship, and the right to vote for Kenyans abroad was granted in 2016 by the Independent Electoral and Boundaries Commission. The country has also led the way in remittance innovations, and financial transfers through mobile phones are accessible to a large proportion of the population. Further

initiatives are in development but not yet realized, such as plans for a diaspora retirement savings scheme, a diaspora bond program, and an up-to-date inventory of diaspora expertise. Engagement could be further facilitated with extended pension portability, on which the government has currently not signed any agreements.

Moldova

Migration in Moldova is predominately characterized by significant outflows of labor migrants seeking employment opportunities and higher salaries abroad. These flows have resulted in significant impacts on the national economy and labor market, as remittances comprised 23.5 percent of GDP in 2015 and the health and education sectors face critical personnel shortages (IOM 2014). Figures 5.12 and 5.13 illustrate the country's scores in the five dashboard dimensions and highlight a high score in the cost of migration dimension, with lower scores in the dimensions of institutional coherence and migrant rights.

Moldova has made strides to mainstreaming migration and development concepts into both national strategy documents and institutional arrangements. Moldova features a National Strategy for Migration and Asylum that seeks to link the concepts of migration and asylum to the country's national development policy framework and includes migration as a strategic objective in its internal development, education, and labor market strategies. Institutionally, the Commission for Coordinating Activities Related to the Migration Process meets only once a year, and while it is comprised of a variety of sectoral ministries, it does not include local government authorities. Notably, the Moldovan government has channeled public funding toward migration and development programs, namely through the PARE 1+1 initiative, which encourages remittance sending and supports migrant entrepreneurship.

Although some institutional mechanisms are in place to facilitate interagency cooperation and policy coherence, data limitations continue to hinder the process of evidence-based policy making. Critical data gaps include information on the skill level of emigrants and the health and educational outcomes of children with at least one parent abroad. Additionally, data on returnees are limited to deportees and returnees who have registered with the National Agency for Employment as unemployed and seeking work.

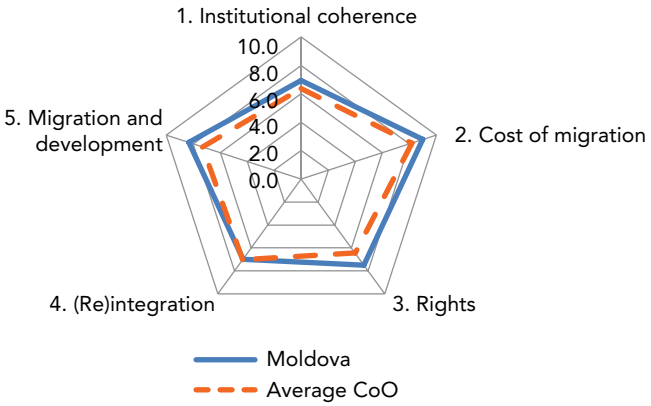
Moldova has put in place a regime to lower the costs of migration. The country prohibits recruitment fees, it has concluded

TABLE 5.6 Moldova: Key statistics, 2015

Key statistics (2015)	
Population, *thousand*[a]	4,068.9
Human development index[b]	0.699
Emigrant population, *thousand*[a]	888.6
Emigrant population, *percentage of population*[d]	21.8
Immigrant population, *thousand*[a]	142.9
Immigrant population, *percentage of population*[d]	3.5
Net migration rate, *per thousand people*[b]	–0.5
Remittances inflows, *percentage of gross domestic product (GDP)*[c]	23.5
Personal remittances, *received current US$ in thousands*[c]	1,540,120

Sources: [a]UNDESA, Population Division 2015; [b]UNDP 2017a; [d]World Bank 2016; [d]authors' calculation based on UNDESA (2015) Total Population and Immigrant/Emigrant stock data.

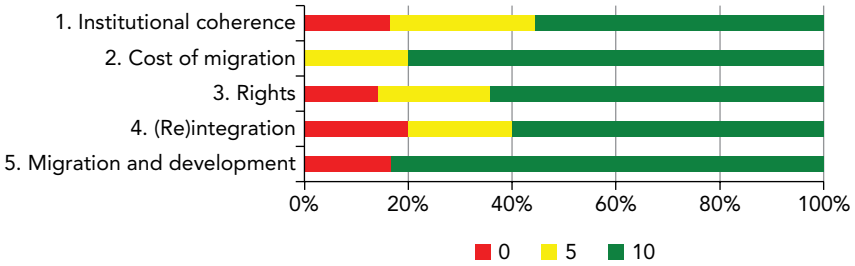
FIGURE 5.12 Policy coherence in Moldova by dimension (radar)



Source: PCMD Dashboards.
Note: CoO = countries of origin.

a range of double taxation agreements, and migrants enjoy several key protections and preparations while traveling abroad. Private recruitment agencies are monitored by the National Agency for Employment, which also stipulates the rights, obligations, and responsibilities of migrant workers abroad. Predeparture courses are also available for migrants who travel under specific bilateral agreements. For example, under the relevant bilateral agreement, Moldovans traveling to Israel as skilled construction workers attend a predeparture training where they are informed of the conditions of their employment and their rights abroad. Legally, however, it should be noted that Moldova has failed to ratify three critical migrant specific conventions[49] empowering migrant

FIGURE 5.13 Policy coherence in Moldova by dimension (bar graph)



Source: PCMD Dashboards.

workers, which is incoherent with its efforts to protect its nationals abroad.

As the migration context of Moldova is so heavily defined by emigration and, accordingly, diaspora engagement, it is worthwhile to examine policies and programming targeted specifically at diaspora members. Although pension portability for returnees is very limited, with only 12 percent of Moldovans abroad being covered by relevant agreements, dual citizenship is permitted, and Moldovans abroad are able to vote in national elections. A large number of programs are aimed at leveraging the diaspora, including international internship and temporary placement programs that seek to entice students and those of Moldovan origin to return to the country. Such programs have been implemented at the local level in various municipalities around the country.

Morocco

In terms of scale, Morocco is predominantly a country of emigration. Emigrants correspond to more than 8 percent of the resident population and remittance inflows correspond to almost 7 percent of the country's GDP. However, in recent years, Morocco has also attracted an increasing number of immigrants, especially from Sub-Saharan Africa and it has integrated immigration into its general policy framework, especially with the 2014 National Strategy on Immigration and Asylum.

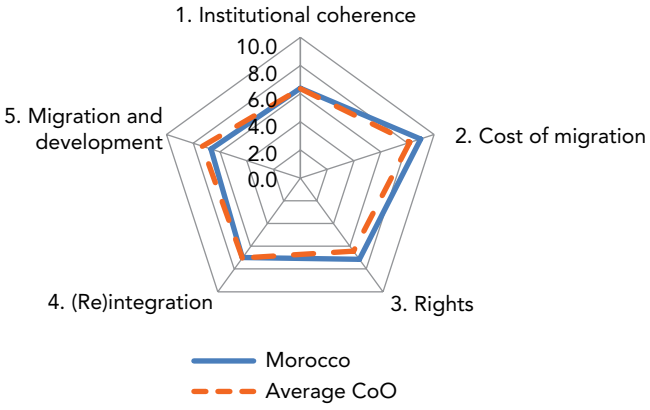
Morocco has long-standing relations with its diaspora, the so-called Moroccans living abroad, often abbreviated as MREs, after their French name (*marocains résidant à l'étranger*). For example, Morocco has established key institutions and platforms to integrate MREs' interest into national policies. Development is a key objective of the MRE ministry. In

TABLE 5.7 Morocco: Key statistics, 2015

Key statistics (2015)	
Population, *thousand*[a]	34,377.5
Human development index[b]	0.647
Emigrant population, *thousand*[a]	2,834.6
Emigrant population, *percentage of population*[d]	8.2
Immigrant population, *thousand*[a]	88.5
Immigrant population, *percentage of population*[d]	0.3
Net migration rate, *per thousand people*[b]	–1.9
Remittances inflows, *percentage of GDP*[c]	6.9
Personal remittances, *received current US$ in thousands*[c]	6,903,543.6

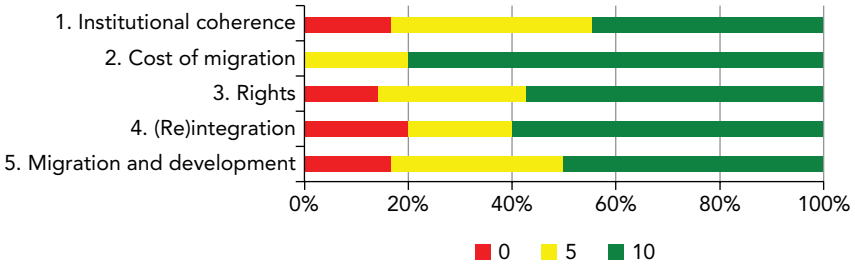
Sources: [a]UNDESA, Population Division 2015; [b]UNDP 2017a; [c]World Bank 2016; [d]authors' calculation based on UNDESA (2015) Total Population and Immigrant/Emigrant stock data.

FIGURE 5.14 Policy coherence in Morocco by dimension (radar)



Source: PCMD Dashboards.
Note: CoO = countries of origin.

FIGURE 5.15 Policy coherence in Morocco by dimension (bar graph)



Source: PCMD Dashboards.

addition to providing migration information for the benefit of Morocco's national labor market, the National Agency for the Promotion of Employment and Skills focuses on migrants and MREs generally.

Yet despite migration's central role in the Moroccan economy, and the relevant institutions the country has put in place, there is only cursory consideration of migration and MREs in the country's development strategy.[50] To further integrate migration into sectoral development strategies, Morocco may consider including mobility in sectoral strategies for agriculture, education, and health.

There are several interagency mechanisms, including the Interministerial Committee for Affairs on Moroccans Living Abroad and Migration, which is led by the head of government and three working groups under the recently adopted National Strategy on Immigration and Asylum governance framework, as well as a working group in ministries and public institutions to follow up on the national work plan. The MRE committee comprises more than 20 ministries and public institutions (such as the ministries of justice, economy, health, education, research, youth, and employment), the Planning Commission, the National Human Rights Council, and of course the specialized MRE ministry, as well as the Hassan II Foundation for MREs. Nongovernmental organizations and MRE associations are regularly consulted and the constitution enshrines the existence of a Council of Moroccan Communities Abroad.

It is important to note that Morocco has ratified the 1990 UN International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, while it has not yet ratified other key conventions, such as the International Labour Organization's 1949 Migration for Employment Convention.

While Morocco's employment agency, ANAPEC, oversees the recruitment of workers, including at local levels, recruitment fees are not regulated by law. Morocco has established standards for several types of workers, particularly for agricultural workers, including for their wages and working conditions. However, not all low-skilled migrant workers are covered. For the benefit of prospective migrants, predeparture courses are offered throughout Morocco.

Since Moroccan migrants are concentrated in a few main destination countries, more than 75 percent are covered by special mechanisms for protecting migrants' rights through consular services. To further reduce migration-related costs, Morocco has entered into agreements to avoid double taxation with 26 countries that cover more than 93 percent of all emigrants. Furthermore, Morocco plans to sign such agreements with an additional 36 African countries, considering the increase in migration within the continent. Morocco has also entered bilateral agreements on pension portability covering 74 percent of emigrants, and an additional 16 percent through an EU association agreement, thus covering 90 percent of all emigrants.

In terms of data, Morocco systematically collects nationally representative data on international migration through a population census, as well as through thematic household surveys on migration. However, the country does not yet collect data on the educational and health outcomes of children that distinguish their parents' migration status. Statistics on emigrants are only partially disaggregated by sex. Thus, there is room to improve the evidence base for various policies.

While Morocco has pioneered several initiatives with regard to migration and development, such as specific financial products, its score on this dimension reflects the fact that financial literacy and business training for migrants is available in some regions but not throughout the country.

The Netherlands

Migration in the Netherlands is characterized by significant inflows of labor and family migrants, as well as asylum seekers and forced migrants. These flows have acted to alter the makeup of the Dutch population, with approximately 10 percent of the population being immigrants and an additional 10 percent being the children of immigrants (Ersanilli 2007). Figures 5.16 and 5.17 illustrate the country's scores in the five dashboard dimensions and highlight high scores in the dimensions of the cost of migration and of migration and development, with lower scores in the remaining three dimensions.

Institutional coherence relevant to migration and development in the Netherlands is evidenced in part by the Ministerial Commission on Migration, which meets regularly to discuss the direction of Dutch migration policy and includes a variety of sectoral ministries but lacks representation from local government authorities. Current Dutch migration policy focuses on attracting highly skilled workers and international students and facilitating start-ups. Financially, the government promotes coherence through supporting a variety of migration- and development-related projects, including multiple programs that facilitate temporary return of skilled professionals and migrant entrepreneurship. The government also evaluates such programming on a regular basis.

Realizing the importance of accurate and complete data in facilitating evidence-based policy making, the Central Bureau of Statistics collects data on the sex, age, and educational achievements of individuals disaggregated by migrant origin, as well as data on childhood health and education outcomes disaggregated by parental migration background. Data gaps exist, however, particularly in relation to the discrimination faced by immigrants in key societal areas.

The rights enjoyed by immigrants in a country of destination can play a large role in integration outcomes. Two of the most basic rights are to health and education services. In the Netherlands, access to such services has been dependent on administrative status since 1998, when the country adopted the Linkage Act, which connects the right to access social services to administrative status. Accordingly, undocumented migrants in the Netherlands are entitled to only urgent or medically necessary care. Concerning access to education, irregular minors are granted the same rights as native Dutch children to attend primary and secondary education, but irregular adults do not enjoy a right to education. Furthermore, service providers in the areas of health, education, and law enforcement may report the legal status of their clients if they so choose, owing to the lack of a law that prohibits them from doing so.

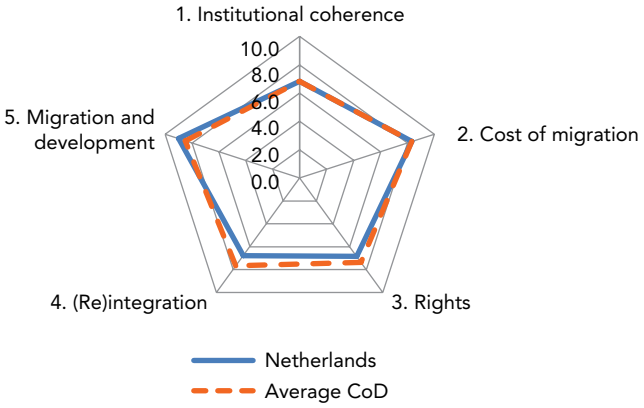
Funding for integration services in the Netherlands has been steadily decreasing, and some programming that was offered free of charge in the past is no longer available. For example, while free and subsidized language courses were offered to non-EU migrants in the past, such courses must now be paid for by migrants, albeit with the help of loans. The Netherlands is unique in that it imposes a prearrival integration test for certain types of migrants and as a rule, individuals wishing to naturalize must renounce their previous citizenship, although there are exemptions available. However, the government

TABLE 5.8 The Netherlands: Key statistics, 2015

Key statistics (2015)	
Population, *thousand*[a]	16,924.9
Human development index[b]	0.924
Emigrant population, *thousand*[a]	981.4
Emigrant population, *percentage of population*[d]	5.8
Immigrant population, *thousand*[a]	1,979.5
Immigrant population, *percentage of population*[d]	11.7
Net migration rate, *per thousand people*[b]	1.3
Remittances inflows, *percentage of gross domestic product (GDP)*[c]	0.2
Personal remittances, *received current US$ in thousands*[c]	1,364,830.4

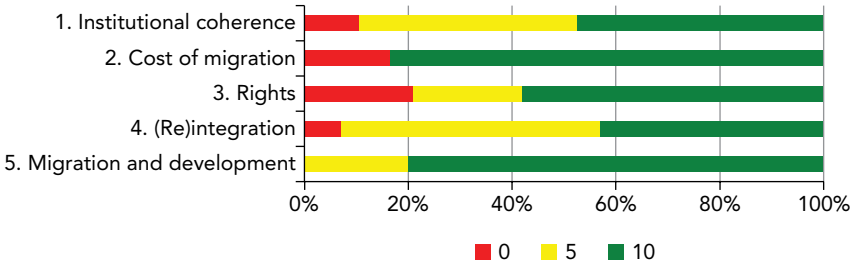
Sources: [a]UNDESA, Population Division 2015; [b]UNDP 2017a; [c]World Bank 2016; [d]authors' calculation based on UNDESA (2015) Total Population and Immigrant/Emigrant stock data.

FIGURE 5.16 Policy coherence in the Netherlands by dimension (radar)



Source: PCMD Dashboard.
Note: CoD = countries of destination.

FIGURE 5.17 Policy coherence in the Netherlands by dimension (bar graph)



Source: PCMD Dashboard.

actively facilitates integration by permitting migrants who have resided in the country legally for a minimum of five years to vote in local elections and by providing targeted support to migrant entrepreneurs to overcome barriers such as access to networks and a lack of start-up capital.

The Dutch government devotes a significant amount of resources to migration and development programming in countries of origin. Specifically, the government has focused on temporary return programs such as Migration for Development in Africa, Migration for Development in the Western Balkans, and the recently established Connecting Diaspora for Development programs. The government also has numerous strategic partnerships with key low- and lower-middle-income countries of origin that typically include skill building as a primary objective.

The Philippines

Migration in the Philippines can be contextualized by high levels of labor emigration encouraged and sometimes facilitated by the government. While the substantial outflows have brought economic benefits to migrants, their families, and the country as a whole, social costs borne by migrants and their families can be high (IOM 2013a). Figures 5.18 and 5.19 illustrate the country's scores in the five dashboard dimensions and highlight high scores in the dimensions of institutional coherence, cost of migration, integration/reintegration, and migration and development, with a lower score in the dimension of migrant rights.

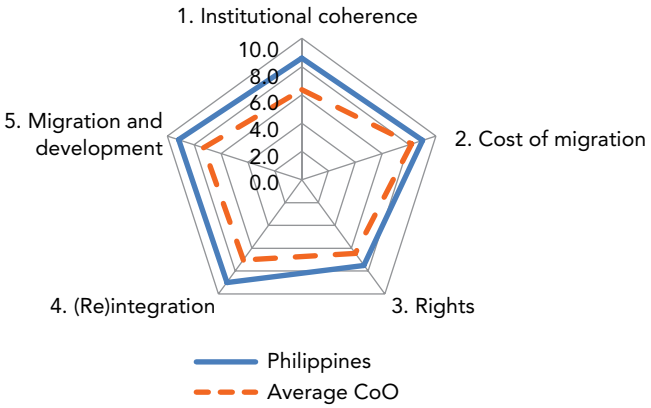
The government of the Philippines has successfully mainstreamed migration and development into the majority of its major sector-specific plans, including the country's internal development, health, labor, and environmental strategies. Furthermore, interagency cooperation is facilitated by the

TABLE 5.9 Philippines: Key statistics, 2015

Key statistics (2015)	
Population, *thousand*[a]	100,699.4
Human development index[b]	0.682
Emigrant population, *thousand*[a]	5,316.3
Emigrant population, *percentage of population*[d]	5.3
Immigrant population, *thousand*[a]	211.9
Immigrant population, *percentage of population*[d]	.2
Net migration rate, *per thousand people*[b]	–1.4
Remittances inflows, *percentage of gross domestic product (GDP)*[c]	10.2
Personal remittances, *received current US$ in thousands*[c]	29,799,395.7

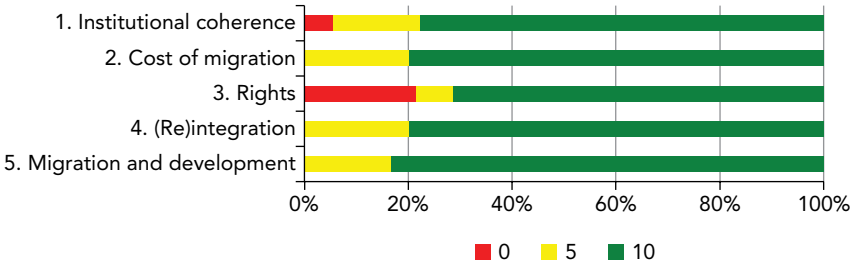
Sources: [a]UNDESA, Population Division 2015; [b]UNDP 2017a; [d]World Bank 2016; [d]authors' calculation based on UNDESA (2015) Total Population and Immigrant/Emigrant stock data.

FIGURE 5.18 Policy coherence in the Philippines by dimension (radar)



Source: PCMD Dashboard.
Note: CoO = countries of origin.

FIGURE 5.19 Policy coherence in the Philippines by dimension (bar graph)



Source: PCMD Dashboard.

Sub-Committee on International Migration and Development, which meets quarterly and is comprised of a large number of sectoral ministries and the Union of Local Authorities of the Philippines. National legislation also calls for the involvement of key nongovernmental stakeholders in policy making and implementation processes. Notably, the Philippine government utilizes donor funding and also contributes its own funding to evaluating migration- and development-themed programs. Efforts toward mainstreaming migration and development, establishing the necessary institutional infrastructure, and earmarking funds toward evaluation are all progressive steps toward ensuring coherent migration policies.

A relatively high level of data availability complements the institutional mechanisms in place to facilitate policy coherence. Detailed data at the national, regional, and local levels are available on the socioeconomic characteristics of emigrants, and slightly more limited data are available on the socioeconomic characteristics of return migrants. The country also has a relatively recent migration country report, and migration data are collected regularly in the national labor force survey. However, data availability could still be improved as, for example, a significant gap still exists in identifying the health and educational outcomes of children living in families with one or more members abroad. Filling these data gaps will allow for better-calibrated migration, reintegration, and support policies.

As so much of the migration context of the Philippines is defined by emigration and accordingly, diaspora engagement, it is worthwhile to examine the rights and advantages enjoyed by potential and actual labor emigrants. The Philippine Overseas Employer Administration regulates recruitment agencies operating within the country and manages a licensing and registration system for private employment agencies throughout the country. The government has also signed agreements to avoid double taxation with a host of major destination countries, thereby covering approximately 82 percent of Filipinos abroad. However, a lack of pension portability agreements with major destination countries such as the United States may limit the positive impact of migration on Philippine's national development and hinder diaspora engagement initiatives. While several national-level attempts have been made to leverage the skills and expertise of Filipinos living abroad, local- or municipality-level initiatives are currently lacking. Extending the right to vote in national elections to Filipinos abroad was an important step in engaging the diaspora for development, and financial products that specifically target migrants are available to facilitate financial investment in the Philippines.

Portugal

Portugal is a country of both emigration and immigration. More than one-fifth of its population resides outside Portugal (22 percent)—not counting the large number of descendants of Portuguese emigrants. However, Portugal is increasingly attracting immigrants, who account for more than 8 percent of its resident population. For this reason, both emigration- and immigration-related policies figure prominently in Portugal's institutional and regulatory frameworks. For the purposes of the PCMD dashboards' pilot phase, Portugal was categorized as a country of destination. Figures 5.20 and 5.21 illustrate that Portugal has particularly strong PCMD scores in the areas of reducing the cost of migration and with regard to migrants' rights.

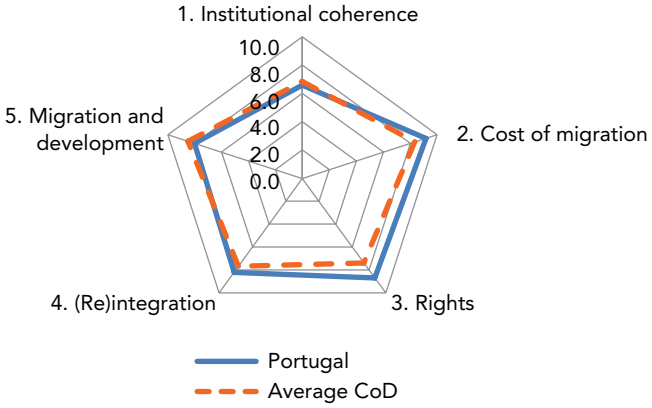
Both immigration and emigration are key to the country's Strategic Plan for Migration (2015–20), which elaborates on migration policy intervention with regard to demographic, social, professional, economic, and external issues. Migration, refugees, and the Portuguese diaspora and their impact on Portugal's development are also included in the country's development plan—Great Planning Options 2016–19. As an interagency mechanism that allows for the consideration of migration (and development) in other policy sectors in 2014,

TABLE 5.10 Portugal: Key statistics, 2015

Key statistics (2015)	
Population, *thousand*[a]	10,349.8
Human development index[b]	0.843
Emigrant population, *thousand*[a]	2,306.3
Emigrant population, *percentage of population*[d]	22.3
Immigrant population, *thousand*[a]	837.3
Immigrant population, *percentage of population*[d]	8.1
Net migration rate, *per thousand people*[b]	–2.7
Remittances inflows, *percentage of gross domestic product (GDP)*[c]	0.2
Personal remittances, *received current US$ in thousands*[c]	358,021.7

Sources: [a]UNDESA, Population Division 2015; [b]UNDP 2017a; [c]World Bank 2016; [d]authors' calculation based on UNDESA (2015) Total Population and Immigrant/Emigrant stock data.

FIGURE 5.20 Policy coherence in Portugal by dimension (radar)



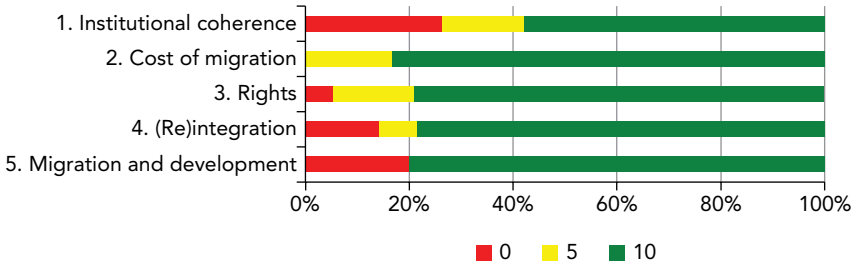
Source: PCMD Dashboard.
Note: CoD = countries of destination.

Portugal established the Council for Migration that is associated with the High Commission for Migration. The council provides a platform for consultation, support, and participation in the definition and implementation of migration policies. Importantly, it provides a space for discussion and collaboration among representatives from migrant communities and representatives from ministries, social partners, and others. On the government side, the council sees the participation of 12 ministries, regional governments, and municipalities. In the future, Portugal may consider immigrants and their specific needs more in national plans for health, education, agriculture, external development assistance, and climate change adaptation.

The score in the dimension of the cost of migration is high since compulsory integration and language tests are provided free of charge, there is a regulatory framework for the recruitment of migrant workers, and the government sets the standards for long-term resident migrant workers at par with Portuguese workers. Portugal has bilateral agreements with key countries of origin to avoid double taxation, and these cover 78 percent of immigrants in Portugal.

Portugal has strong policies providing rights to immigrants and their families. This is in part due to the fact that the Immigration Act of 2007 and Article 15 of Portugal's constitution mandate the wide-reaching parity of immigrants with native Portuguese. This includes access to education and health care for all migrants, including those in irregular situations, as well as migrant workers' freedom of association. It is also important to highlight that Portugal established a so-called legal "firewall" that forbids the transmission of data on migrant children, collected by educational or health institutions, to police or border authorities. This aims to ensure that all migrant children, irrespective of their administrative status, have free access to public education and health services. The

FIGURE 5.21 Policy coherence in Portugal by dimension (bar graph)



Source: PCMD Dashboard.

significant number of social security agreements with other countries covers about 60 percent of immigrants in Portugal, leaving further room for improvement. Portugal could also consider establishing a policy on the protection or support of displaced people who move across international borders in response to environmental causes, such as natural disasters.

With regard to the integration of immigrants, Portugal collects meaningful data on immigration, disaggregated by sex, age, and skill level and by place of origin, through its Observatory for Migration. This publishes annual statistical reports on indicators of immigrants' integration, desegregating information across several dimensions of integration (demography, education, labor market, racial and ethnic discrimination, Portuguese language learning programs, social security and the welfare state, access to citizenship, political participation, relation with justice ministry, remittances). All immigrants can have their degrees and diplomas recognized for academic or professional purposes, backed by clarification regarding their correspondence to qualifications from the Portuguese higher education system. Additionally, migrants can establish businesses and receive targeted support to do so, for example, through a program promoting immigrant entrepreneurship by providing training in starting a business and financial support implemented by the High Commission for Migration.

In the field of migration and development, Portugal, in cooperation with the International Organization for Migration, has held discussions with sizeable diaspora groups through Diaspora Dialogues and implemented a project supporting the Cabo Verdean diaspora's engagement in their home country's development.

Serbia

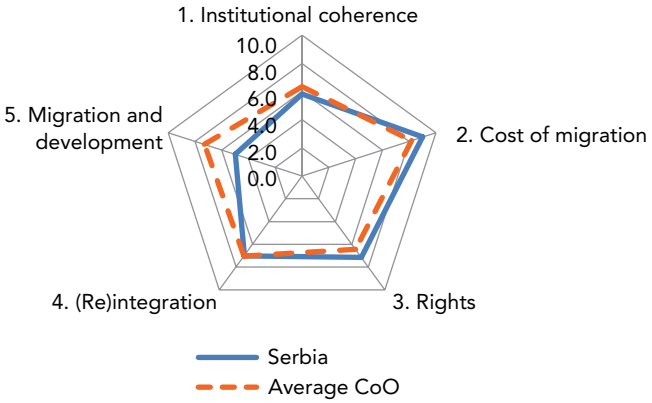
Serbias' international mobility has a long history. In the 1980s, ethnic Serbian workers left then-Yugoslavia to work in Western Europe, especially in Germany. The dissolution of Yugoslavia and the armed conflicts that happened in its wake led ethnic Serbians from Croatia, Bosnia and Herzegovina, and other parts of former Yugoslavia to seek entry into what is now Serbia, even as other Serbians sought asylum outside the region. In later years, labor emigration, return migration, and recently, large transit movements of mixed migrants aiming at Europe through the so-called Western Balkan route, have categorized the key migration challenges. Figures 5.22 and 5.23 highlight Serbia's strong scores in the dimensions of migrants' rights and migration costs. Meanwhile, the migration and development portfolio may be further strengthened.

TABLE 5.11 Serbia: Key statistics, 2015

Key statistics (2015)	
Population, *thousand*[a]	8,851
Human development index[b]	0.776
Emigrant population, *thousand*[c]	964.6
Emigrant population, *percentage of population*[d]	10.9
Immigrant population, *thousand*[a]	807.4
Immigrant population, *percentage of population*[d]	9.1
Net migration rate, *per thousand people*[b]	–2.2
Remittances inflows, *percentage of gross domestic product (GDP)*[c]	9.1
Personal remittances, *received current US$ in thousands*[c]	3,370,664.8

Sources: [a]UNDESA, Population Division 2015; [b]UNDP 2017a; [c]World Bank 2016; [d]authors' calculation based on UNDESA (2015) Total Population and Immigrant/Emigrant stock data.

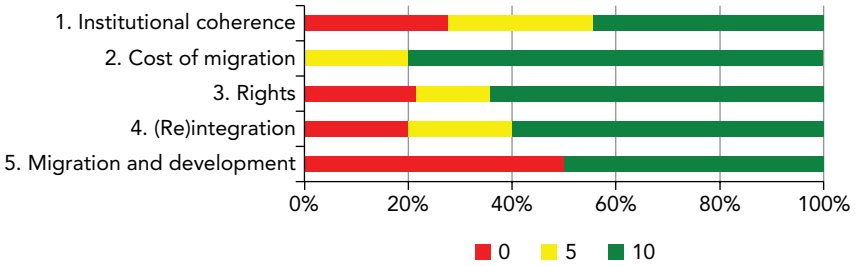
FIGURE 5.22 Policy coherence in Serbia by dimension (radar)



Source: PCMD Dashboard.
Note: CoO = countries of origin.

In 2009, Serbia adopted an umbrella strategy to integrate policies and improve its framework for migration management, the Migration Management Strategy (PCMD indicator 1.1). This strategy foresees the establishment and implementation of mechanisms for comprehensive and continuous monitoring of migration flows in the Republic of Serbia; the completion of a strategic, legal, and institutional framework for joint migration management; and creation of conditions for integration and social inclusion of migrants. At the institutional level, the Migration Management Strategy identifies key ministries in charge of certain segments and establishes a Coordination Body for Monitoring and Management of Migration. This was further strengthened

FIGURE 5.23 Policy coherence in Serbia by dimension (bar graph)



Source: PCMD Dashboard.

through the adoption of a Law on Migration Management in 2012 that established a coordinated system for migration management. These strategies recognize that Serbia aims at turning migration into a positive force to further advance economic and social development in Serbia, as well as in countries of origin and destination.

Serbia's National Employment Strategy 2011–20 provides several important migration objectives (PCMD indicator 1.5). First, migration is mentioned as a demographic challenge, and large-scale emigration is put forward as a key cause of depopulation, especially of skilled population, in certain parts of the country and as a factor contributing to population aging. The strategy also highlights the importance of migration management to address the long-term needs of economic development and labor market flows. This includes the promotion of the immigration of young and educated workers, primarily from neighboring countries. Lastly, the strategy focuses on the need (i) to provide legal solutions related to the employment of foreigners; (ii) to broaden the network of migration service centers that provide information, advice, and guidance to migrants and potential migrants; and (iii) to promote the employment of marginalized youth, including refugees and returnees who are in the process of readmission.

Serbia has established several important interagency mechanisms to consider migration (and development) in other policy sectors (PCMD indicator 1.16). Since 2009, the Coordination Body for Migration Monitoring and Management is responsible for providing guidance on the operations of ministries and specialized agencies in defining goals and priorities of migration policy, monitoring, and migration management at the national level. In addition, since 2008, the Council for the Reintegration of Returnees serves as a multidisciplinary body that proposes policies, measures, and activities for the admission, care, and integration of persons returning based on a readmission agreement with a country of destination. The council includes representatives of the ministries of labor and social affairs, foreign affairs, interior, public administration and local self-government, construction and urban planning, health, education, and science and technological development, as well as the Office for European Integration, Office for Human and Minority Rights, and the Commissariat for Refugees and Migration. The council is further supported by a Team for Strategy Implementation that serves as an expert and coordinating body that reports to the council.

Furthermore, there is a comprehensive Technical Working Group for Development of the Migration Profile that collects data from a broad range of public entities. Lastly, in view of the large transit flows of refugees and migrants in 2015, the government recognized the need for a coordinated response, leading to the creation of a Working Group for the Resolution of Problems Associated with Mixed Migration Flows in June 2015. Presided over by the Minister of Labour and Social Affairs, this working group is comprised of the ministers of internal affairs, defense, health, European integration, and foreign affairs, as well as the Commissioner for Refugees and Migration.

Sri Lanka

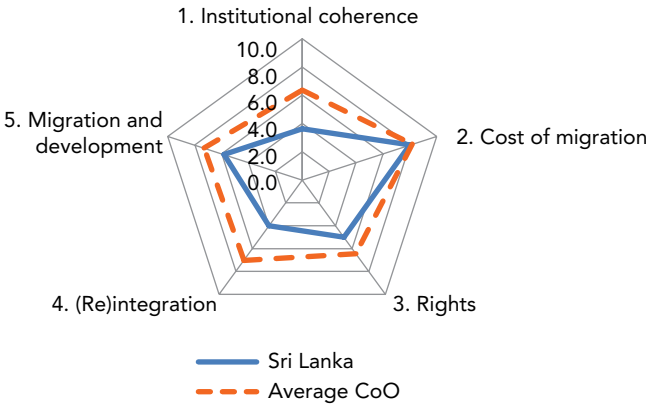
Sri Lanka has a significant number of emigrants, many of whom work as domestic workers or in the construction industry in the Gulf states. Corresponding to 8.5 percent of Sri Lanka's GDP, remittances are an important source of foreign exchange, and studies have highlighted their particular relevance for food security and agriculture. Sri Lanka has started establishing a range of important processes, institutions, and policies relevant to migration. As figures 5.24 and 5.25 illustrate, while the country scores high when it comes to the cost of migration, there remains room to add relevant policies and initiatives in the remaining four PCMD dimensions.

TABLE 5.12 Sri Lanka: Key statistics, 2015

Key statistics (2015)	
Population, *thousand*[a]	20,715
Human development index[b]	0.766
Emigrant population, *thousand*[a]	1,637.4
Emigrant population, *percentage of population*[d]	7.9
Immigrant population, *thousand*[a]	38.7
Immigrant population, *percentage of population*[d]	.2
Net migration rate, *per thousand people*[b]	–4.7
Remittances inflows, *percentage of gross domestic product (GDP)*[c]	8.5
Personal remittances, *received current US$ in thousands*[c]	6,999,731.5

Sources: [a]UNDESA, Population Division 2015; [b]UNDP 2017a; [c]World Bank 2016; [d]authors' calculation based on UNDESA (2015) Total Population and Immigrant/Emigrant stock data.

FIGURE 5.24 Policy coherence in Sri Lanka by dimension (radar)



Source: PCMD Dashboard.
Note: CoO = countries of origin.

In terms of mainstreaming migration into health strategies (PCMD indicator 1.3), Sri Lanka has a dedicated National Migration Health Policy that covers emigrants and families left behind, and internal migrants, as well as returning migrants.

While Sri Lanka established a migration profile in 2013 that counts as a national migration report (PCMD indicator 1.15), Sri Lanka obtained a score of 5 out of 10 because the report involved only the Ministry of Foreign Employment Promotion and Welfare, potentially missing out on collating data from other ministries and agencies.

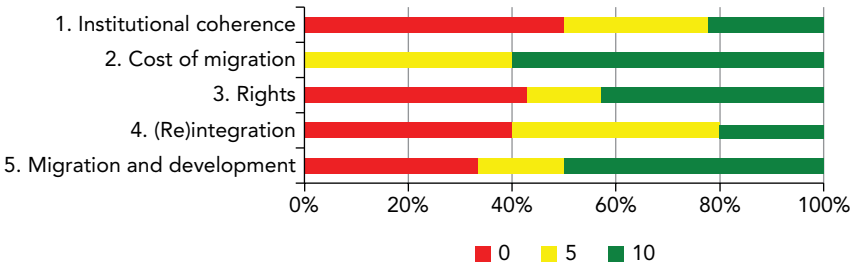
Laudably, Sri Lanka has a National Steering Committee on Migration Health. This is an important institution to promote the health of migrants. However, as this specific committee leaves many key areas of migration without structured intra-governmental discussion, it does not amount to a full-fledged interagency mechanism, for example, a body or committee that allows for the consideration of migration (and development) in other policy sectors (PCMD indicator 1.16).

Sri Lanka has a full-fledged regulation framework for the recruitment process (PCMD indicator 2.3). Its Bureau of Foreign Employment monitors, controls, and regulates recruitment agencies, setting a variety of conditions and standards for those wishing to match workers across borders.

Sri Lanka not only has agreements avoiding double taxation with 11 of its 17 main destination countries, it has also entered into such agreements with another 27 countries (PCMD indicator 2.5). These agreements cover over 95 percent of Sri Lankan emigrants.

The general rule of Sri Lanka's citizenship act is that emigrants naturalizing elsewhere lose their Sri Lankan citizenship.[51] But

FIGURE 5.25 Policy coherence in Sri Lanka by dimension (bar graph)



Source: PCMD Dashboard.

individuals can ask the government to retain or resume their citizenship in addition to the acquired citizenship.[52] Thus, while dual citizenship is allowed, this depends on a special procedure to assess whether retaining or resuming citizenship is of "benefit for Sri Lanka."

Sweden

Since the 1990s, migration in Sweden has been characterized by inflows of forced migrants fleeing conflict and persecution owing to a generous policy framework. In 2014–2015, Sweden saw the largest per-capita inflow of asylum seekers ever recorded in an OECD country. Although these inflows had been welcomed, integration issues and more restrictive immigration laws passed in 2016 have influenced the country's migration narrative (Government of Sweden 2017). Despite this shift, Sweden continues to have a range of policies that are coherent with development objectives, as evidenced by figures 5.26 and 5.27.

Sweden's national migration system and its development cooperation plans both work progressively toward leveraging the developmental benefits of migration both in Sweden and in countries of origin. Within the country itself, Sweden has one of the most dynamic and responsive labor immigration systems in the world (OECD 2016). The cornerstone of Swedish integration policy is a two-year introduction program of education and labor market activities to promote job readiness. Labor demand as expressed by employers largely determines which immigrants are granted work permits, and governmental agencies have very restricted control over the process. However, while Sweden has ratified the 1975 Migrant Worker's Convention, it has failed to ratify complementary conventions.[53]

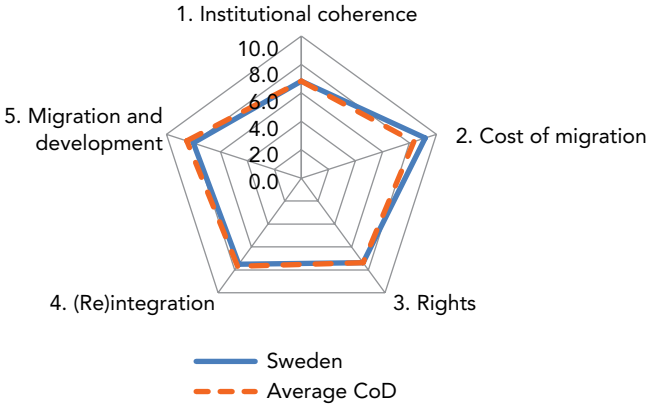
At the institutional level, the Swedish government has utilized both its migration policy and its development policy to emphasize the linkages between migration and development, and one of its overarching objectives is to harness the developmental effects of migration. The drive to emphasize such linkages is evidenced by the country's migration- and development-targeted programming, which includes funding for programs related to the facilitation of remittances, the engagement of the diaspora and the transfer of knowledge, reintegration, and the enhancement of the skills and education levels of migrants. Additionally, Sweden's new Policy Framework for Development Cooperation and Humanitarian Assistance, which was released in December 2016, has a thematic chapter on migration and development.

TABLE 5.13 Sweden: Key statistics, 2015

Key statistics (2015)	
Population, *thousand*[a]	9,779.4
Human development index[b]	0.913
Emigrant population, *thousand*[a]	333.4
Emigrant population, *percentage of population*[d]	3.4
Immigrant population, *thousand*[a]	1,639.8
Immigrant population, *percentage of population*[d]	16.8
Net migration rate, *per thousand people*[b]	5.7
Remittances inflows, *percentage of gross domestic product (GDP)*[c]	0.7
Personal remittances, *received current US$ in thousands*[c]	3,363,518.9

Sources: [a]UNDESA, Population Division 2015; [b]UNDP 2017a; [c]World Bank 2016; [d]authors' calculation based on UNDESA (2015) Total Population and Immigrant/Emigrant stock data.

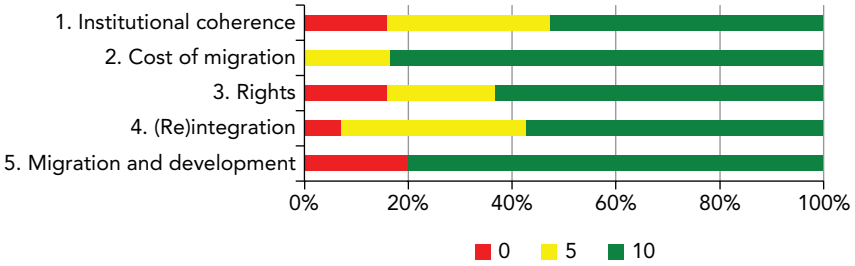
FIGURE 5.26 Policy coherence in Sweden by dimension (radar)



Source: PCMD Dashboard.
Note: CoD = countries of destination.

Sweden's approach to displacement is particularly noteworthy. In 2016, Sweden launched a development strategy for the Syria crisis. Among other goals, the strategy seeks to support both Syrian refugees and host communities by strengthening local capacity in providing livelihoods and public services, as well as by addressing gender-based violence, with $200 million being allocated to the strategy. The Swedish government contributed $20 million to the World Bank's Global Concessional Financing Facility in 2016, along with a similar amount specifically for Lebanon and Jordan under the auspices of the development strategy for Syria. These interventions provide longer term finance, complementing

FIGURE 5.27 Policy coherence in Sweden by dimension (bar graph)



Source: PCMD Dashboard.

humanitarian assistance, which by necessity must focus on short-term, emergency needs. Sweden also has a policy on the protection or support of displaced people who move across international borders in response to environmental causes, such as natural disasters. The Aliens Act 2005 (chapter 4, section 2.3) covers refugees and persons otherwise in need of protection including those "unable to return to the country of origin because of an environmental disaster."

Switzerland

Migration in Switzerland can be contextualized by increased inflows of forced migrants and sustained and substantial arrivals of both high- and low-skilled labor migrants, with immigrants comprising a notable 29 percent of the total population in 2015 (SEM 2015). Figures 5.28 and 5.29 illustrate the country's scores in the five dashboard dimensions, with Switzerland's highest score reported in the dimension of migration and development.

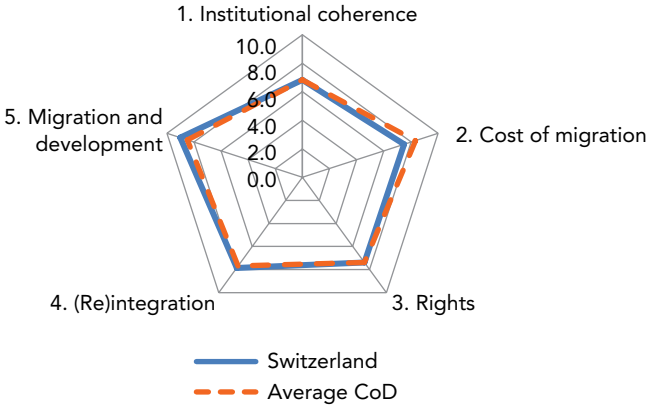
The Swiss government utilizes multiple ministries and commissions, as well as programming and bilateral engagement tools to emphasize the linkages between migration and development. Institutionally, the Department of Foreign Affairs with the Swiss Agency for Development and Cooperation and the Political Directorate, the State Secretariat for Migration, and the State Secretariat for Economic Affairs all collaborate on migration issues and implement initiatives revolving around diaspora engagement, remittance facilitation, brain circulation, predeparture training, and reintegration services for return migrants. While not all programs are evaluated externally, the government has notably evaluated its Global Programme on Migration and Development, as well as the Swiss Migration Partnerships. Switzerland's Migration Partnerships, signed with Bosnia and Herzegovina, Serbia, Kosovo, Nigeria, and Tunisia, serve as instruments to encourage bilateral cooperation between Switzerland and partner countries, as well as promote interministerial cooperation

TABLE 5.14 Switzerland: Key statistics, 2015

Key statistics (2015)	
Population, *thousand*[a]	8,298.7
Human development index[b]	0.939
Emigrant population, *thousand*[a]	664.6
Emigrant population, *percentage of population*[d]	8.0
Immigrant population, *thousand*[a]	2,438.7
Immigrant population, *percentage of population*[d]	29.4
Net migration rate, *per thousand people*[b]	9.5
Remittances inflows, *percentage of gross domestic product (GDP)*[c]	0.4
Personal remittances, *received current US$ in thousands*[c]	2,553,299.6

Sources: [a]UNDESA, Population Division 2015; [b]UNDP 2017a; [c]World Bank 2016; [d]authors' calculation based on UNDESA (2015) Total Population and Immigrant/Emigrant stock data.

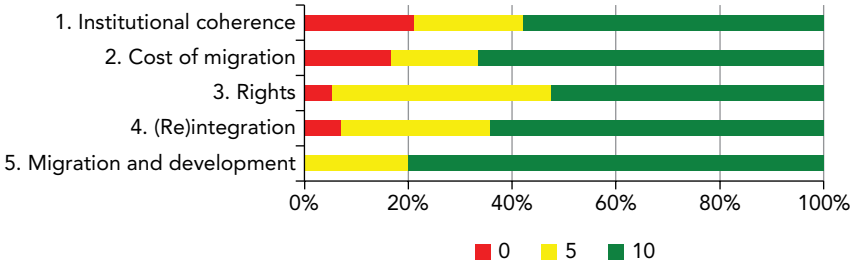
FIGURE 5.28 Policy coherence in Switzerland by dimension (radar)



Source: PCMD Dashboard.

Note: CoD = countries of destination.

FIGURE 5.29 Policy coherence in Switzerland by dimension (bar graph)



Source: PCMD Dashboard.

within the Swiss government through the practice of a whole-of-government approach to migration governance.

Switzerland does not specifically invest in the development of main countries of origin, but rather in countries that have been prioritized for development cooperation. Activities in these countries include a vocational training and education development portfolio, which is implemented in East and Central Europe, Africa, Central and South America, and Central Asia. Recognizing the potential positive financial impacts of migration, Switzerland's bilateral agreements allow 81 percent of its immigrants to avoid double taxation and over 75 percent of its immigrants to export their pensions to their country of origin. It should be noted, however, that most immigrants covered under pension portability agreements originate from EU member states.

While the Swiss government engages in a variety of migration- and development-related programs abroad, it puts less emphasis on the integration of migrants into Swiss society. For example, residents in Switzerland must wait 10 years before becoming eligible for citizenship, the longest waiting period in Europe, and most subsidized language courses involve fees, with some exemptions granted to individuals who can prove that language training would increase their chances of finding gainful employment. Switzerland has not ratified three critical migration-specific conventions that empower migrant workers and their families.[54] Recognizing that better-integrated migrants are better equipped to participate in the development of both their destination and origin countries, barriers to the economic, social, and civic integration of migrants should be eliminated.

Switzerland's pursuit of evidence-based policy making to promote migration and development could be further facilitated through addressing remaining data gaps. While there are comprehensive data on the discrimination that migrants may face in various areas of life, there is a lack of information on the health and educational outcomes of the children of immigrant parents, as well as a lack of data on the skill levels of immigrants.

Trinidad and Tobago

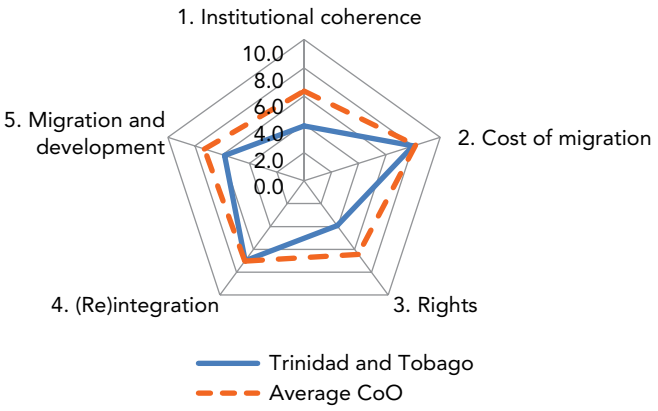
Migration in Trinidad and Tobago is characterized by significant highly skilled emigration flows, as well as considerable transit and intra-Caribbean immigration due to its status as one of the most economically prosperous countries in the region. While emigrants go abroad seeking employment opportunities or qualifications, immigrants come to the island in search of work in the rapidly expanding tourism industry. As with other countries in the region, the outflow of skilled workers, especially those in the health sector, has left critical skill shortages in the national labor force (ACP 2013). Figures 5.30 and 5.31 illustrate the country's scores in the

TABLE 5.15 Trinidad and Tobago: Key statistics, 2015

Key statistics (2015)	
Population, *thousand*[a]	1,360.1
Human development index[b]	0.780
Emigrant population, *thousand*[a]	363.3
Emigrant population, *percentage of population*[d]	26.7
Immigrant population, *thousand*[a]	49.9
Immigrant population, *percentage of population*[d]	3.7
Net migration rate, *per thousand people*[b]	–0.7
Remittances inflows, *percentage of gross domestic product (GDP)*[c]	0.5
Personal remittances, *received current US$ in thousands*[c]	126,068

Sources: [a]UNDESA, Population Division 2015; [b]UNDP 2017a; [c]World Bank 2016; [d]authors' calculation based on UNDESA (2015) Total Population and Immigrant/Emigrant stock data.

FIGURE 5.30 **Policy coherence in Trinidad and Tobago by dimension (radar)**



Source: PCMD Dashboard.
Note: CoO = countries of origin.

five dashboard dimensions and highlight high scores in the dimensions of reintegration and cost of migration, with markedly lower scores in the remaining three dimensions.

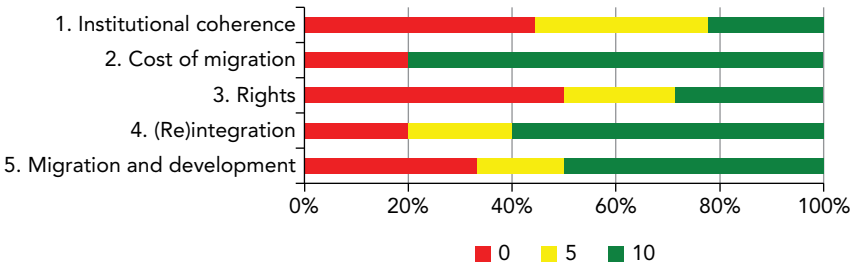
There has been limited progress in Trinidad and Tobago in mainstreaming migration and development concepts into both national strategy documents and institutional arrangements. Migration is not mentioned as a strategic area in the country's internal development, education, labor market, agriculture, or environmental strategies, and the previously functioning National Consultative Committee for Migration and Development, established in 2010, no longer operates. The government has made strides, however, in regional integration as it is a member of the Caribbean Community's Single Market and Economy and has actively implemented national legislation to allow for the free movement of skilled persons following relevant guidelines. As a primary destination country in the region, membership in the Caribbean Community represents a progressive step toward policy coherence in the areas of immigration legislation and skills recognition.

Significant data gaps remain. While data on the sex, age, and municipality of emigrants were gathered in the 2011 census, information on the skill level of emigrants and general socioeconomic data on return migrants remain unknown. Such data limitations represent a serious obstacle toward creating informed and targeted programming in the areas of reintegration and diaspora engagement.

Leveraging the positive impacts of labor emigration can be facilitated through the protection of the rights of nationals abroad. Labor recruitment in Trinidad and Tobago is not regulated by a formalized framework, and consular services for migrants abroad are very limited, though national legislation does regulate the fees that recruitment agencies can charge to aspiring migrants. It should also be noted that due to the highly skilled nature of emigration from the country, nationals from Trinidad and Tobago may be in a better position to negotiate a favorable contract and fair working conditions than low-skilled migrants.

As Trinidadian migration is characterized by skilled outflows, the topic of diaspora engagement deserves special emphasis. While Trinidadian emigrants are permitted to keep their citizenship when naturalizing elsewhere, they are not able to vote from abroad. In addition, most emigrants do not enjoy pension portability, which may make those who have worked abroad for a significant period of time reluctant to return. The lack of a clear diaspora engagement policy or related programming, or of financial products targeted at migrants, represents a roadblock to leveraging the positive impacts of PCMD.

FIGURE 5.31 **Policy coherence in Trinidad and Tobago by dimension (bar graph)**



Source: PCMD Dashboard.

Chapter 6 Policy Coherence, Sustainable Development, and Migration Governance: The Role of Policy Indicators

The analysis of results from the pilot phase of the policy coherence for migration and development (PCMD) dashboards of indicators, as outlined in the previous chapters, demonstrates these tools' significance in supporting policies that aim at fulfilling the development potential of migration. Policies working at cross-purposes and incoherent frameworks and actions can have negative spillover effects and lead to a loss of credibility (OECD 2018b). As highlighted earlier, the PCMD approach can help to balance policy trade-offs and bring about enhanced collaboration and trust among stakeholders, which in turn support the harnessing of synergies.

This chapter closes the analysis of the PCMD dashboards of indicators with a discussion of their link to the implementation of the Sustainable Development Goals (SDGs). Drawing on the experience of operationalizing the PCMD dashboards of indicators in 15 pilot countries, the chapter will also discuss the merits and limitations of developing and using policy indicators.

As highlighted in chapter 2, the PCMD dashboards are linked to the SDGs in several ways. The dashboards promote policy coherence, thus answering to SDG target 17.14, which emphasizes policy coherence for sustainable development as a key means of implementing the SDGs. Concretely, the PCMD dashboards measure the extent to which public policies and institutional arrangements are coherent with international norms and good practices to minimize the risks and maximize the development gains of migration.

Many of the indicators are directly inspired by specific SDG goals, targets, and indicators. These include states' obligations to lower remittance costs, reduce recruitment fees for migrant workers, collect statistics disaggregated by migration status, or eliminate human trafficking. In addition, several PCMD indicators aim at ensuring that migrants are not left behind and that they have access to key SDG dimensions, such as employment, education, health, and social protection. In this regard, the dashboards apply general sustainable development objectives to scenarios of human mobility. Lastly, policies that show a high degree of PCMD, as conceptualized in the dashboards of indicators, are consistent with good migration governance. For this reason, the dashboards offer a way to measure the extent to which countries have established well-managed migration policies (SDG indicator 10.7.2), which matters for the implementation of target 10.7 of the SDGs.

So far, there are no agreed-upon definitions for what constitutes "orderly," "safe," "regular," and "responsible" migration and how to define "planned and well-managed migration policies." Several frameworks have been established to structure, assess, and evaluate laws, policies, and programs on international human mobility. These include the International Labour Organization's Multilateral Framework on Labour Migration, the International Organization for Migration's Migration Governance Framework (MiGoF), and the Migration Governance Index. As custodians of SDG indicator 10.7.2, the United Nations Department of Economic and Social Affairs and the International Organization for Migration are in the process of devising a way of measuring to what extent countries have devised well-managed migration policies. They plan to use an amended UN Inquiry among Governments on Population and Development, which has been surveying global population policies since 1963, to collect information on six domains outlined by the MiGoF, namely (i) migrant rights; (ii) institutional capacities; (iii) migration governance; (iv) cooperation and partnerships; (v) migration and development; and (vi) forced displacement (UNDESA 2017).

Well-managed migration policies are not primarily about control but about addressing the risks of migration and helping migrants—as well as their communities of origin, transit, and destination—to harness the positive development potential that human mobility offers.[55] The UN Special Representative of the Secretary-General for International Migration stresses that:

> it is in everyone's interest for migration to happen safely and legally, in a regulated rather than a clandestine way. The latter not only exposes other workers to unfair competition, provoking resentment and lowering overall standards of welfare, safety, and hygiene, but also puts migrants at the mercy of unscrupulous employers and traffickers, who may subject them to the worst abuses (UN General Assembly 2017, para 4).

Migration governance is often understood as the entirety of migration-related policies and programs of individual countries, interstate discussions and agreements, multilateral forums and consultative processes, and the activities of international organizations, as well as relevant laws and norms at the national and international levels (Global Commission on International Migration 2005). A comprehensive response to migration governance requires policies and programs aimed at strengthening the protection of refugees in accordance with international refugee law, international human rights laws, and international humanitarian law. It needs to create adequate institutional frameworks that lower the cost of migration, uphold migrants' rights, foster their integration, and enable migrants to contribute to development in their communities of origin. These key areas of migration governance correspond to the core dimensions of PCMD. The PCMD dashboards of indicators offer one way of gauging the extent of good migration governance, and as such complement other endeavors. As outlined in chapter 2, the indicators draw on the above-mentioned frameworks and correspond to the six dimensions emphasized by the UNDESA. Migration governance regimes with a high degree of PCMD empower migrant women and men, protect their rights, give them decent working conditions, and provide them with choices and liberties. They are coherent with international obligations and cooperation mechanisms. In other words, institutional and regulatory frameworks that display a high degree of PCMD, as conceptualized by the PCMD dashboards of indicators, can be considered well-managed migration policies, corresponding equally to SDG targets 10.7 and 17.14.

The Merits and the Limitations of Policy Indicators

As policy indicators, the PCMD dashboards can foster discussions on specific policies and on different ways to achieve meaningful benefits for migrants; their families; and countries of origin, transit, and destination alike. Importantly, a standardized set of indicators facilitates comparisons among countries. The usefulness of such indicators goes beyond quantitatively assessing the extent of measuring PCMD scores. The process of coding indicators in close collaboration with country focal points (that is, government representatives who partnered closely with the research team behind the dashboards) and dialogue about relevant policies has supported the qualitative policy learning of all actors involved.

International Policy Learning among Pilot Countries

The PCMD focal point in Germany highlighted that "this endeavor to make countries comparable is important to create more exchange on regulatory frameworks." According to the focal point from Bosnia and Herzegovina, government institutions feel the need to establish evidence-based policies and lauded the usefulness of the PCMD exercise as a reference for international good practices in cooperation between countries of origin and their diasporas. Similarly, the focal point in the Philippines noted that the "indicators provided the scope and depth needed in the appreciation of what it means to have good and coherent policies on migration and development."

Internal Stocktaking Processes

The review of national policies, institutions, and commitments led to internal stocktaking exercises in various partner countries. For instance, the PCMD focal point from the Moroccan government highlighted that:

> the PCMD exercise was an occasion to reflect once again on the advancements our policies and institutions have made regarding migration and development. But this time, with a different perspective given the nature of indicators used by your team of researchers, which provide a fresh view on where our policies and strategies can, and should, reach.

In addition to showing what remains to be done, the focal point noted that the process highlighted some of the achievements already obtained. This was echoed by the focal point in the Philippines, who described the PCMD dashboards of indicators as a:

> welcome and useful tool that has allowed us to measure how far we have come in terms of integrating migration in the country's development framework and plans. It is always useful to have the guidance of well-thought out indicators to determine if the results are being achieved.

Also, Jamaica's focal point noted that the exercise allowed stakeholders to take an objective view of the issues raised, outside of the usual cultural context. Beyond the relatively simple coding process, the ensuing dialogues on policies and institutions proved to be important deliberations on good practices. Thus, even where indicators themselves may not always capture all relevant perspectives, the discussions about relevant policies provided an opportunity to engage in meaningful explorations within and across countries.

Changing Policies

In some instances, the deliberations among national stakeholders led to conceiving concrete policy changes. For example, Jamaica's focal point reported that the exercise made the government understand the need to properly measure the impact of migration on the country's health and education sectors, as well as to develop a national migration database. Furthermore, the focal point found that the process highlighted conventions and protocols that needed to be ratified or developed and areas of emphasis in the international community. Similarly, the focal point from Morocco noted that the PCMD indicators and the process of engagement shed a new perspective on future steps the country will undertake in its relevant policies and national strategies.

Advancing Meaningful Comparisons

Research on comparative migration contends that our ability to study migration is significantly enhanced by carefully conceived comparative research designs (Bloemraad 2013: 27). The PCMD dashboards of indicators were carefully developed and operationalized over a period of 3 years with the involvement of governments in countries of origin and destination; civil society, including academia; and practitioners from international organizations. These allow comparisons among different countries that foster our understanding of differences and similarities among public policies and their links to human mobility and development.

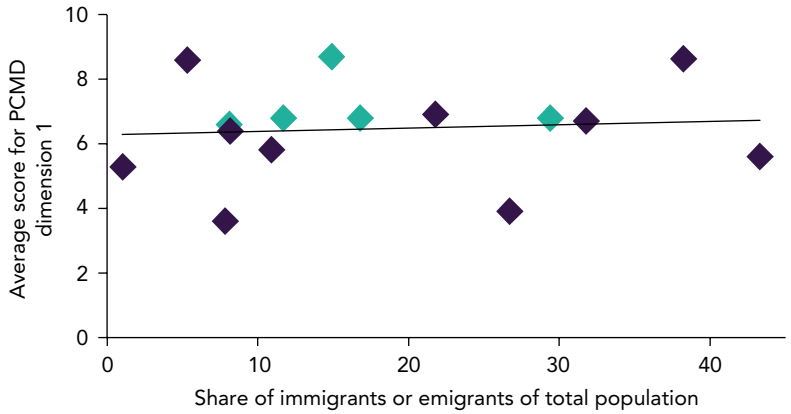
Heuristic Tools to Understand Trends

Recent advances in methodological scholarship have highlighted the usefulness of assessing and comparing migration policies through indices and indicators.[56] While we are often interested in the actual outcomes of policies, output indicators are important to measure because we can use these measurements to investigate whether better outputs lead to better outcomes—or when and where this is the case (Helbling et al. 2013: 9).

As discussed in chapter 2, the PCMD scores are not aggregated into a single index. Policy indicators are not fungible. Even though their quantification is a critical and innovative step to describe and compare institutional and regulatory frameworks, combining the scores remains methodologically problematic, as this leads to questions about the weight of each indicator. However, average scores for a number of indicators, such as indicators per PCMD dimension or indicators on mainstreaming migration, can serve as useful heuristic tools to visualize and understand trends.

For example, figure 6.1 shows that average scores for promoting institutional coherence are not clearly associated with emigration and immigration rates (by share of total population). It could have been argued that countries for which immigration and emigration are more significant can

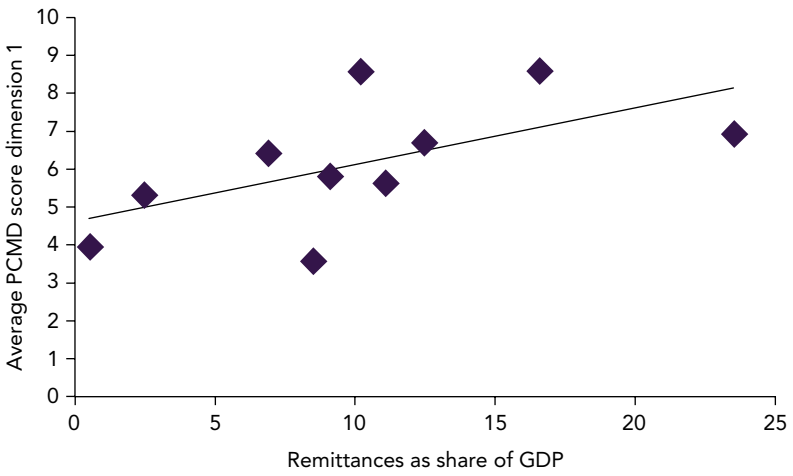
FIGURE 6.1 **Normalized scores for promoting institutional coherence (dimension 1) and immigration/emigration levels in 15 pilot countries**



Source: PCMD Dashboards; authors' calculation based on UNDESA (2015) Total Population and Immigrant/Emigrant stock data.

Note: Turquoise squares indicate countries of destination (for which the ratio of *immigrants* to the total population is measured) and blue squares indicate countries of origin (for which the ratio of *emigrants* to the total population is measured).

FIGURE 6.2 Normalized scores for institutional coherence (dimension 1) in 10 countries of origin vs. remittance inflows (as share of GDP)



Source: PCMD Dashboards; remittance/GDP: World Bank 2016.
Note: GDP = gross domestic product; PCMD = policy coherence for migration and development.

be expected to have a stronger institutional framework for migration. However, it needs to be recognized that the PCMD pilot countries volunteered to participate in the project. This analysis thus does not claim to be representative of the overall relationship between PCMD and migration trends. Figure 6.1 only serves as a heuristic to display the relationship among the 15 pilot countries. Interestingly, restricted to countries of origin, figure 6.2 shows a positive relationship between institutional coherence and remittance inflows, measured as a share of GDP. As this is not based on a representative dataset, this finding cannot be generalized. However, the findings in the pilot countries proffer the suggestion that all sorts of countries can enact whole-of-government approaches to deal with migration.

As discussed in chapter 2, any endeavor to condense rich information into values of zero, five, or ten comes with a range of limitations. Data availability often restricts coding indicators that are more meaningful and that address the outcomes and impacts of policies or their concrete implementation. Nonetheless, the process of developing the PCMD dashboards of indicators has shown that this effort can yield important insights and results. The possibilities of engaging in meaningful comparative research will rise exponentially alongside the number of countries represented in the dashboards. Member States of the United Nations have stressed the importance of promoting coherent migration and development policies, and the dashboards promise to play a significant role in this process. As the PCMD focal point from the Philippines highlighted, "overall, the indicators provided the scope and depth needed in the appreciation of what it means to have good and coherent policies on migration and development." This is critical for implementing target 10.7 of the SDGs and for the Global Compact for Safe, Orderly and Regular Migration—and the Global Compact for Refugees. While the PCMD dashboards are not comprehensive in their coverage of all compact objectives, a comparison in appendix D reveals that PCMD indicators correspond to 21 of the Global Compact for Migration's 23 objectives. For this reason, they may be useful in assessing to what extent countries and other stakeholders promote safe, orderly, and regular migration and create the necessary institutional and regulatory frameworks. In the end, policy coherence is not about policies and institutions. It is about supporting the beneficial outcomes of migration, creating opportunities for migrants, protecting their lives, upholding their rights, and mitigating their risks. And it is hoped that the PCMD dashboards promote such outcomes.

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Endnotes

1. "Migration" refers to various kinds of short- and long-term international human movements, and "migrants" describe individuals who participate in these movements. While migrants should be viewed first and foremost as human beings with full agency and rights, certain types of migrants, such as victims of labor exploitation, trafficking, and human rights violations, clearly do not make the "choice" to migrate in ideal or desirable conditions (Hong and Knoll 2016).
2. Some of the indicators reflect a country's formal—*de jure*—adherence to international conventions or standards. These indicators are only imperfect proxies of the implementation and outcomes of such conventions. There may be instances where a government has adhered to international standards but has not yet fully implemented its provisions, as well as other instances of governments that, despite not having yet adhered to the standard, are *de facto* implementing several of its provisions.
3. These indicators measure concrete policies that seek to reduce the monetary costs of migration. While there can be other costs of migration, this dimension only looks at monetary costs, with social costs more indirectly covered in other areas of the dashboards, particularly in dimension 3.
4. The Resolution on the 2030 Agenda for Sustainable Development (para 29), the Addis Ababa Action Agenda (para 111) of the Third International Conference on Financing for Development, and the New York Declaration for Refugees and Migrants (para 3.6) explicitly recognize that international migration is a multidimensional reality of major relevance for the development of countries of origin, transit, and destination, which requires coherent and comprehensive responses. For a detailed discussion, see Hong and Knoll (2016).
5. For a brief synopsis, see Castles, de Haas, and Miller (2014): 69–79 and Naujoks (2016). For a more detailed discussion, see Skeldon (1997); de Haas (2010); Kapur (2010); and UNDP (2009).
6. Human development refers to the process of "enlarging people's choices and enhancing human capabilities," including "social freedoms that cannot be exercised without political and civic guarantees" (UNDP 2009: 60).
7. With the exception of one additional indicator for countries of destination.
8. A/RES/71/237, December 21, 2016.
9. This also applies to all persons in transit and after arrival (para 2.5) and especially to refugee and migrant children (para 2.11).
10. In this regard, it complements other existing or nascent frameworks, such as the Migration Governance Framework (MiGoF), the Migration Governance Index (MGI), the International Labour Organization's (ILO's) Fair Migration Agenda, and the ILO Multilateral Framework on Labour Migration.
11. See, for example, Ruhs (2011); Beine et al. (2013); de Haas and Czaika (2013); Helbling et al. (2013, 2017); Triadafilopoulos (2013); Gest et al. (2014); Wallace Goodman (2014); Vink and Helbling (2013); and Helbling and Michalowski (2017).
12. Other initiatives consulted include the Model International Mobility Treaty (Doyle 2018).
13. Scores for each dimension have been normalized to account for the fact that each dimension has a different number of indicators.
14. Among the medium-tier countries, Moldova has a particular high average score in this dimension.
15. Two indicators on regulating recruitment processes are discussed in more detail in chapter 4.
16. PCMD country of destination and origin indicators 2.3 and 2.4.
17. PCMD country of destination indicator 3.8.
18. PCMD country of destination indicator 3.7.
19. PCMD country of destination indicator 3.13.
20. Indicator 3.13 on the detention of migrant children is discussed in more detail in chapter 4.
21. PCMD country of destination indicator 3.4.
22. PCMD country of destination indicator 3.5.
23. PCMD country of destination indicator 3.6.
24. PCMD country of destination indicator 3.9.
25. PCMD country of destination indicator 3.11.
26. PCMD country of origin indicator 3.4.
27. PCMD country of origin indicator 3.5.
28. These are the 1947 Labour Inspection Convention and its protocol (C81); the 1962 Equality of Treatment (Social Security) Convention (C118); the 1997 Private Employment Agencies Convention (C181); and the 2011 Domestic Workers Convention (C189).
29. PCMD country of origin indicator 4.2.
30. PCMD country of origin indicator 4.4.
31. Indicators on data collection are discussed in more detail in chapter 4.
32. PCMD country of origin indicator 4.1.
33. PCMD country of origin indicator 4.3.
34. UN General Assembly (2017, para 66). For more on the role of financial literacy for sustainable development, see UNCTAD (2015).
35. Social remittances are understood as ideas, know-how, norms, values, knowledge, behavior, practices, and skills that migrants bring home with them or that they send home from abroad. For a discussion on their manifestations and development implications, see Levitt and Lamba-Nieves (2011).
36. This is only applicable to destination countries that are donors of official development assistance. However, this is the case for all destination countries that took part in the pilot phase.
37. For example, the Global Migration Group's guidance note on integrating migration and displacement into UN development plans elaborates on the links of human mobility to economic, social, rural, and agricultural development; rule of law; the environment; peace; and security (see GMG 2017a).
38. UN General Assembly Resolution A/RES/71/237, on December 21, 2016.
39. Policies that insist on employers paying for the recruitment of migrant workers are relatively easy to implement and to monitor and can be communicated easily to prospective migrants, recruiters, and employers (Jureidini 2016).
40. For a discussion of the cost, see Naujoks (2018) and Martin (2017).
41. See Committee on the Rights of the Child (2012). This was also reiterated in the New York Declaration for Refugees and Migrants, though in slightly less absolute terms.
42. Or 53 and 19 percent, respectively (see United Nations 2013a). According to Vink, De Groot, and Luk (2015), over 70 percent of 193 countries with available data in 2015 allow dual citizenship when their emigrants naturalize abroad.
43. See, for example, UNDP 2009; Bilgili 2014.
44. See also ILO's (2016) guiding principles on the access of refugees and other forcibly displaced persons to the labor market and the Asylum Access and the Refugee Work Rights Coalition (2014).
45. Although evidence on the impacts of temporary return programs is limited, qualitative assessments suggest that such programs can support knowledge transfer; see Kuschminder, Sturge, and Ragab (2014).
46. For good practices on producing and collecting migration data, see the Global Migration Group's *Handbook for Improving the Production and Use of Migration Data for Development* (GMG 2017b).

47. Comprehensive PCMD data for all 15 pilot countries are provided in the data tables in appendix A.
48. BiH has ratified the 1949 Migration for Employment Convention, the 1975 Migrant Workers Convention, and the 1990 Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.
49. Moldova has not ratified the 1949 Migration for Employment Convention, the 1975 Migrant Workers Convention, and the 1990 Convention on the Protection of the Rights of All Migrant Workers and Members of their Families.
50. This refers to Morocco's National Sustainable Development Strategy 2015–2020.
51. See Art. 19 and 20 of Sri Lanka's 1948 Citizenship Act.
52. See Art. 19, paras 2 and 3, respectively.
53. Sweden has not ratified the 1949 Migration for Employment Convention, the 1990 UN International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, the 1962 Equality of Treatment (Social Security) Convention (C118), the 1997 Private Employment Agencies Convention (C181), or the 2011 Domestic Workers Convention (C189).
54. Switzerland has not ratified the 1975 Migrant Worker's Convention, the 1949 Migration for Employment Convention, or the 1990 UN International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.
55. For a detailed discussion on migration, governance, and the SDGs, see Naujoks (2018).
56. See, for example, Ruhs (2011); Beine et al. (2013); de Haas and Czaika (2013); Helbling et al. (2013, 2017); Triadafilopoulos (2013); Gest at al. (2014); Goodman (2014); Vink and Helbling (2013); and Helbling and Michalowski (2017).
57. See appendix A for an indicative list of fora on migration and development. Please note that this list is not exhaustive, and we are eager to know what other fora you may have participated in.

Appendix A PCMD Data Tables

TABLE A.1 Countries of destination

Indicator	Germany	Netherlands	Portugal	Sweden	Switzerland
Dimension 1: Promoting institutional coherence for migration and development					
1.1	10	10	10	10	5
1.2	10	5	10	10	10
1.3	10	0	0	5	10
1.4	10	5	0	5	5
1.5	10	5	5	5	0
1.6	0	0	0	0	0
1.7	5	5	0	0	0
1.8	5	5	5	5	0
1.9	10	10	10	10	10
1.10	10	10	10	10	10
1.11	10	10	10	10	10
1.12	10	10	10	10	10
1.13	5	10	0	5	10
1.14	10	10	10	10	10
1.15	10	5	10	10	5
1.16	10	10	10	10	10
1.17	10	5	10	5	10
1.18	10	10	10	0	5
1.19	10	5	5	10	10
Dimension 2: Reducing the financial costs of migration					
2.1	10	0	10	10	10
2.2	10	10	5	10	0
2.3	0	10	10	10	10
2.4	0	10	10	10	5
2.5	5	10	10	10	10
2.6	10	10	10	5	10

Indicator	Germany	Netherlands	Portugal	Sweden	Switzerland
Dimension 3: Protecting the rights of migrants and their families					
3.1	5	5	10	5	10
3.2	10	5	10	5	5
3.3	5	5	5	0	5
3.4	10	10	10	10	10
3.5	10	10	10	10	10
3.6	10	10	10	10	10
3.7	5	0	5	0	10
3.8	0	0	10	0	5
3.9	10	10	10	10	10
3.10	0	10	10	10	5
3.11	10	10	10	10	10
3.12	5	5	10	5	5
3.13	5	0	5	5	5
3.14	10	10	10	10	5
3.15	10	10	10	10	10
3.16	10	10	10	10	10
3.17	10	10	10	10	10
3.18	0	0	0	10	0
3.19	10	10	10	10	5
Dimension 4: Promoting the integration and reintegration of migrants					
4.1	10	5	5	5	5
4.2	5	5	10	10	10
4.3	5	10	0	10	5
4.4	10	0	10	10	5
4.5	10	10	10	10	10
4.6	10	5	10	5	5
4.7	10	10	10	5	0
4.8	5	5	10	5	10
4.9	10	10	10	10	10
4.10	10	5	0	0	10
4.11	10	5	10	10	10
4.12	10	10	10	10	10
4.13	10	10	10	10	10
4.14	5	5	10	5	10
Dimension 5: Enhancing the development impact of diaspora engagement, skills, and migrants' finances					
5.1	10	10	10	10	10
5.2	10	10	10	10	10
5.3	10	10	10	0	10
5.4	10	10	10	10	10
5.5	0	5	0	10	5

TABLE A.2 Countries of origin

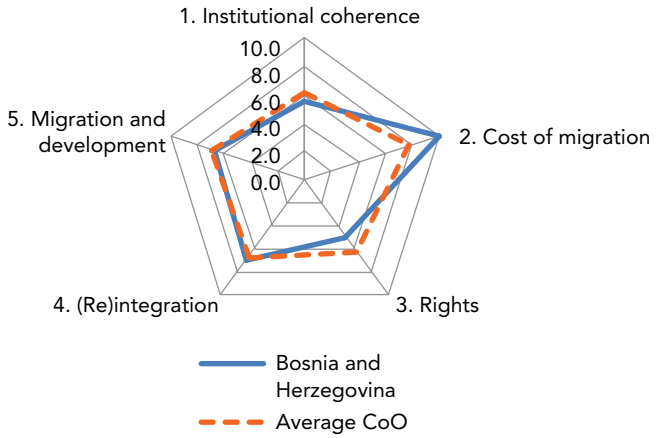
Indicator	Bosnia and Herzegovina	Cabo Verde	Jamaica	Kenya	Moldova	Morocco	Philippines	Serbia	Sri Lanka	Trinidad and Tobago
Dimension 1: Promoting institutional coherence for migration and development										
1.1	10	10	10	0	10	10	10	10	10	0
1.2	10	10	10	5	10	5	10	5	5	0
1.3	0	5	10	5	5	0	10	0	10	10
1.4	0	5	10	0	10	5	5	0	0	5
1.5	0	0	10	0	10	10	10	10	0	0
1.6	0	5	5	5	5	0	0	5	0	0
1.7	5	0	5	5	0	5	10	5	0	5
1.8	10	5	5	5	0	5	10	5	5	5
1.9	0	10	10	10	10	0	10	10	0	10
1.10	5	10	10	10	10	10	10	10	10	10
1.11	10	10	10	10	10	10	10	10	10	0
1.12	5	10	5	5	10	10	5	5	5	5
1.13	0	0	5	0	0	5	5	0	0	0
1.14	10	10	10	10	10	10	10	0	5	10
1.15	10	0	10	10	10	5	10	10	5	5
1.16	10	10	10	5	5	10	10	10	0	0
1.17	10	10	10	5	5	10	10	10	0	0
1.18	5	10	10	5	5	5	10	0	0	5
Dimension 2: Reducing the financial costs of migration										
2.1	10	5	5	5	5	5	10	10	10	10
2.2	10	5	10	5	10	10	10	10	5	10
2.3	10	0	10	10	10	10	10	10	10	0
2.4	10	0	5	5	10	10	5	10	5	10
2.5	10	0	10	0	10	10	10	5	10	10
Dimension 3: Protecting the rights of migrants and their families										
3.1	5	0	0	0	5	10	0	5	0	0
3.2	10	10	10	10	10	10	10	10	5	10
3.3	0	0	5	10	10	10	10	0	10	5
3.4	0	0	10	0	10	5	10	0	10	0
3.5	5	5	0	0	0	10	0	10	0	0
3.6	0	10	5	5	5	10	10	10	10	0
3.7	10	10	0	5	10	5	10	10	0	0
3.8	5	10	10	10	10	10	10	10	0	5
3.9	0	0	0	5	0	0	5	0	0	0
3.10	5	0	5	10	5	5	10	5	5	5
3.11	10	10	10	10	10	10	10	10	0	10
3.12	10	10	10	10	10	5	10	10	10	10
3.13	10	10	10	10	10	10	10	10	10	10
3.14	0	10	10	0	10	0	0	10	10	0

TABLE A.2 Countries of origin—*Continued*

Indicator	Bosnia and Herzegovina	Cabo Verde	Jamaica	Kenya	Moldova	Morocco	Philippines	Serbia	Sri Lanka	Trinidad and Tobago
Dimension 4: Promoting the integration and reintegration of migrants										
4.1	10	10	10	10	10	10	10	10	5	10
4.2	0	0	5	0	0	10	5	10	0	0
4.3	10	10	10	10	10	10	10	10	5	10
4.4	10	0	10	0	10	0	10	0	0	10
4.5	5	10	10	5	5	5	10	5	10	5
Dimension 5: Enhancing the development impact of diaspora engagement, skills, and migrants' finances										
5.1	10	10	10	10	10	0	10	10	10	10
5.2	10	0	10	10	10	10	10	10	5	10
5.3	0	0	5	5	10	5	10	0	10	5
5.4	0	10	10	0	0	10	10	0	10	0
5.5	10	5	10	5	10	5	5	10	0	0
5.6	10	10	10	10	10	10	10	0	0	10

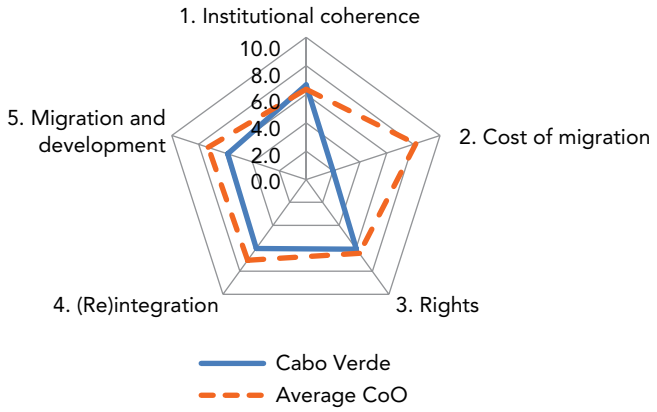
Appendix B Radar Charts for 15 PCMD Pilot Countries

FIGURE B.1 Policy coherence in Bosnia and Herzegovina by objective area (radar)



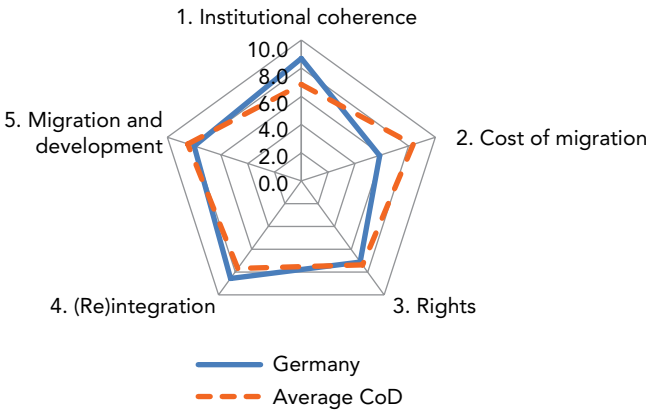
Source: PCMD.
Note: CoO = country of origin.

FIGURE B.2 Policy coherence in Cabo Verde by objective area (radar)



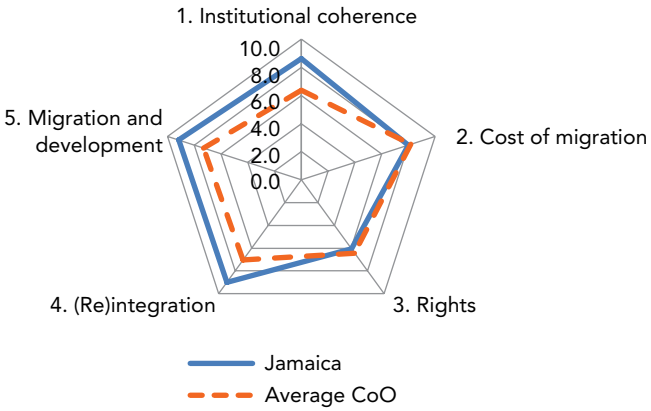
Source: PCMD.
Note: CoO = country of origin.

FIGURE B.3 Policy coherence in Germany by objective area (radar)



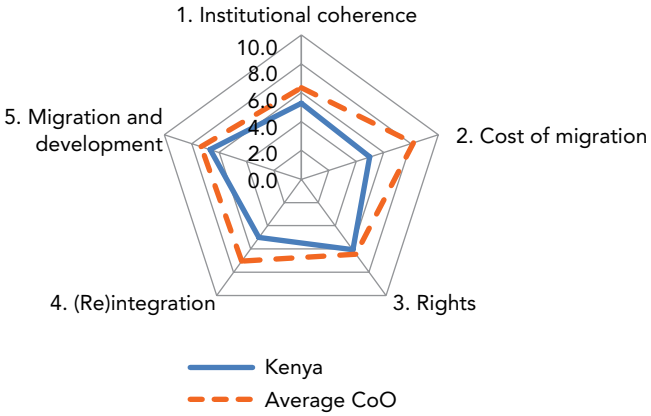
Source: PCMD.
Note: CoD = country of destination.

FIGURE B.4 Policy coherence in Jamaica by objective area (radar)



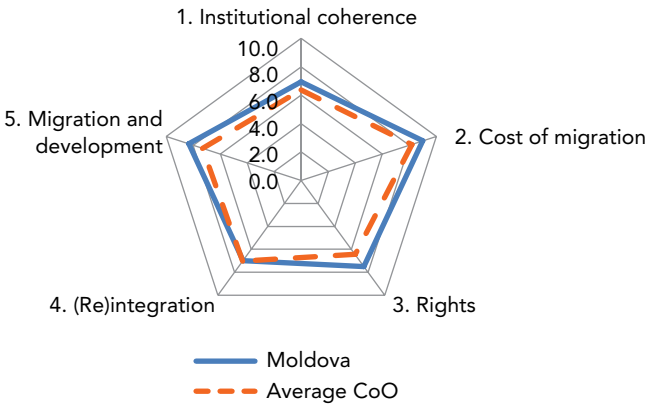
Source: PCMD.
Note: CoO = country of origin.

FIGURE B.5 Policy coherence in Kenya by objective area (radar)



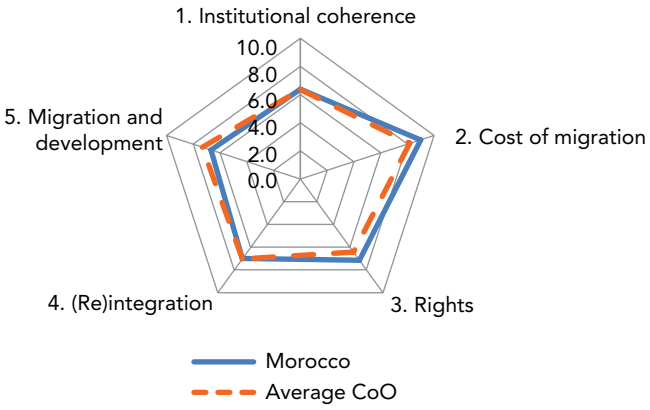
Source: PCMD.
Note: CoO = country of origin.

FIGURE B.6 Policy coherence in Moldova by objective area (radar)



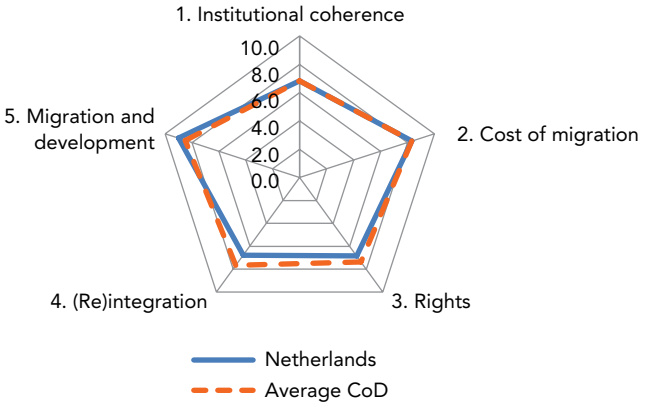
Source: PCMD.
Note: CoO = country of origin.

FIGURE B.7 Policy coherence in Morocco by objective area (radar)



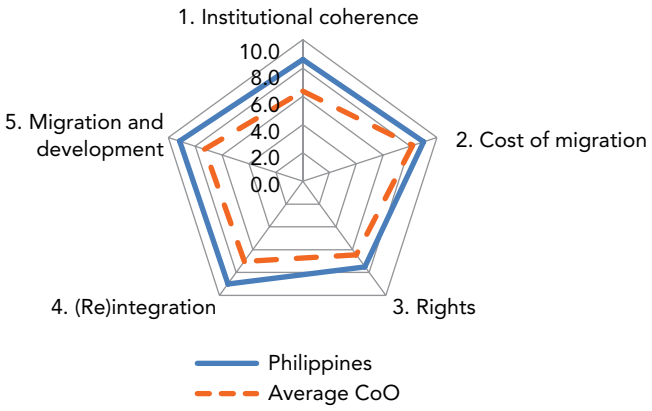
Source: PCMD.
Note: CoO = country of origin.

FIGURE B.8 Policy coherence in the Netherlands by objective area (radar)



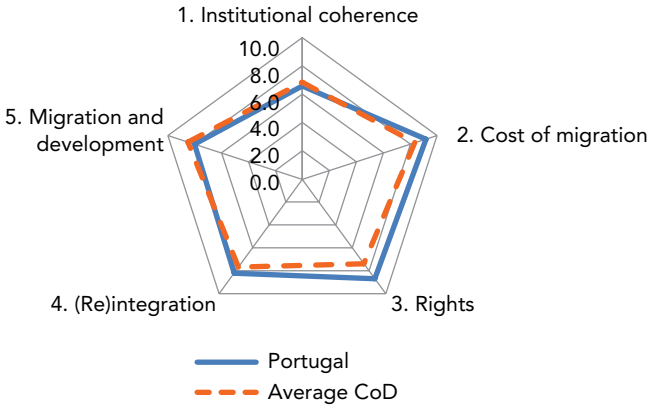
Source: PCMD.
Note: CoD = country of destination.

FIGURE B.9 Policy coherence in the Philippines by objective area (radar)



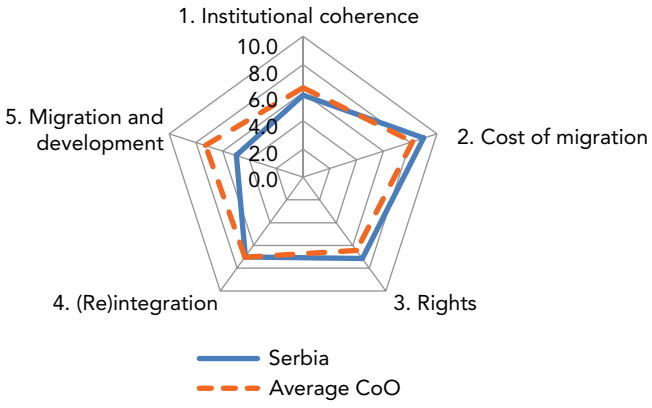
Source: PCMD.
Note: CoO = country of origin.

FIGURE B.10 Policy coherence in Portugal by objective area (radar)



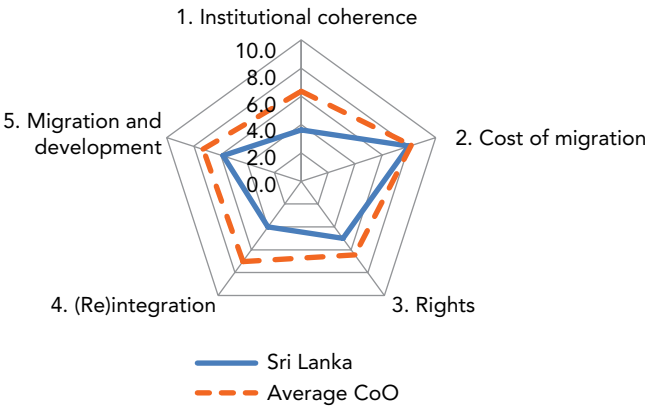
Source: PCMD.
Note: CoD = country of destination.

FIGURE B.11 Policy coherence in Serbia by objective area (radar)



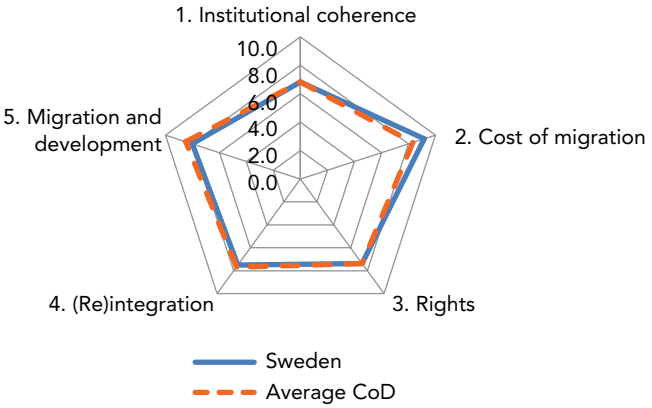
Source: PCMD.
Note: CoO = country of origin.

FIGURE B.12 Policy coherence in Sri Lanka by objective area (radar)



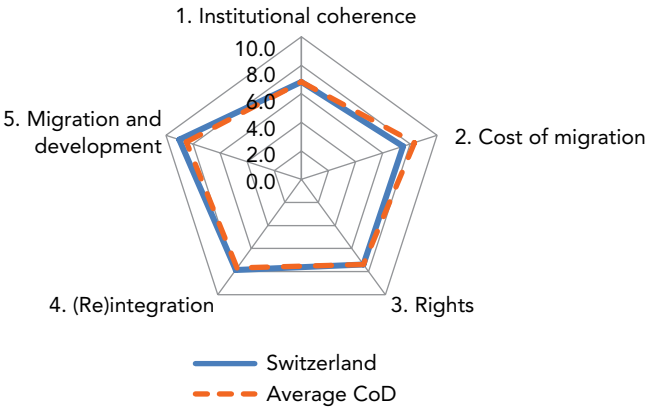
Source: PCMD.
Note: CoO = country of origin.

FIGURE B.13 Policy coherence in Sweden by objective area (radar)



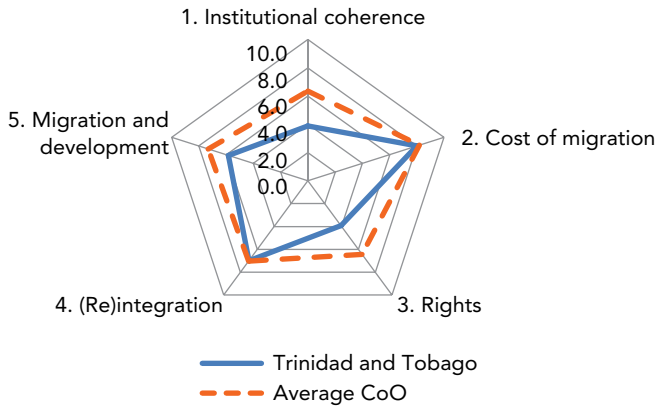
Source: PCMD.
Note: CoD = country of destination.

FIGURE B.14 Policy coherence in Switzerland by objective area (radar)



Source: PCMD.
Note: CoD = country of destination.

FIGURE B.15 Policy coherence in Trinidad and Tobago by objective area (radar)



Source: PCMD.

Note: CoO = country of origin.

Appendix C PCMD Indicators, Rationale, and Coding Guidelines

Appendix C.1 PCMD Indicators, Rationale, and Coding Guidelines: Dimension 1 for Countries of Destination and Origin

TABLE C.1.1 Countries of origin and destination—Dimension 1: Promoting institutional coherence for migration and development

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	Rationale
1.1	Political commitment	Input	Development is taken into account as a relevant factor in the current migration management plan/strategy of the government. 0 = no 5 = the country has a national plan/strategy for migration management 10 = development objectives considered in migration management plan/strategy	If no strategy can be identified, a score of zero is awarded.	Incorporating humane, ethical, and well-governed migration policies into development can potentially reduce poverty; provide educational opportunities; match labor demand with supply; foster research, technological advancements, and innovation; facilitate exchange of skills and knowledge; and foster cooperation between nations. Integrating effective migration policies can serve as a powerful tool for development (GMG 2015: 2). For this reason, the New York Declaration for Refugees and Migrants stresses the need to promote better coherence between migration and related policy domains that is related to indicators 1.1–1.7 and 1.19 (para 49).
1.2	Political commitment	Input	Migration is taken into account as a relevant factor in the key internal development plan/strategy of the government. 0 = no 5 = migration considered in internal development plan/strategy 10 = migration defined as priority, strategic area, or objective in internal development plan/strategy	Indicators 1.2–1.7 and 1.19 refer to the strategic planning documents of the government. National focal points should identify the strategy most closely matching the indicator description and review its content to assess the extent to which migration considerations have been taken into account. In countries with a decentralized governing structure (such as Bosnia and Herzegovina or Germany), plans should be considered at the relevant level of decentralization. The score should then be assigned based on a review of all documents and subsequently an assessment of the extent to which they adequately respond to migration, e.g., if a region with the majority of migrants considers migration as a strategic priority in a given strategy but no others do, the country may still be awarded with a 5.	Policy makers have the capability to mitigate the negative effects of migration as well as harness its benefits. The Global Forum on Migration and Development (GFMD 2010: 4) reported: "Mainstreaming is a process that integrates migration factors in a comprehensive manner in the design of national development planning and poverty reduction strategies, including the implementation, monitoring and evaluation of such efforts. It allows migration to be embedded in the broader development planning of concerned countries and can foster policy and institutional coherence on migration and development" (GFMD).
1.3	Political commitment	Input	Migration is taken into account as a relevant factor in the health plan/strategy of the government. 0 = no 5 = migration considered in health plan/strategy 10 = migration defined as priority, strategic area, or objective in health plan/strategy		Health policies that promote the physical, mental, and social well-being of migrants are all intertwined in the context of human development both for countries of origin and destination. Health plans and strategies that take into account migration, essentially mitigate negative health outcomes affecting individual migrants, which can lead to social and economic burdens to host communities and families left behind (GMG 2010).

1.4	Political commitment	Input	Migration is taken into account as a relevant factor in the primary, secondary, and tertiary education plan(s)/strategy(ies) of the government. 0 = no 5 = migration considered in education plan(s)/strategy(ies) 10 = migration defined as priority, strategic area, or objective in education plan(s)/strategy(ies)	If no strategy is present, a score of zero is awarded. National development plans that contain sector-specific strategic plans can be utilized in the absence of a sector-specific strategy, e.g., education, health, agriculture. A plan that considers migration may make reference to migration as a challenge or as an opportunity while a plan that defines migration as a priority, strategic area, or objective will give more detailed consideration to migration. This will generally be the case in a specific heading or objective area. An internal development strategy refers to a domestic development plan. In some cases, where a unified plan is lacking and several plans exist on specific topics, e.g., for a range of health issues, the totality of plans shall be assessed and judged according to the centrality of the plans. A draft policy or a policy that is in the process of being implemented = 0. Objectives listed on website but no clear strategy.	Factoring migration into a national education plan/strategy, can generate many positive migration and development outcomes. Access to education, especially higher education, can enhance skills, provide better opportunities and wages, and increase literacy, allowing migrants to make informed decisions and have better knowledge of their rights (GMG 2010: 64–65).
1.5	Political commitment	Input	Migration is taken into account as a relevant factor in the labor market plan/strategy of the government at the national, regional, and local levels of government. 0 = no 5 = migration considered in labor market plan/strategy 10 = migration defined as priority, strategic area, or objective in labor market plan/strategy		Most of the world's migrants, estimated at 214 million in 2010, are migrant workers—those who migrate for employment—and their families. Thus, global migration is largely an employment and labor market issue (GMG 2010: 61). Policies that integrate migration into the national labor strategy, target the livelihoods of women, men, and children. Migration is interlinked with labor due to the lack of employment and decent work in many developing countries. Labor market issues affect both countries of origin and destination with regard to labor rights, decent work, job growth, economic growth, and overall development.
1.6	Political commitment	Input	Migration is taken into account as a relevant factor in the agriculture plan/strategy of the government. 0 = no 5 = migration considered in agriculture plan/strategy 10 = migration defined as priority, strategic area, or objective in agriculture plan/strategy		In the developing world, agriculture is one of the most predominant livelihood strategies and crucial in terms of food security. The World Bank stated that, "the level of poverty among rural populations in developing countries amounts to 75 percent of the population and therefore rural development can be regarded as crucial for tackling poverty" (GMG 2010: 105). Due to the nature of rural livelihoods in developing countries, this oftentimes causes families to look for alternative employment opportunities, internally or abroad, contributing to the "push factor." In countries of destination, seasonal, temporary, and permanent migrants are often employed in the agricultural sector. For this reason, an inclusion of migration and migrant worker issues would be an important issue to consider in such strategies.

(continued)

TABLE C.1.1 Countries of origin and destination—Dimension 1: Promote institutional coherence for migration and development—*Continued*

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	Rationale
1.7	Political commitment	Input	Migration is taken into account as a relevant factor in the environmental plan(s)/strategy(ies) of the government, such as in National Adaptation Programmes of Action (NAPAs), National Adaptation Plans (NAPs), disaster management planning, etc. 0 = no 5 = migration considered in environmental plan(s)/strategy(ies) 10 = migration defined as priority, strategic area, or objective in environmental plan(s)/strategy(ies)	If the focal points offer clear argumentation for the nonrelevance of migration to a specific sectoral policy and show that it has been considered while developing the said strategy, then the indicator can be marked as nonapplicable.	Climate change, migration, and development are increasingly interrelated, and rigorous planning and policies are needed. "A review of recent National Adaptation Programmes of Action (NAPAs) and other documents revealed a similarly mixed picture of the integration of migration into adaptation planning. Many NAPAs note that loss of habitat and livelihoods could precipitate large-scale migration, particularly from coastal areas that may be affected by rising sea levels and from areas susceptible to increased drought, flooding, or other environmental hazards that will affect agriculture. A number of NAPAs link climate change to the intensification of natural disasters that displace large numbers, often in emergency circumstances. For the most part, the NAPAs express concern about internal migration, with relatively few references to the likelihood of international movements. . . . In some cases, the NAPAs identify migration as an adaptation strategy in itself, in two contexts. First, some countries see migration as a way to reduce population pressures in places with fragile eco-systems. Second, countries recognize that resettlement of some populations may be inevitable, but should be accomplished with planning" (GFMD 2010: 3–4).
1.8	Political commitment	Input	The government has ratified the following migrant-specific conventions: • 1949 Migration for Employment Convention (no. 97)—International Labour Organization (ILO) • 1975 Migrant Workers Convention (no. 143)—ILO • 1990 UN International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families 0 = no ratifications 5 = ratified one or two of abovementioned conventions 10 = ratified all three abovementioned conventions	For ILO conventions, the Information System on International Labour Standards (NORMLEX) can be used to identify whether a country has ratified a convention. For United Nations conventions, the United Nations Treaty Collections can be used to identify whether a country has ratified a convention.	Governments, whether they be of country of origin or destination, should respect the basic human rights of migrant workers. The Global Migration Group (GMG 2015: 2) stated that, ". . . if appropriate policies aligned with international human rights and labour standards are not implemented, migration can negatively affect development, and contribute to inequalities, exacerbating the violations of migrant rights. In large part, it is the social, cultural, economic and political context in which the movement of people takes place which largely determines whether migration translates into increased opportunities and well-being or deprivation and vulnerability." This is also stressed in the New York Declaration for Refugees and Migrants 2.1, 2.5, 2.11, and 3.8, as well as in the Resolution on the 2030 Agenda for Sustainable Development (para 29).

1.9	Political commitment	Input	The government has ratified regional agreements pertaining to the free movement of people. 0 = agreement(s) not ratified or no agreement in place 5 = agreement(s) ratified 10 = agreement(s) ratified and implemented into the national legal framework	If no regional agreements exist, a score of zero is awarded.	The International Organization for Migration (IOM 2010b: 23–33) states that, "Agreements under the first approach recognize the right to full mobility. These agreements cover the free movement of all persons who are nationals of States that are party to the agreements and generally provide for the rights of residence and employment, whether as a worker, service supplier, or self-employed person. When residence is not linked to employment, individuals may be required to satisfy further conditions, such as proof of sufficient funds for self-support. Agreements under this approach are likely to have provisions concerning family members of nationals of participating States, in which they offer entry and even access to local labor markets. Regional agreements that allow the right to full mobility are: the European Union, the Economic Community of West African States (ECOWAS), and the Andean Community of Nationals in South America."
1.10	Political commitment	Input	In the last two years, the government has participated in regional or international fora[57] on migration and development. 0 = no participation 5 = one to three fora 10 = four fora or more	The two years measured in the current iteration of the dashboard run from June 2014 to May 2016. See addendum 1 of this annex for an indicative list of fora on migration and development. However, this list is not exhaustive and if focal points identify other relevant participations these are counted too.	The GFMD (2017) notes that, "Since its inception in 2007, the GFMD has helped shape the global debate on migration and development, by offering a space where governments can discuss the multi-dimensional aspects, opportunities and challenges related to migration and its inter-linkages with development. Through the years, the GFMD has also evolved into a process that allows governments to openly analyze and discuss sensitive and sometimes controversial issues, to listen to different positions and explore synergies and joint solutions through partnerships. In the process, it has contributed to deepening the understanding of the complex relationship between migration and development, and infused the global debate on this critical issue with more clarity, objectivity and coherence." "The High-level Dialogue on International Migration and Development" is an important milestone in the followup to the Rio+20 Conference on Sustainable Development and in discussions on the post-2015 development agenda. The report of the UN System Task Team, *Realizing the Future We Want for All*, affirmed that "the central challenge of the post-2015 UN-development agenda is to ensure that globalization becomes a positive force for all the worlds' peoples of present and future generations." "International migration—ensuring freer and safe movement of people across borders—could bring substantial benefits as part of an inclusive globalization process"(UN 2013a).

(continued)

TABLE C.1.1 Countries of origin and destination—Dimension 1: Promote institutional coherence for migration and development—*Continued*

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	Rationale
1.11	Political commitment	Input	The government participates in regional consultative processes (RCPs), such as the Colombo Process or the Abu Dhabi Dialogue. 0 = no participation or no applicable RCP 5 = participation in one RCP 10 = participation in more than one RCP	RCPs, such as the Colombo Process or the Abu Dhabi Dialogue, Bali Process, Puebla Process, Almaty Process, Budapest Process, Khartoum process (EU-Horn of Africa Migration Route Initiative), the Rabat process (Euro-African Conference on Migration and Development). RCPs do not have to be labelled RCP. Any regular regional mechanism to discuss migration issues shall count. Being an "observer" instead of a "member" in an RCP does not qualify.	Regional consultative processes on migration (RCPs) "bring together representatives of states, international organizations and, in some cases, non-governmental organizations (NGOs) for informal and non-binding dialogue and information exchange on migration-related issues of common interest and concern. The majority of RCPs address a wide range of issues, such as migration and development, labour migration, social integration of migrants, protection of migrants' rights, smuggling and trafficking in persons, migration and health, and trade and migration. These diverse agendas reflect governments' growing recognition that migration significantly affects other major public policy areas, and vice versa" (IOM 2017).
1.12	Funding	Input	The government has allocated, in the last three years, funds to policies and programs that support migration and development. 0 = no 5 = yes, funds come from donors or other sources or are in part public 10 = yes, funds are fully public	In both countries of origin and destination, policies with the specific aim of harnessing migration to advance development outcomes have emerged. These migration-related development policies and programs are defined in the dashboard as government actions or activities that have any combination of the following aims: • Engage diaspora in the transfer of knowledge, capacity building initiatives, local development projects, investments (business investment and creation), and professional networks in countries of origin. • Facilitate remittances (individual and collective). • Encourage brain circulation.	Domestic funding in migration and development strategies is crucial in national budget allocations. This is a challenge for developing countries where national resources are limited in comparison to the needs of public interventions. External funding is becoming the preferred method to provide aid, instead of project funding, due to its direct budgetary support. However, donors do not allocate contributions, which demands public expenditure management tools, often risking migration and development initiatives to be incomplete or insufficient (GMG 2010: 34–35).

				• Provide predeparture/postarrival training and skills development. • Enhance the education and skills of migrants. • Establish services (provided by countries of origin) to help return migrants reintegrate socially and economically.	
1.13	Evaluation	Output	The government systematically evaluates the outcomes of migration and development programs. 0 = no evaluations conducted in last five years 5 = evaluation conducted on at least one migration and development program in the last five years 10 = evaluations conducted on all migration and development programs in last five years	Evaluation is a key part of policy coherence. It provides evidence on what works as well as input into evidence-based policy making. This goes beyond process-based evaluations. Outcomes from a development perspective are defined as those that have impacts on beneficiaries and/or predetermined development indicators. This type of evaluation is less common. Information will predominantly be supplied by the national focal point.	Certain countries are designing and implementing programs specifically designed to shape migration and development outcomes. However, monitoring and evaluating such initiatives are lacking a systematic approach. "Monitoring and evaluation involve tracking the progress of the implementation plan in a systematic way and shows whether the actions taken are making a difference. Monitoring and evaluation enhance accountability and ownership, and improve the quality of the interventions (provided the results are disseminated to key stakeholders and used for learning)" (GMG 2010: 39).
1.14	Research	Input	Nationally representative data on international migration is systematically collected through the country's census, labor force survey (LFS), or other national surveys. 0 = nationally representative data on migration are not collected in any survey 5 = nationally representative data on migration are collected in the country's LFS, census, and/or other national survey(s) 10 = nationally representative data on migration are collected in the country's LFS, census, and/or other national survey(s) and are publicly available	In this indicator we measure whether or not a country regularly collects data on migration through its census, labor force surveys, or other national surveys. It should be possible to disaggregate data by migratory status. Countries that make these disaggregated data available to the public are awarded 10 points.	A 2009 report from the Commission on International Migration Data for Development Research and Policy cites the nonexistence or inaccessibility of "detailed, comparable disaggregated data on migrant stocks and flows as the greatest obstacle to the formulation of evidence-based policies to maximize the benefits of migration for economic development" (Chapelle and Laczko 2011).

TABLE C.1.1 Countries of origin and destination—Dimension 1: Promote institutional coherence for migration and development

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	Rationale
1.15	Research	Input	The country has a national migration report (such as a migration profile, an Organisation for Economic Co-operation and Development [OECD] *Recruiting Immigrant Workers Report*, or a United Nations Development Programme [UNDP] *National Human Development Report* on migration) that is less than five years old and was developed in collaboration with relevant ministries/agencies. This report should include, e.g., information on migration policies, immigration, emigration, remittances, etc., at the national, regional, and local levels. 0 = no 5 = yes, report less than five years old but not all relevant ministries were engaged in its development 10 = yes, report is less than five years old and relevant ministries and authorities were involved in its development	A report only counts as a report if it meets the following standards: • It brings together data on migration from different government ministries. • It is less than five years old.	In order to improve the access to information on migration in developing countries, the European Commission (EC) proposed a tool, migration profiles, at a communication on Migration and Development in 2005. Migration profiles were statistical reports prepared in a common framework, providing information on the migration situation "at a glance" in a particular country. Establishing such government-owned frameworks for data collection and analysis on migration, may serve as a tool in the development of national policy, and require capacity building and government cooperation (GMG 2010: 28).
1.16	Coordination	Output	There is an interagency mechanism, e.g., a body or committee that allows for the consideration of migration (and development) in other policy sectors. 0 = no mechanism (or those participating in mechanism have not met in the last year) 5 = mechanism exists and those participating in it have met once in the last year 10 = mechanism exists and those participating in it have met more than once in the last year	Do quick search in analytical reports and migration profiles. Information will be supplied particularly by the national focal point. Included are regular working groups, councils, committees, commissions, platforms, coordination mechanisms, etc. Informal gatherings of former committees do not count; neither do interagency mechanisms created specifically for the creation of a specific strategy or policy.	An interagency mechanism that allows consideration of migration and development in other policy sectors can have many functions. Some functions are the overall monitoring of the migration mainstreaming process and activities, and ensuring effective coordination of government institutions, the private sector, civil society, and other migration-relevant stakeholders, as well as ensuring that in the mainstreaming process, migration and development efforts are integrated in a wide variety of perspectives (GMG 2010: 120).

1.17	Coordination	Input	The interagency body working on migration (and development) includes sectoral ministries (other than the ministries of labor, foreign affairs, and interior). 0 = body includes less than two sectoral ministries 5 = body includes two or more sectoral ministries 10 = body includes two or more sectoral ministries and local government	Information will be supplied by the national focal point.	An interagency mechanism that allows consideration of migration and development in other policy sectors can have many functions. Some functions are the overall monitoring of the migration mainstreaming process and activities, and ensuring the effective coordination of government institutions, the private sector, civil society, and other migration-relevant stakeholders, as well as ensuring that in the mainstreaming process, migration and development efforts are integrated in a wide variety of perspectives (GMG 2010: 120).
1.18	Coordination	Input	Key nongovernmental stakeholders (e.g., academia, NGOs, trade unions, migrant associations, employers, and international organizations) are consulted and have a monitoring role in the development and implementation of migration-related policies. 0 = no 5 = key nongovernmental stakeholders are consulted or have a monitoring role in the development and implementation of migration-related policies 10 = key nongovernmental stakeholders are consulted and have a monitoring role in the development and implementation of migration-related policies	Information will be supplied by the national focal point.	The GMG (2015) notes the importance of "rallying the support of key stakeholders outside government to contribute to the process of nation-building" when creating a system of migration governance. "The main motives to involve stakeholders in interactive decision making are to diminish the veto power of various societal actors by involving them in decision making, improve the quality of decision making by using the information and solutions of various actors, and bridge the perceived growing cleavage between citizens and elected politicians" (Edelenbos and Klijn 2006).
1.19 *(only applicable to donors of official development assistance [ODA])*	Political commitment	Input	External development (cooperation) plan/strategy outlines the strategic use of migration policy to support development cooperation. 0 = migration not considered (and/or ODA is conditioned on return or readmission) 5 = migration considered in external development (cooperation) plan/strategy 10 = external development (cooperation) plan/strategy outlines the strategic use of migration policy to support development (cooperation)	See guidelines for indicators 1.2–1.7.	"In parallel to the emerging global policy discourse on M&D there was increased awareness that efforts to improve the effectiveness of ODA would be limited if development cooperation continued to be considered and discussed in isolation from other key influencing factors on development. Whereas ultimately developing countries' own policies and operations drive international development, development cooperation policy discussions started focusing on how to 'development-proof' other public policies as wide-ranging as trade, intellectual property, agriculture and migration" (ICMPD and ECDPM 2013: 26).

Addendum 1 to appendix C.1: Indicative list of fora/events on migration and development (June 2015–May 2016)

- Global Forum on Remittances and Development, June 16–19, 2015, Milan, Italy.
- Migrants in Countries in Crisis (MICIC) Regional Consultation for Eastern Europe and Central Asia, June 15–16, 2015, Brussels, Belgium.
- International Organization for Migration's (IOM's) 2015 International Dialogue on Migration on Migrants and Cities, October 26–27, 2015, Geneva, Switzerland.
- Plenary meeting of the General Assembly on Global Awareness of the Tragedies of Irregular Migrants in the Mediterranean Basin with specific emphasis on Syrian Asylum Seekers, November 20 and 23, 2015, New York, USA.
- Fourteenth Coordination Meeting on International Migration, February 25–26, 2016, New York, USA.
- International Dialogue on Migration: Follow-up and Review of Migration in the SDGs, February 29–March 1, 2016, New York, USA.
- Migrants in Countries in Crisis (MICIC) Initiative International Consultation, March16–17, 2016, Geneva, Switzerland.
- High-level Event on Addressing the Labour Market Impacts of Refugees and Other Forcibly Displaced People, March 21, 2016, Geneva, Switzerland.
- First Global Forum on Migration and Development (GFMD) 2016 Thematic Workshop on Migration for Connectivity, March 29, 2016, Bangkok, Thailand.
- UN High Commissioner for Refugees (UNHCR) High-level Meeting on Global Responsibility Sharing through Pathways for Admission of Syrian Refugees, March 30, 2016, Geneva, Switzerland.
- European Migration Forum, April 5–6, 2016, Brussels, Belgium.
- Forum on New Approaches to Protracted Forced Displacement, April 6–7, 2016, London, UK.
- Inaugural Meeting of the "Friends of Migration," May 13, 2016, New York, USA.
- Intergovernmental Consultation on Migration, Asylum, and Refugees, May18–19, 2016, Ghent, Belgium.

Appendix C.2 PCMD Indicators, Rationale, and Coding Guidelines: Dimensions 2–5 for Countries of Destination

TABLE C.2.1 Countries of destination—Dimension 2: Reduce the financial costs of migration

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
2.1	Migration	Output	Country does not impose social or cultural integration tests that entail costs for migrants prior to departure. 0 = country imposes predeparture social and/or cultural integration tests that entail costs 10 = country does not impose any predeparture social and/or cultural integration tests that entail costs.	Check immigration and integration legislation. Obtain information from the focal point.	In the past decade, six European Union (EU) Member States have introduced predeparture integration requirements for family migrants; Austria, Denmark, France, Germany, the Netherlands, and the United Kingdom. Politicians justify predeparture measures not by showing that they have been proven effective elsewhere, but merely by presenting these measures as a policy practice shared with other Member States. Measures have been criticized as aiming at migrant restriction, rather than at migrant integration (Bonjour 2014).
2.2	Migration	Output	Work visas/permits are linked to labor demand and not limited by quotas. 0 = work visas/permits not linked to labor demand 5 = work visas/permits linked to labor demand but limited by quotas 10 = work visas/permits linked to labor demand and not limited by quotas	Check immigration legislation and migration strategies. Obtain information from the focal point.	Quotas on migrant workers can be set at a fixed number or allow for some flexibility in the number of migrant workers admitted based on labor market needs. Quotas may not necessarily respond to labor market needs. Countries experience economic changes for which shifts may occur in the need of foreign workers and the employment sector (U.S. Government Accountability Office 2006: 24).
2.3	Labor	Output	There is a regulation framework for the recruitment process in place (such as a monitoring agency) and it is implemented. 0 = no 5 = regulation framework in place 10 = regulation framework in place and implemented	Obtain information from the focal point.	International conventions call for employers to pay all recruitment costs. Examples are: International Labour Organization (ILO) convention 97—Migration for Employment Convention; and ILO convention 143—Migrant Workers (Supplementary Provisions) Convention (Martin 2014: 16). "Information regarding the enforcement of recruitment regulations remains scarce. Legislation reviewed that specifically addressed private employment agencies rarely introduced comprehensive monitoring or enforcement mechanisms. Despite these challenges, several emerging practices have been identified. They demonstrate a variety of possible approaches, including collaboration with the private sector and other stakeholders. Some countries have set up special enforcement units with broad investigatory powers, while others have established web-based tools to improve the coordination of investigations across borders" (Andrees, Nasri, and Swiniarski 2015: 82).

(continued)

TABLE C.2.1 Countries of destination—Dimension 2: Reduce the financial costs of migration—*Continued*

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
					The Addis Ababa Action Agenda of the Third International Conference on Financing for Development stresses the need to lower the costs of recruitment for migrants, and combat unscrupulous recruiters, in accordance with national circumstances and legislation (para 111).
2.4	Labor	Output	Recruitment fees for migrant workers are regulated by law. 0 = recruitment fees for migrant workers not regulated by law 5 = recruitment fees for migrant workers limited by law 10 = fees for migrant workers prohibited by law	Obtain information from the focal point.	ILO's Private Employment Agencies Convention (C181) prohibits private employment agencies from charging "directly or indirectly, in whole or in part, any fees or costs to workers." Article 7 and Sustainable Development Goal (SDG) indicator 10.7.1 measures the recruitment borne by migrant workers as a key indicator to measure well-managed migration policies in target 10.7. Providing legal fee caps or law that imposes that migrant workers don't bear the recruitment fees are also recognized as key policy options for mainstreaming migration into development strategies (GMG 2010: 67–68).
2.5	Labor	Output	The government sets standards that cover basic rights of migrant workers (e.g., through standardized contracts, collective labor agreements, working conditions, wages, working hours, etc.) 0 = no 5 = government sets standards that cover basic rights of migrant workers but excludes some categories (e.g., domestic workers) 10 = government sets standards that cover basic rights of migrant workers	Migrant worker (ILO definition). This indicator should capture specific legislation to protect migrant workers *as well as* general labor laws that protect the general population under which migrants may also be protected. However, both labor and immigration need to be checked to make sure that migrants are not excluded from these protections.	Countries play an important role in the recruitment sector with regard to regulation and management. Both countries of origin and of destination must come to certain terms and conditions in establishing a bilateral agreement or setting a standard that covers the migrant's basic rights. Migrant workers, especially low-skilled labor migrants, are among the most vulnerable (GMG 2010: 67). For this reason, SDG target 8.8 specifically aims at protecting the rights and working conditions of migrant workers, in particular women migrants.

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
2.6	Fiscal policy	Output	The government has agreements with main countries of origin to avoid double taxation. 0 = agreements cover less than 50 percent of migrants 5 = agreements cover 50 to 75 percent of migrants 10 = agreements cover more than 75 percent of migrants	1. Identify agreements. Obtain data from the focal point. 2.. Check excel sheet with emigrant (country of origin, CoO)/immigrant (country of destination, CoD) stock and sort in order of priority to code the indicator (United Nations Department of Economic and Social Affairs [UNDESA] migration stock data). 3. Calculate the percentage of immigrants covered.	The Organisation for Economic Co-operation and Development's (OECD's) *Model Tax Convention on Income and on Capital: Condensed Version 2014* states that taxes or double taxation by two or more States can impose various obstacles and harmful effects when it comes to the exchange of goods and services and movements of capital. Therefore, removing these taxes are necessary in order for countries to maintain economic relations (OECD 2014b: 7). Agreements as such are based in accordance with SDG 17—partnerships for the goals—where nations work together to achieve sustainable development for all.

TABLE C.2.2 Countries of destination—Dimension 3: Protecting the rights of migrants and their families

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
3.1	Health	Output	Migrants and their family members, regardless of status, have the same right to access health care as citizens. 0 = no access 5 = partial access or full access for certain groups of migrants 10 = full access for all migrants	In Europe, check the report from the Office of the United Nations High Commissioner for Human Rights (OHCHR 2011) Obtain data from the focal point.	In the new development framework universal health coverage, including for marginalized populations, can help to leverage the positive development impacts of migration. The health of migrants allows productivity and contribution to social and economic development of host and origin communities.
3.2	Education	Output	Migrants and their family members, regardless of status, have the same right to access primary, secondary, and tertiary education as citizens. 0 = no access 5 = right to access to primary and secondary education 10 = right to access to primary, secondary, and tertiary education	In Europe, check the OHCHR report (OHCHR 2011) Obtain data from the focal point.	Article 13c of the International Covenant on Economic, Social and Cultural Rights states that: "Higher education shall be made equally accessible to all, on the basis of capacity, by every appropriate means, and in particular by the progressive introduction of free education."
3.3	Employment	Input	The government has ratified the following conventions related to employment rights: 1947 Labour Inspection Convention and its protocol (no. 81) –ILO 1962 Equality of Treatment (Social Security) Convention (no. 118)—ILO 1997 Private Employment Agencies Convention (no.181)—ILO 2011 Domestic Workers Convention (no.189)—ILO 0 = no or ratified only one of the abovementioned conventions 5 = ratified two or three of abovementioned conventions 10 = ratified all four abovementioned conventions	For ILO conventions, the Information System on International Labour Standards (NORMLEX) can be used to identify whether a country has ratified a convention.	Workers have right to clear (preferably written) communication of employment conditions which, in the case of international migration, should be communicated prior to immigration. 1947 Labour Inspection Convention: as of 2014, 145 of the 186 ILO states had ratified it. • Deals with labor inspection in industry and commerce • Protocol of the 1947 Convention—extends provisions of the 1947 convention to activities in the noncommercial services sector Equality of Treatment (Social Security) Convention • Establishes rules on the quality of treatment of nationals and nonnationals in social security, especially for migrant workers. Thirty-eight ratifications as of 2015

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
					Private Employment Agencies Convention • Aims to protect workers against abuses • Recognizes the need to guarantee the right to freedom of association and to promote collective bargaining and social dialogue as necessary components of a well-functioning industrial relations system Domestic Workers Convention • Main rights given to domestic workers are: decent work daily and weekly (at least 24 hours), rest hours, entitlement to minimum wage, and right to choose place where they live and spend their leave • Ratifying states parties should take protective measures against violence
3.4	Employment	Output	Migrants have the right to change employer while in the country (subject to the terms, conditions, and minimum period of employment set out in their work contracts). 0 = no 5 = migrants have the right to change employer but must return to the country of origin to process documentation 10 = migrants have the right to change employer and can do so while in the country of destination	Obtain data from the focal point.	The Modern Slavery Bill aims to tackle forced labor; however, when it entails the visa system and despite efforts to allow migrant and employment mobility, countries adapt their own rules and regulations. This can lead to abuse, human rights violations, and complex bureaucratic processes (Human Rights Watch 2014).
3.5	Employment	Output	All migrant workers have the right to join trade unions. 0 = no 10 = yes	Check labor legislation and immigration/ foreigners legislation. Obtain data from the focal point.	Migration patterns today are characterized by temporary contracts and an increase in numbers of undocumented migrants. This poses a challenge to trade unions organizing in a conceptual and structural way. In Asia, nongovernmental organizations (NGOs) and migrant worker associations, not trade unions, play a critical role when protecting foreign workers (Grugel and Piper 2007: 74).

(continued)

TABLE C.2.2 Countries of destination—Dimension 3: Protecting the rights of migrants and their families—*Continued*

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
3.6	Employment	Output	There are local redress mechanisms (either public or publicly funded) for all migrants, regardless of status, that provide support such as legal aid; information about rights and procedures; and assistance in reporting and addressing abuses such as sexual assault of migrant workers (particularly women), passport retention, and unpaid wages. 0 = no mechanisms 5 = mechanisms exist in several regions 10 = mechanisms exist at the local level throughout the country	This must cover *all* migrants—providing services only for asylum seekers warrants a score of "0." This indicator is about safeguarding migrant rights against violations in the private sector. If services for migrants are incorporated into general services, the latter need to be migration sensitive and actively decrease barriers (language, fear of legal status, etc.). To determine if local-level initiatives exist, the coder should first ask the focal point, conduct a quick Google search, and check with experts on local development and migration (such as at the Joint Migration and Development Initiative, JMDI). If no local-level initiatives have been discovered after these steps have been followed, then it can be said from a procedural standpoint that none exist.	Migrants, in particular women, are most vulnerable to suffering high levels of abuse, exploitation, unsafe work conditions, debt bondage, or trafficking. Local governments and legislatures can improve governance and oversight of labor migration and migrant workers by having a clear, just, legal framework. There must be an awareness of the mechanisms and its functions and procedures. These redress mechanisms must be accessible in terms of geography, cost, language, duration, complexity, need for representation, and other barriers (Farbenblum, Taylor-Nicholson, and Paoletti 2013). Protecting migrant's rights via services and special mechanisms are key in the role of mainstreaming migration into development strategies. Policies that enhance the development impacts of migration and enforcement of labor standards, all contribute to the economic opportunities and social enrichment of migrant workers (GMG 2010: 11).

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
3.7	Pensions	Output	Pension portability is available to all migrants (e.g., through bilateral agreements or a general policy on the exportability of pensions). 0 = agreements or rules cover less than 50 percent of migrants 5= agreements or rules cover 50 to 75 percent of migrants 10 = agreements or rules cover more than 75 percent of migrants	1. Identify agreements and rules. Obtain data from the focal point. 2. Check excel sheet with emigrant (country of origin, CoO)/immigrant (country of destination, CoD) stock and sort in order of priority to code the indicator (United Nations Department of Economic and Social Affairs [UNDESA] migration stock data) 3. Calculate the percentage of emigrants covered. If a migrant is required to work for more than 10 years to qualify for pension portability, no points should be given for that rule.	Bilateral and multilateral agreements can achieve the portability of social benefits between countries. The lack of portability of social benefits (such as social security, pensions, health care benefits, etc.) can discourage migrants from participating in programs that facilitate their return (Agunias and Newland 2012: 103). United Nations (UN) General Assembly Resolution on International Migration and Development (A/RES/71/237, December 21, 2016) encourages Member States to consider enhancing the portability of social security entitlements and other acquired rights (para 15).
3.8	Access to services	Output	Service providers in the areas of health, education, and law enforcement are not allowed to report on the immigration status of the people they serve. 0 = no 5 = service providers in at least two of these areas are not allowed to report on the immigration status of the people they serve 10 = service providers in the area of health, education, and law enforcement are not allowed to report on the immigration status of the people they serve	Qualitatively capture the difference between not being required and not being allowed. Coding should be for cases when it is not allowed and the ternary used to capture the number of areas covered. This is often referred to as a "firewall policy."	In order to protect the rights of such migrants, efforts must be undertaken to establish a "firewall" between immigration enforcement and all other public authorities. Public services should not serve as "auxiliaries" of immigration enforcement, tasked with acting to detecting and removing people with irregular status. This can potentially lead migrants to not seek access to health care, education, social services, police, housing, and labor inspections for fear of being reported to immigration enforcement authorities. For example, if labor inspectors served as auxiliaries of immigration enforcement, migrants are less likely to denounce human rights abuse or atrocious working conditions. This may lead to employers receiving total impunity, making human rights abuse and lack of access to public services permissible (Crépeau and Hastie 2015; Carens 2013).

(continued)

TABLE C.2.2 Countries of destination—Dimension 3: Protecting the rights of migrants and their families—*Continued*

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
3.9	Nondiscrimination	Output	There is a government program or policy on antidiscrimination and xenophobia. 0 = no 5 = existence of program 10 = existence of program as well as of body in charge of its implementation	Obtain data from the focal point.	Legislation that makes it unlawful to discriminate directly or indirectly on grounds of race or ethnicity helps mitigate prejudiced actions, inequalities, and social exclusion. Article 13 of the Amsterdam Treaty states that, "the Council . . . may take appropriate action to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation." Council Directive 2000/78/EC establishes a general framework for equal treatment in employment and occupation. And lastly, Council Directive 2000/43/EC implements the principle of equal treatment between persons irrespective of racial or ethnic origin (Geddes 2004).
3.10	Democratic rights	Output	Migrants who have acquired long-term residency have the right to vote in local elections. 0 = no 5 = in some states/provinces 10 = yes	Special rules do not apply for certain categories of migrants, such as the European Union (EU) or Commonwealth migrants.	Around the world, some states allow for nonnationals to vote in local (and sometimes even regional or national level) elections, while other states prohibit the practice. Some of the primary arguments in favor of extending voting rights to nonnationals include the need to represent all taxpayers, the need for equal treatment over time for long-term residents, and stimulating immigrant political participation and thus integration (Groenendijk 2008). Based on a dataset of 31 European and 22 American countries, Arrighi and Baubock (2016) find that "(1) Voting rights today no longer depend on residence at the national level and on citizenship of the respective state at the local level; (2) Voting rights do, however, generally depend on citizenship of the respective state at the national level and on residence at the local level. We call these the patterns of franchise expansion and containment. The former supports the idea of widespread level-specific expansion of the franchise and refutes the insular view of the demos."
3.11	Democratic rights	Output	Migrants have the right to form associations. 0 = no 5 = regular migrants have the right to form associations 10 = all migrants, regardless of status, have the right to form associations	Check constitution and relevant national legislation, including restrictions in the immigration/ foreigners' act. Obtain data from the focal point.	The right to form associations plays a key role in protecting and advancing an overall rights- and development-based approach to foreign labor. However, in many countries, more specifically southeast Asian countries, migrant workers are legally not allowed to form or set up their own organizations, with the exception of Hong Kong (Grugel and Piper 2007: 76).

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
3.12	Family reunification	Output	The right to family reunification is granted to all migrant groups. 0 = no right to family reunification for any migrant 5 = right to family reunification granted for some groups of migrants 10 = right to family reunification granted for all groups of migrants	Check rules on family reunification in immigration/ foreigners' act. Obtain data from the focal point.	Article 16 (3) of the Universal Declaration of Human Rights states that, "It is a generally agreed fact that the family is the fundamental group unit of society entitled to protection by society and the State" (UN General Assembly 1948). However, many countries implement restrictive family reunification policies, thus institutionalizing an unequal right to family life.
3.13	Protection of children	Output	There is a policy that bans the administrative detention of migrant children and provides alternatives to their administrative detention. 0 = no 5 = there is ban on the administrative detention of migrant children 10 = there is a policy that bans the administrative detention of migrant children and provides alternatives to their administrative detention		The UN General Assembly has called on states not to detain migrant children solely because they or their parents have breached immigration laws. The UN Committee on the Rights of the Child, which oversees states' compliance with the global child rights treaty, urges countries to "expeditiously and completely cease the detention of children on the basis of their immigration status." The UN Secretary-General confirmed in 2013, "Detention of migrant children constitutes a violation of child rights." Within Europe, the Council of Europe's Parliamentary Assembly concluded in 2011 that "no detention of unaccompanied children on migration grounds should be allowed." Regional bodies for the Americas have issued similar calls (Human Rights Watch 2015).
3.14	Protection	Output	Migrants facing deportation or administrative removal (including vulnerable groups such as minors, unaccompanied minors, disabled people, elderly people, and victims of trafficking) are entitled to due process, access to counsel, and translation services. 0 = no 5 = migrants entitled to due process 10 = migrants entitled to due process, as well as access to counsel and/or translation services	Obtain data from the focal point.	According to Amnesty International, the "detention of irregular migrants and asylum-seekers will only be lawful when the authorities can demonstrate in each individual case that alternatives will not be effective, that it is necessary and proportionate to achieve one of three recognized legitimate objectives: to prevent absconding, to verify identity or to ensure compliance with a removal order. In all cases where detention is used it must be on grounds prescribed by law." Effective legal assistance, services, and the opportunity to adequately challenge the legality of detention are key components against arbitrary detention. With regard to immigration detention, the ability to realize these key components are not implemented in many countries (Amnesty International 2009: 4–6).

(continued)

TABLE C.2.2 Countries of destination—Dimension 3: Protecting the rights of migrants and their families—*Continued*

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
3.15	Forced displacement	Input	The government has ratified the 1951 UN Convention relating to the Status of Refugees and the 1967 Protocol. 0 = no or only 1951 Convention has been ratified 10 = 1967 Protocol or both Convention and Protocol have been ratified	For United Nations conventions, the United Nations Treaty Collections can be used to identify whether a country has ratified a convention.	"The Convention is the central pillar of current international refugee protection and aims to define who is a refugee, the rights accorded to individuals granted refugee status, and the responsibilities of states that grant refugee status. The 1967 Protocol removes the temporal and geographic restrictions of the earlier Convention to include events occurring after 1 January 1951 and events occurring in Europe or elsewhere" (Goodwin-Gil 2008).
3.16	Smuggling/ trafficking	Input	The government has ratified the following instruments related to combating smuggling and trafficking: • 2000 UN Protocol against the Smuggling of Migrants by Land, Sea and Air • 2000 UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children 0 = no 5 = ratified one of abovementioned instruments 10 = ratified both abovementioned instruments	For United Nations conventions, the United Nations Treaty Collections can be used to identify whether a country has ratified a convention.	Sustainable development Goal (SDG) targets 5.2, 8.7, and 16.2 promote measures against human trafficking and forced labor in order to prevent its disastrous consequences for those involved, especially for women and children. "Migrants are first and foremost human beings, unequivocally the holders of universal human rights, whose rights, dignity and security require specific and special protection" (International Steering Committee for the Campaign for Ratification of the Migrants Rights Convention 2009).
3.17	Forced displacement	Output	The government has a systematic approach comprised of safe and legal pathways (such as resettlement quotas or humanitarian visas) to provide solutions for those seeking international protection (e.g., asylum seekers, refugees, and stateless persons). 0 = no 10 = yes	Assess the size of resettlement programs (and resettlement data at http://rsq.unhcr.org/), humanitarian visas, and other ways in which a government actively eases reaching its territory. Having ratified any of the international refugee treaties does not count toward this indicator.	SDG target 10.7 highlights the importance of safe migration. The ratification and implementation of the UN refugee convention does not suffice, as the convention only provides the right to apply for asylum sur place, i.e., once the person has reached the territory. Some States develop a range of deterrence policies; the most intrusive ones actually impede safe access to their territory (Gammeltoft-Hansen 2014; Hathaway and Gammeltoft-Hansen 2015; Triandafyllidou and Dimitriadi 2014). Governments should have adopted a comprehensive and meaningful (that is, sufficiently large) pathway for persons in need of international protection.

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
3.18	Forced displacement	Output	There is a policy on the protection or support of displaced people who move across international borders in response to environmental causes, such as natural disasters. 0 = no 10 = yes	Obtain data from the focal point.	The Organisation for Economic Co-operation and Development (OECD) defines an environmental refugee as a "person displaced owing to environmental causes, notably land loss and degradation, and natural disaster." While the Internal Displacement Monitoring Centre notes that an average of 26.4 million people per year have been displaced by natural disasters since 2008, the current refugee regime does not address these realities. Alexander Betts has since called for an expansion of the current definition of refugee to take into account those fleeing displacements caused by climate change or natural or manmade disasters. Some countries such as the United States do grant temporary protection status to some individuals fleeing natural disasters, but overall, responses by countries lack coordination and robustness (OECD 2001; Hollifield and Salehyan 2015).
3.19	Statelessness	Input	The government has ratified the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness. 0 = no ratifications 5 = the government has ratified one of these conventions 10 = the government has ratified both these conventions	For United Nations conventions, the United Nations Treaty Collections can be used to identify whether a country has ratified a convention.	The 1954 Convention relating to the Status of Stateless Persons, establishes the legal definition of statelessness and sets a minimum standard of human rights to be enjoyed by stateless persons, including the rights to education, employment, housing, identity, travel documents, and administrative assistance. The 1961 Convention on the Reduction of Statelessness aims to prevent and reduce the incidence of statelessness by establishing an international framework that allows every individual the right to a nationality. Critically, the convention states that children should acquire the nationality of their birth country if they do not acquire any other nationality (UNHCR 2017).

TABLE C.2.3 Countries of destination—Dimension 4: Promoting the integration and reintegration of migrants

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
4.1	Research	Input	The government collects data on immigration, disaggregated by sex, age, and skill level and by local, regional, and national levels. 0 = no disaggregated statistics 5 = partially disaggregated statistics 10 = fully disaggregated statistics	Data cannot be older than 5 years; otherwise this warrants a "0" code. Check Migration Profile and statistical reports. Obtain data from the focal point.	The Commission on International Migration Data for Development Research Policy stated in a 2009 report the lack of or inaccessibility of disaggregated data available on emigrants. This proposes a significant challenge when bringing forth migration and development strategies and policies (Chapelle and Laczko 2011).
4.2	Legal status	Output	Immigrants are not required to give up their previous citizenship when they naturalize. 0 = no 5 = there are restrictions on dual citizenship for certain nationalities or groups 10 = yes	Check nationality law. The UN Population Division database on population policies and the MACIMIDE database provides information.	In 1960, most countries around the world required their citizens to give up their first citizenship if they voluntarily acquired citizenship from another country. This trend has largely reversed in that in 2015, over 70 percent of countries allow citizens to voluntarily acquire a second citizenship without losing the first citizenship. With a decreasing chance of war between democracies, concerns over loyalty and legal conflicts have become less relevant in today's world. Furthermore, concerns over integration have been met with the beliefs of transnationalism, which holds that individuals can retain various identities and loyalties and contribute to multiple societies (Koskelo 2012; Vink, De Groot, and Luk 2015).
4.3	Legal status	Output	Migrants and their dependents can gain citizenship within five years of residency. 0 = citizenship not possible for migrants and their dependents 5 = migrants and their dependents can gain citizenship after five years or more of residency 10 = migrants and their dependents can gain citizenship within five years of residency	Check nationality law. Obtain data from the focal point.	"An immigrants' lack of citizenship may limit his or her access to destination-country institutions and organizations—most obviously to political institutions—but also to opportunities for schooling, housing, and social services. This limitation, of course, varies greatly across different countries depending on the reception of immigrants and their institutional accommodation by states and governments, including the ability to naturalize" (Poros 2011).

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
4.4	Education	Output	Free or subsidized language courses, including work-focused language courses, are available. 0 = no 5 = free or subsidized language courses available 10 = free or subsidized language courses, including work-focused language courses, are available	Check integration policy. Obtain data from the focal point.	Accessibility to free or subsidized language and settlement courses enables migrants to participate socially and economically in their host community. The governments of Australia and Canada have made these courses available, providing more than language courses but, settlement skills and information as well (Australian Government 2017; Government of Canada 2014).
4.5	Education	Output	There is a system for the recognition of foreign degrees and skills from countries of origin. (Key areas for which this could be considered include health and information and communications technology [ICT], but will depend on the main sectors employing migrants in the country.) 0 = no 5 = provision is limited to some professions 10 = there is a general framework for the recognition of foreign degrees	Obtain data from the focal point.	The recognition of qualifications and skills from countries of origin can potentially allow migrants, especially labor migrants, to have access to jobs of adequate level of skills. "Third-country nationals are more likely to be in occupations whose skills requirements are lower than their educational attainment and/or professional qualifications, compared with their native counterparts" (IOM 2013b). Recognition of skills varies vastly from one country to another depending on the regulations and professions. Countries of origin can enable migrants by formulating incentives to ensure the knowledge and skills gained abroad can be recognized. This enables migrants to have the opportunity to invest in their professional and human development, thus adding highly skilled human capital to the countries of origin and destination (GMG 2010: 90). The New Declaration for Refugees and Migrants foresees the recognition of foreign qualifications, education, and skills and cooperation in access to and portability of earned benefits as part of the nascent Global Compact for Safe, Orderly, and Regular Migration (Annex II, para 8, lit w). And the Addis Ababa Action Agenda of the Third International Conference on Financing for Development stresses the need to enhance the recognition of foreign qualifications, education, and skills (para 111).

(continued)

TABLE C.2.3 Countries of destination—Dimension 4: Promote the integration and reintegration of migrants—*Continued*

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
4.6	Education	Output	The cost of higher education for noncitizen students is the same as the cost for locals. 0 = no 5 = yes, but only to certain categories of noncitizen students 10 = yes, cost of higher education for noncitizen students is the same as the cost for locals	Obtain data from the focal point. 5 would also include cases where there are categories of noncitizen students, e.g., different visa categories or different country of origin. Noncitizen people are those who have been living in the region for some time but are not citizens. Alternatively, international students are those who travel to the country specifically for education.	"There is great variation in the numbers of students paying fees in publicly funded higher education institutions across Europe. A significant number of systems—including all the Nordic countries—apply a 'no fee' regime for all students. At the other end of the scale, in nine systems all first cycle students pay fees. Among the countries where a minority of students pay fees, the fee-paying minority may correspond to a particular category of students. This is the case in Slovenia, for example, where fees are paid only by part-time students and non-EU citizens" (European Commission 2019).
4.7	Education	Input	The government collects data on the educational and health outcomes of children, disaggregated by whether at least one parent is a first-generation immigrant or noncitizen. 0 = no 5 = data, disaggregated by whether at least one parent is a first-generation immigrant or noncitizen, on either the educational outcomes or health outcomes of children 10 = data, disaggregated by whether at least one parent is a first-generation immigrant or noncitizen, on both the educational and health outcomes of children	Check Migration Profile and statistical reports on migration, education, and health. Obtain data from the focal point.	Challenges such as language barriers, bureaucratic processes, and distrust of the government mostly among undocumented immigrants are all factors that can prevent immigrant families from taking advantage of early care and education (ECE) programs for their children. Some children may be eligible to receive subsidies but, because of many challenging factors, these go unknown (Karoly and Gonzalez 2011). "Researchers have identified an 'immigrant paradox,' in that the health status of young immigrant children is often better than expected, given their level of socio-economic disadvantage. However, research has also shown that, with successive generations of residence in the U.S., rates of adverse health conditions like asthma, allergies, developmental delays, and learning disabilities increase" (Child Trends 2014).

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
4.8	Financial inclusion	Output	All migrants, regardless of status can have access to a bank account and/or electronic instrument for storing money, sending payments, and receiving deposits. 0 = no 5 = all regular migrants have access to a bank account 10 = yes	Obtain data from the focal point. If it is open to all but not irregular migrants the country would score a 5. If any group (e.g., seasonal migrant) is excluded the country scores a zero.	Access to a bank account possesses many advantages. Some benefits include, an increase in savings in a low-income household, access to online banking options, establishing a credit score, payment of taxes, and creating a record of residency for irregular migrants seeking legal status. "The requirements for obtaining a bank account vary from bank to bank but several major banks, including Bank of America and Chase, are on board with an ITIN (along with additional identification) being sufficient to open a personal and/or business bank account" (BRIDGE US 2017).
4.9	Labor	Output	Migrants can establish businesses and receive targeted support to do so. 0 = migrants are not able to establish businesses 5 = migrants can establish businesses 10 = migrants can establish businesses and receive targeted support to do so	Obtain data from the focal point. Targeted support includes specific measures that aim at promoting businesses, access to finance, regulatory support through business promotion agencies, etc.	The economic incorporation and participation of migrants allows for an exchange of resources such as money, labor, skills, and information. Poros (2011) has done research on how immigrants use their social networks and coethnic social capital to find employment, and the prominence of ethnic enclave economies are visible in many cities such as Chinatowns, Koreatowns, Little Italy, Little India, etc.
4.10	Research	Output	Data on discrimination, disaggregated by migration background (first-generation immigrant or noncitizen) is available in the areas of housing, labor market, education, health, and access to justice. 0 = less than three areas 5 = three to four areas 10 = all areas	Obtain data from the focal point.	Discrimination hinders the absolute integration of immigrant populations into society and the labor market. Measuring discrimination varies greatly among countries. Policies have raised more awareness rather than directly prevent discrimination. Data collection of incidents of discrimination and victimization is limited in many Member States of the European Union. However, the European Union Agency for Fundamental Rights (EU-MIDIS 2010) has conducted the most comprehensive data collection on discrimination in the European Union to date.

(continued)

TABLE C.2.3 Countries of destination—Dimension 4: Promote the integration and reintegration of migrants—*Continued*

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
4.11	Employment	Output	Family migrants have access to the formal labor market, i.e., the right to work. 0 = no 5 = family migrants have partial access to the formal labor market, only acquire access after a certain period, or access is dependent on the immigration status of the family member 10 = family migrants have immediate full access to the formal labor market	Obtain data from the focal point.	"Many programmes for low-skilled and strictly time-limited labour immigration do not grant migrants any rights for family reunion (e.g., seasonal migrant workers in Austria and Greece). Other programmes allow family reunion but it is fairly narrowly defined (e.g., only spouses and minor children as it is the case in Belgium's programme for admitting labour migrants). The most liberal right to family reunion includes a wider group of family members and dependents including grandparents and children over the age of 19. For example, migrants admitted on a permanent basis under Canada's skilled labour immigration programme can sponsor the immigration of parents, grandparents, brothers or sisters, nephews or nieces, granddaughters or grandsons who are orphaned, under 18 years of age and not married or in a common-law relationship" (Ruhs 2011).
4.12	Employment	Output	Students have access to the formal labor market, i.e., the right to work, and have the option of converting their visas to work visas after graduation if they find employment. 0 = no 5 = students have access to the formal labor market, i.e., the right to work 10 = students have access to the formal labor market, i.e., the right to work, and have the option of converting their visas to work visas after graduation if they find employment	Obtain data from the focal point.	Foreign students have the potential to establish or improve political or economic relations between the countries of origin and destination. In Australia, foreign students predominantly from Asia, who are granted up to 20 hours of work contribute immensely to the labor market (Kuptsch and Pang 2006).

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
4.13	Employment	Output	Refugees have access to the formal labor market, i.e., the right to work. 0 = no 5 = refugees have partial access to the formal labor market or only acquire access after a certain period 10 = refugees have immediate full access to the formal labor market	Obtain data from the focal point.	"Labor and employment rights are enshrined in the 1951 Convention relating to the Status of Refugees and its 1967 Protocol (referred to collectively as the 1951 Refugee Convention), which have been ratified by 147 countries. The 1951 Convention sets explicit obligations for host countries to permit asylum seekers and refugees to engage in both wage-earning and self-employment. The right to work has been recognized to be so essential to the realization of other rights that 'without the right to work, all other rights are meaningless.' In practice, however, efforts to implement work rights have been limited, and many of the world's refugees, both recognized and unrecognized, are effectively barred from accessing safe and lawful employment for at least a generation" (Asylum Access and the Refugee Work Rights Coalition 2014: 2).
4.14	Employment	Output	Asylum seekers have access to the formal labor market, i.e., the right to work. 0 = no 5 = asylum seekers have partial access to the formal labor market or only acquire access after a period of more than 3 months 10 = asylum seekers have immediate full access to the formal labor market or access is granted within 3 months	Obtain data from the focal point.	Countries are not obligated to grant asylum seekers the right to work. Each country can determine the conditions in which to grant migrants the right to the formal labor market. However, the 1951 Refugee Convention states that, "Labor and employment rights are enshrined in the 1951 Convention relating to the Status of Refugees and its 1967 Protocol (referred to collectively as the 1951 Refugee Convention), which have been ratified by 147 countries. The 1951 Convention sets explicit obligations for host countries to permit asylum seekers and refugees to engage in both wage-earning and self-employment. The right to work has been recognized to be so essential to the realization of other rights that 'without the right to work, all other rights are meaningless.' In practice, however, efforts to implement work rights have been limited, and many of the world's refugees, both recognized and unrecognized, are effectively barred from accessing safe and lawful employment for at least a generation" (Asylum Access and the Refugee Work Rights Coalition 2014: 2).

TABLE C.2.4 Countries of destination—Dimension 5: Enhancing the development impact of diaspora engagement, skills, and migrants' finances

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
5.1	Financial regulation	Output	There are no exclusive concessions or partnerships with money transfer operators. 0 = there are exclusive concessions or partnerships with money transfer operators 10 = there are no exclusive concessions or partnerships with money transfer operators	Obtain data from the focal point.	UN General Assembly Resolution on International Migration and Development (A/RES/71/237,21 December 2016) encourages Member States to consider lowering the transfer costs of remittances (para 15). Remittances can offer a positive impact on the formation of human capital through investments, reduction of poverty, and macroeconomic stability. A consensus has been established when it comes to the need to strengthen the infrastructure supporting remittances. This can be done by reducing transactions costs, facilitating the system of transfer from informal to formal, and leveraging remittances for development purposes (Agunias 2006: 4–5).
5.2	Fiscal policy	Output	There are no restrictions or taxes on the outflow of remittances. 0 = there are taxes on the outflow of remittances 5 = there are restrictions other than taxes (such as capital controls) on the outflow of remittances 10 = there are no restrictions or taxes on the outflow of remittances	Obtain data from the focal point.	Developing countries oftentimes do not make the most of remittances. The reasons vary by country and regulations. "There are two significant obstacles which prevent developing countries from making the most of remittances: the temptation to tax them and the costs of sending remittances home. Most experts today advise against taxing remittances, as this could affect recipient countries negatively in several ways. The tax would be additional to any income and sales taxes migrants already pay in their host country, reducing their incentive to send remittances home or driving these flows underground. A shift to informal channels could hinder efforts to achieve financial inclusion of migrants and their dependents, and to leverage remittances" (Nwajiaku et al. 2014: 126).
5.3	Citizenship	Output	Migrants' pathway to citizenship or permanent residency is unaffected by temporary stays (e.g., of three months at a time or per year) out of the country. 0 = no 5= a temporary stay out of the country of three months or less does not affect pathway to citizenship or permanent residency 10 = a temporary stay out of the country of between three to six months or less does not affect pathway to citizenship or permanent residency	Check immigration and nationality laws. Obtain data from the focal point.	Most countries require a continuous residence specified by a certain amount of time that the applicant has maintained residence within the country. For example, in the United States the reason for the continuous residence requirement is to "establish the applicant's genuine intent to be an American citizen and not just take advantage of the benefits of U.S. citizenship. USCIS wants to know that the applicant truly wants to become a citizen. The continuous residence requirement helps the applicant demonstrate that he or she has begun to integrate with American community and intends to stay in the U.S. long term" (CitizenPath 2017).

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	
5.4	Migration and development	Output	There are programs for immigrants to share skills, knowledge, and know-how with their country of origin. 0 = no 10 = yes	Obtain data from the focal point. If only selected cities have programs the distribution of migrants within a country will determine whether such programs are available to the bulk of migrants or not.	"Governments at both ends of the migration cycle increasingly recognize the value that diaspora populations bring to development efforts and are seeking ways to magnify the human capital and financial resources that emigrants and their descendants contribute to development in their countries of origin. Beyond the remittances they generate, diaspora members fulfil a key development role in their countries of origin: as major direct investors in critical and emerging industries, generous philanthropists and first movers in the growth of important sectors such as tourism, and in the development of human capital" (MPI. n.d.).
5.5 *(only applicable to donors of official development assistance, ODA)*	Development co-operation	Output	Government supports or implements programs in main low- and lower-middle-income countries of origin to link skill creation and skill mobility. 0 = government supports or implements programs in countries representing less than 25 percent of immigrants from low- or lower-middle-income countries 5 = government supports or implements programs in countries representing 25–50 percent of immigrants from low- or lower-middle-income countries 10 = government supports or implements programs in countries representing more than 50 percent of immigrants from low- or lower-middle-income countries.	1. Identify programs and rules. Obtain data from the focal point. Projects or programs that focus on skill creation and skill mobility that are currently ongoing qualify. General trade or aid agreements do not qualify. 2. World Bank (2016) country income classifications. 3. Use emigrant (country of origin, CoO)/ immigrant (country of destination, CoD) stock and sort in order of priority to code the indicator (United Nations Department of Economic and Social Affairs [UNDESA] migration stock data). 4. Calculate the percentage of immigrants' countries represented.	Government programs and skill mobility help address the drivers of displacement and irregular migration, as well as provide economic opportunities, security, and development. "Developing countries invest in training skilled workers and can lose part of their investment if those workers emigrate. One response is for the destination countries to design ways to participate in financing skilled emigrants' training before they migrate—linking skill creation and skill mobility. Such designs can learn from the experience of the Australian-aid-funded Australia-Pacific Technical College (APTC). The APTC is financing and conducting vocational training in five Pacific island developing countries for thousands of workers with the objective of providing them with opportunities to find employment at home and abroad—including in Australia. With thousands of graduates across the region the APTC has attained its goal of skill creation, but has not attained its goal of skill mobility" (European Commission 2017).

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Appendix C.3 PCMD Indicators, Rationale, and Coding Guidelines: Dimensions 2–5 for Countries of Origin

TABLE C.3.1 Countries of origin—Dimension 2: Reduce the financial costs of migration

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines	Rationale
2.1	Migration	Output	Passport costs are less than 1 percent of annual per capita gross national income (GNI). 0 = passport costs are more than 5 percent of per capita GNI 5 = passport costs are between 1 and 5 percent 10 = passport costs are less than 1 percent	Cost for a standard passport (no extra pages, standard processing time) GNI: World Bank's World Development Indicators	Passports are key to move in today's world. High passport fees and cumbersome procedures for obtaining a passport affect the ease of migration. In fact, higher passport costs are associated with less migration. This association continues to hold after controlling for population, per capita income, and government effectiveness (McKenzie and Yang 2014: 3).
2.2	Migration	Output	Passports can be obtained at the local level throughout the country. 0 = passports can only be obtained in capitals 5 = passports can be obtained in several regions 10 = passports can be obtained at the local level throughout the country	Obtain information from the focal point	Governments can make obtaining a passport difficult, not only through the imposition of high passport fees but also through cumbersome procedures for obtaining a passport (McKenzie 2007). If potential migrants have to travel to the capital or provincial capital to apply for a passport, this adds significant costs, opportunity costs, and a psychological barrier for certain populations. For this reason, it is important that potential migrants have easy access to passports at the local level.
2.3	Labor	Output	There is a regulation framework for the recruitment process in place (such as a monitoring agency) and it is implemented at national, regional, and local levels. 0 = no 5 = regulation framework in place 10 = regulation framework in place and implemented at national, regional, and local levels	Obtain information from the focal point	UN General Assembly Resolution on International Migration and Development (A/RES/71/237, 21 December 2016) encourages Member States to consider reducing the costs related to migration, such as the fees paid to recruiters (para 15). The particular relevance of recruitment processes is recognized in Sustainable Development Goal (SDG) target 10.7 and indicator 10.7.1 that measures recruitment cost. This is also highlighted in several International Labour Organization (ILO) conventions. Thus, states have a key role to play in regulating and overseeing the recruitment sector, certifying legitimate recruiters, and providing publicly accessible information on applicable recruitment rules (e.g., caps on recruitment fees) (GMG 2010: 67). And the Addis Ababa Action Agenda of the Third International Conference on Financing for Development stresses the need to lower the costs of recruitment for migrants and combat unscrupulous recruiters in accordance with national circumstances and legislation (para 111).

2.4	Labor	Output	Recruitment fees for migrant workers are regulated by law. 0 = recruitment fees for migrant workers not regulated by law 5 = recruitment fees for migrant workers limited by law 10 = recruitment fees for migrant workers prohibited by law	Obtain information from the focal point	ILO's Private Employment Agencies Convention (C181) prohibits private employment agencies from charging "directly or indirectly, in whole or in part, any fees or costs to workers." Article 7 and SDG indicator 10.7.1 measures the recruitment borne by migrant workers as a key indicator to measure well-managed migration policies in target 10.7. Providing legal fee caps or law that imposes that migrant workers don't bear the recruitment fees are also recognized as key policy options for mainstreaming migration into development strategies (GMG 2010: 67–68).
2.5	Fiscal policy	Output	The government has agreements with main countries of destination to avoid double taxation. 0 = agreements cover less than 50 percent of migrants 5 = agreements cover 50 to 75 percent of migrants 10 = agreements cover more than 75 percent of migrants	1. Identify all double taxation agreements with country of destination (CoD). 2. Check United Nations Department of Economic and Social Affairs (UNDESA) migration stock data 3. Calculate the percentage of emigrants covered under the agreements	OECD's *Model Tax Convention on Income and on Capital: Condensed Version 2014* states that, taxes or double taxation by two or more States can impose various obstacles and harmful effects when it comes to the exchange of goods and services and movements of capital. Therefore, removing these taxes is necessary in order for countries to maintain economic relations (OECD 2014b: 7). Agreements as such are made in accordance with SDG 17—partnerships for the goals—where nations work together to achieve sustainable development for all.

TABLE C.3.2 Countries of origin—Dimension 3: Protect the rights of migrants and their families

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines (see also glossary)	Rationale
3.1	Employment	Input	The country has ratified the 1997 Private Employment Agencies Convention (no.181)—International Labour Organization (ILO). 0 = no 5 = convention has been ratified, but the country has not met its reporting obligations related to the convention 10 = yes, convention has been ratified and the country has met its reporting obligations related to the convention	NORMLEX	The ILO 1997 Private Employment Agencies Convention (no.181), positions Members in accordance with national law and practice, to establish and formulate periodic reviews on the conditions that promote cooperation between public employment services and private employment agencies. It is the responsibility of private employment agencies to provide information required by the appropriate authorities, on the structure and activities of the agency, to review its accordance with national conditions and policies. The purpose of this is to allow private employment agencies to operate and offer such services as well as provide protection for the workers who utilize them (ILO 1997).
3.2	Migration	Output	There are no restrictions on emigration. 0 = existence of restrictions for the general population 5 = existence of restrictions that only apply to specific groups of adults (such as women) 10 = no restrictions	Steps taken by a government to protect its migrants abroad, such as offering mandatory trainings or only allowing migrants to go to countries which the Philippines has signed bilateral labor agreements with are not considered to be restrictions. If these conditions only apply to emigrants participating in government movement programs but private emigrants can emigrate without these stipulations, a score of a "10" can still be achieved. This indicator aims more to penalize bans against specific groups of people (women) or all people (such as in Eritrea or North Korea).	Although the right to freedom of movement and residence was declared in Article 13 of the Universal Declaration of Human Rights, some countries impede its citizens, especially women, of doing so through various legal restrictions. It is therefore important that countries do not take part in hindering migration and grant all people the right to emigrate.

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines (see also glossary)	Rationale
3.3	Labor	Output	The government sets standards that cover basic rights of departing migrant workers (e.g., through standardized contracts, agreements with the destination country that regulate working conditions, wages, working hours, etc.). 0 = no 5 = government sets standards that cover the basic rights of migrant workers but excludes some categories of migrant workers (e.g., domestic workers) or the standards only apply to workers in a minority of main countries of destination 10 = government sets standards that cover basic rights of migrant workers	This indicator largely relates to the protection of low-skilled migrant labor. Countries may do this by establishing an emigration control check in which they check that certain contract standards are met (e.g., Philippines or India) or through specific bilateral agreements with destination countries. For the latter, the coder should assess the extent to which the majority of migrant workers are covered by such agreements before awarding a score of 10.	Countries play an important role with regard to regulation and management of migrant worker recruitment. Both countries of origin and of destination must come to certain terms and conditions in establishing a bilateral agreement or setting a standard that covers the migrant's basic rights. Migrant workers, especially low-skilled migrant labor, are among the most vulnerable (GMG 2010: 67). For this reason, sustainable development Goal (SDG) target 8.8 specifically aims at protecting the rights and working conditions of migrant workers, in particular women migrants.
3.4	Foreign affairs	Output	Consular services in main destination countries include a special mechanism for protecting migrants' rights (such as a labor attaché, social attaché, direct hotline, or special identification cards for nationals residing abroad such as Mexico's Matrícula Consular de Alta Seguridad). 0 = less than 50 percent of migrants are covered 5 = 50 to 75 percent of migrants are covered 10 = more than 75 percent of migrants are covered	1. Identify special services in country of destination (CoD). This includes general registration databases or the service of facilitating the transfer of money to nationals abroad who do not qualify. However, a special hotline set up to provide support for labor migrants abroad would qualify. Obtain data from the focal point. 2. Check United Nations Department of Economic and Social Affairs (UNDESA) migration stock data. 3. Calculate the percentage of emigrants covered by services.	Protecting migrants' rights via services and special mechanisms are key in the role of mainstreaming migration into development strategies. Policies that enhance the developmental impacts of migration and enforcement of labor standards, all contribute to the economic opportunities and social enrichment of migrant workers (GMG 2010: 11). Also, the New York Declaration for Migrants and Refugees includes the commitment to safeguarding the rights of, protecting the interests of, and assisting our migrant communities abroad, including through consular protection, assistance, and cooperation (para 3.2).
3.5	Pensions	Output	Pension portability is available to all migrants (e.g., through bilateral agreements or a general policy on the exportability of pensions). 0 = agreements cover less than 50 percent of migrants 5 = agreements cover 50 to 75 percent of migrants 10 = agreements cover more than 75 percent of migrants	1. Identify agreements and rules. Obtain data from the focal point. 2. Check UNDESA migration stock data. 3. Calculate the percentage of emigrants covered.	United Nations General Assembly Resolution on International Migration and Development (A/RES/71/237,21 December 2016) encourages Member States to consider enhancing the portability of social security entitlements and other acquired rights (para 15). In fact, bilateral and multilateral agreements can achieve the portability of social benefits between countries. The lack of portability of social benefits (such as social security, pensions, health care benefits, etc.) can discourage migrants from participating in programs that facilitate their return (Agunias and Newland 2012: 103).

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TABLE C.3.2 Countries of origin—Dimension 3: Protect the rights of migrants and their families—*Continued*

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines (see also glossary)	Rationale
3.6	Migration	Output	The government funds or organizes predeparture courses or trainings for migrants throughout the country, which provide them with information on their rights, work contracts, work and living conditions in countries of destination, and the dangers of irregular migration. 0 = no 5 = preparatory courses exist for migrants in several regions 10 = preparatory courses exist for migrants at the local level throughout the country	Obtain information from the focal point.	Predeparture courses or trainings are designed to provide potential migrants with an orientation prior to their departure. These courses or trainings for migrants can serve as an effective tool to prevent abuse of human rights against migrant workers (i.e., human trafficking), ensure protection of their labor rights, and educate workers on laws, culture, and customs of destination countries. Predeparture courses or trainings can provide information about health care coverage, safety, financial literacy, and overall travel procedures and tips (McKenzie and Yang 2014: 4–5).
3.7	Voting rights	Output	Citizens residing abroad have the right to vote from abroad. 0 = no right to vote 5 = right to vote physically in the country of origin or restrictions are applied to the right to vote abroad 10 = right to vote from abroad	Check electoral laws and reports by the election commission or similar entities. Obtain information from the focal point.	Countries of origin have the ability to create close ties with the diaspora by permitting nationals residing abroad to vote without having to return. Some countries allow nationals residing abroad the right to vote if they register with an embassy or consulate. However, not all countries make registering affordable, oftentimes discouraging the diaspora from participating in elections (Ratha et al. 2011: 166–69).
3.8	Legal status	Output	Children of emigrants born abroad can acquire the citizenship of their parents' country of origin without conditions. 0 = no (or only the children of male emigrants can acquire citizenship) 5 = children of both male and female emigrants can acquire citizenship, but with conditions (e.g., related to residence or age) 10 = children of both male and female emigrants can acquire citizenship, without conditions	Check nationality law.	Countries of origin that allow dual citizenship to their nationals abroad can benefit greatly (Naujoks 2013). Nationals abroad are more willing to adopt the destination country's citizenship, allowing them to acquire legal status and have access to better jobs, thus improving their earnings and ability to send remittances, as well as take part in investment opportunities in the country of origin (Ratha et al. 2011: 166–69).

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines (see also glossary)	Rationale
3.9	Education	Input	Data on the educational and health outcomes of children are available, disaggregated by parental migration status. 0 = no 5 = data, disaggregated by parental migration status, on either the educational outcomes or health outcomes of children 10 = data, disaggregated by parental migration status, on both the educational and health outcomes of children	This indicator assesses whether the available statistical information allows to assess the outcomes for so called "children-left-behind." These statistics have to reveal whether children have one or two parents who are absent in another country. Check statistical reports on migration, education, and health. Obtain information from the focal point.	Children of migrants who remain in their communities of origin can be affected by the migration of one or two parents in a variety of ways. Remittances and transmitted social norms may increase health and educational outcomes. Or the lack of at least one parent can have psychosocial implications that negatively affect children's well-being and education. To adequately assess the effect and devise respective policy measures countries need to collect the necessary data.
3.10	Research	Input	The government collects or collates data available on emigrants, disaggregated by sex, age, and skill level and by local, regional, and national levels. 0 = no statistics 5 = partially disaggregated statistics or collation of data from countries of destination 10 = fully disaggregated statistics	Check Migration Profiles and statistical reports. Obtain information from the focal point.	There is a general lack of or inaccessibility of disaggregated data available on emigrants, which poses a significant challenge when bringing forth migration and development strategies and policies (Chapelle and Laczko 2011).
3.11	Forced displacement	Input	The country has ratified the 1951 UN Convention relating to the Status of Refugees and the 1967 Protocol. 0 = no or only 1951 Convention has been ratified 10 = only 1967 Protocol or both Convention and Protocol have been ratified	Check status of ratifications at the United Nations High Commissioner for Refugees (UNHCR) online platform.	The convention is the central pillar of current international refugee protection and aims to define who is a refugee, the rights accorded to individuals granted refugee status, and the responsibilities of states that grant refugee status (Goodwin-Gil 2008). The 1967 Protocol removes the temporal and geographic restrictions of the earlier convention to include events occurring after January 1, 1951, and events occurring in Europe or elsewhere. Thus, without the protocol the convention's scope is not relevant for the vast majority of today's refugee issues.

(continued)

TABLE C.3.2 Countries of origin—Dimension 3: Protect the rights of migrants and their families—*Continued*

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines (see also glossary)	Rationale
3.12	Smuggling/ trafficking	Input	The country has ratified the following instruments related to combating smuggling and trafficking: • 2000 UN Protocol against the Smuggling of Migrants by Land, Sea and Air • 2000 UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children 0 = no 5 = ratified one of abovementioned instruments 10 = ratified both abovementioned instruments	Check status of ratifications at United Nations (UN) online platform: https://treaties.un.org/pages/viewdetails.aspx?src=ind&mtdsg_no=xviii-12-b&chapter=18&lang=en.	SDG targets 5.2, 8.7, and 16.2 promote measures against human trafficking and forced labor in order to prevent its disastrous consequences for those involved, especially for women and children.
3.13	Forced displacement	Output	The government does not impede or hinder safe access to the territory for those seeking international protection. 0 = there are measures in place to impede or hinder safe access to the territory 10 = the government does not impede safe access to its territory	This includes measures that systematically intercept migrant boats or other transportation routes without providing clear pathways to international protection, hindering access through border walls/fences without protection facilities and in view of arriving potential refugees.	SDG target 10.7 highlights the importance of *safe* migration. The ratification and implementation of the UN Refugee Convention does not suffice, as the convention only provides the right to apply for asylum *sur place*, i.e., once the person has reached the territory. Some States develop a range of deterrence policies, the most intrusive ones actually impede safe access to their territory (Gammeltoft-Hansen 2014; Hathaway and Gammeltoft-Hansen 2015; Triandafyllidou and Dimitriadi 2014).
3.14	Forced displacement	Output	There is a policy on the protection or support of displaced people who move across international borders in response to environmental causes, such as natural disasters. 0 = no 10 = yes	Obtain information from the focal point.	The Organisation for Economic Co-operation and Development (OECD) defines an environmental refugee as a "person displaced owing to environmental causes, notably land loss and degradation, and natural disaster." While the Internal Displacement Monitoring Centre notes that an average of 26.4 million people per year have been displaced by natural disasters since 2008, the current refugee regime does not address these realities. Experts have since called for an expansion of the current definition of refugee to take into account those fleeing displacements caused by climate change or natural or manmade disasters (OECD 2001; Hollifield and Salehyan 2015).

TABLE C.3.3 Countries of origin—Dimension 4: Promote the integration and reintegration of migrants

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines (see also glossary)	Rationale
4.1	Legal status	Output	Dual citizenship is allowed for emigrants naturalizing abroad. 0 = no 5 = emigrants are allowed to renounce their citizenship but dual citizenship is not permitted 10 = dual citizenship is permitted	Based on country's nationality law, constitutions, and relevant regulations. Information is cross-checked with UN Population Division database on population policies and the MACIMIDE Global Expatriate Dual Citizenship Dataset (Vink, De Groot, and Luk 2015).	Research finds positive effects of dual citizenship on remittances, diaspora investment, return migration, philanthropy, and other core areas of migration and development (Naujoks 2013). Countries of origin that allow dual citizenship to their nationals abroad can benefit, as nationals abroad are more willing to adopt the destination country's citizenship, allowing them to acquire legal status and have access to better jobs (Ratha et al. 2011: 166–69).
4.2	Research	Input	There are data available on return migrants, disaggregated by sex, age, and skill levels and by local, regional, and national levels. 0 = no statistics or partial data on specific categories (e.g., forced returns or unemployed returnees) that is not fully disaggregated 5 = partially disaggregated statistics or partial data on specific categories of returnees that is fully disaggregated 10 = fully disaggregated statistics	Check migration profile and statistical reports. Obtain data from the focal point. 0 = cases where only partial information is available, e.g., unemployed returnees	SDG target 17.18 states: By 2020, enhance capacity-building support to developing countries, including for least developed countries and small island developing states, to increase significantly the availability of high-quality, timely, and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location, and other characteristics relevant in national contexts. Many governments lack information on their migrant population as well as lack the capacity to collect, analyze, and utilize the data. The availability of relevant, qualitative, and quantitative information and research is needed to help design and implement effective policies and practices for all migrants.
4.3	Education and training	Output	Country has mechanisms that promote the recognition, upon return to the country of origin, of degrees and skills gained in the country of destination. 0 = no 5 = mechanisms are limited to some professions 10 = there is a general framework for the recognition of foreign degrees	Obtain data from the focal point.	Recognition of skills vary vastly from one country to another depending on the regulations and professions. Countries of origin can enable migrants by formulating incentives to ensure the knowledge and skills gained abroad can be recognized. This enables migrants to have the opportunity to invest in their professional and human development, thus adding highly skilled human capital to the countries of origin (GMG 2010: 90). The New Declaration for Refugees and Migrants foresees the recognition of foreign qualifications, education, and skills, and cooperation in access to and portability of earned benefits as part of the nascent Global Compact for Safe, Orderly and Regular Migration (annex II, para 8, Lit W).

(continued)

TABLE C.3.3 Countries of origin—Dimension 4: Promote the integration and reintegration of migrants—*Continued*

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines (see also glossary)	Rationale
4.4	Education and training	Output	Country has mechanisms (such as mutual recognition agreements) that promote the recognition in destination countries of degree and skills gained in the country of origin. 0 = no 5 = mechanisms allow for the recognition of skills abroad in less than five professions in countries that host at least 30 percent of migrants 10 = mechanisms allow for the recognition of skills abroad in five or more professions in countries that host at least 30 percent of migrants	Obtain data from the focal point.	A coherent system of recognition of skills is needed between countries. Skills recognition agreements between countries enable migrants to seize opportunities offered abroad that permit them to capitalize on the education and training they received in their country of origin. Migrants have the opportunity to invest in their professional development, which can essentially discourage migrants from obtaining work that is below their skill level, while promoting access to higher skilled jobs and fair compensation (GMG 2010: 90). See also the reference to the New York Declaration above.
4.5	Services	Output	Reintegration programs and assistance (e.g., in the sociocultural sphere and areas of employment, housing, education, health, investment, and access to credit) exist and are accessible to all return migrants (including forced returnees) throughout the country. 0 = no 5 = reintegration programs exist and are accessible to certain categories of migrants 10 = reintegration programs exist and are accessible to all categories of migrants	Obtain data from the focal point.	The implementation of reintegration programs provides returning migrants with economic and social assistance, hence, improving job opportunities, productivity, income, and facilitating readjustment (McKenzie and Yang 2014: 24–25).

TABLE C.3.4 Countries of origin—Dimension 5: Enhance the development impact of diaspora engagement, skills, and migrants' finances

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines (see also glossary)	Rationale
5.1	Financial regulation	Output	There are no exclusive concessions or partnerships with money transfer operators. 0 = there are exclusive concessions or partnerships with money transfer operators 10 = there are no exclusive concessions or partnerships with money transfer operators	Obtain data from the focal point.	Exclusive partnerships with money transfer operators can increase sending costs of remittances, as they limit market forces and competition to work for migrants and their families. This is particularly relevant as Sustainable Development Goal (SDG) target 10c highlights the importance of reducing the transfer cost of remittances. Also, United Nations (UN) General Assembly Resolution on International Migration and Development (A/RES/71/237, December 21, 2016) encourages Member States to consider lowering the transfer costs of remittances (para 15). Remittances can offer a positive impact on the formation of human capital through investments, reduction of poverty, and macroeconomic stability. A consensus has been established when it comes to the need to strengthen the infrastructure supporting remittances (Agunias 2006: 4–5).
5.2	Fiscal policy	Output	There are no restrictions or taxes on the inflow of remittances. 0 = there are taxes on the inflow of remittances 5 = there are restrictions other than taxes (such as capital controls) on the inflow of remittances 10 = there are no restrictions or taxes on the inflow of remittances	Obtain data from the focal point.	Overwhelmingly, experts advise against taxing remittances, which can affect countries receiving remittances negatively in several ways. As this regularly constitutes an additional tax, as migrants already pay taxes in their host country, it reduces migrants' incentive to send remittances home. Alternatively, it can prompt a shift to use informal channels which in turn hinder efforts to achieve financial inclusion of migrants and their dependents, and to leverage remittances (Nwajiaku et al. 2014: 126).
5.3	Financial inclusion	Output	Financial literacy training (on topics such as available banking services, saving and investing, household budgeting, remitting, and starting businesses) is available for migrants and their families at the local level throughout the country. 0 = no 5 = training is available but not throughout the country 10 = training is available at the local level throughout the country	Obtain data from the focal point. Online trainings do not qualify.	Financial literacy training and programs increased due to the concerns of migrants and their families' financial decision making. Improving financial literacy will enhance the knowledge of consumer rights. These programs are commonly provided as part of predeparture training program (McKenzie and Yang 2014: 5–6).

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TABLE C.3.4 Countries of origin—Dimension 5: Enhance the development impact of diaspora engagement, skills, and migrants' finances—*Continued*

Indicator number	Policy area	Indicator type	Indicator measurement	Coding guidelines (see also glossary)	Rationale
5.4	Financial inclusion	Output	Financial products targeting migrants are available (e.g., savings accounts in foreign currency or diaspora bonds). 0 = no 10 = yes	Obtain data from the focal point.	"The motivation behind provision of financial services for transnational household members (international migrants and their families remaining behind) is similar to motivations behind providing such services more generally: they give households essential tools that can help them achieve their financial and life objectives. Credit and savings provide lump sums that can be invested in activities (e.g., education, health, small enterprises) that yield longer term returns, and provide tools that help households cope with unexpected shocks. Transfer or remittance services allow households to give and receive assistance from distant members of their social network" (McKenzie and Yang 2014: 9).
5.5	Diaspora	Input	National and local authorities have policies or instruments aimed at facilitating the transfer of skills and knowledge of diaspora back to the origin country. 0 = no 5 = either local or national public authorities work on transfer of skills and knowledge of diaspora 10 = both local and national public authorities work on transfer of skills and knowledge of diaspora	Obtain data from the focal point.	Reintegration programs and assistance such as employment assistance, counselling services, and networking opportunities are ways to facilitate the return of migrants to their country of origin. Skills, knowledge, expertise, and social capital acquired abroad can help foster research and technological development, as well as support the home country in human development efforts. Networks and programs such as the TOKTEN (Transfer of Knowledge through Expatriate Nationals) Program by the United Nations Development Programme, and Migration for Development in Africa program, focusing on "brain circulation and temporary return, all have proven benefits of facilitating the transfer of skills and knowledge of diaspora to their country of origin" (OECD 2012: 24–28).
5.6	Promotion of diaspora and trade investment	Output	Beyond consular services, the government provides its nationals abroad with support services such as investment fairs, trade fairs, and assistance with activities that contribute to the development of their country of origin. 0 = no 10 = yes	Obtain data from the focal point.	Special services to link emigrants to developmental activities in countries of origin that go beyond providing regular consular services can play a critical role to providing diaspora actors and migrants with information about how they can contribute to developmental activities, facilitate matching with local partners, and enable migrants to fulfil their potential in their communities of origin, if they so desire.

Appendix D How the PCMD Indicators Map to the Objectives of the Global Compact for Migration

Objectives of the Global Compact for Migration	PCMD indicators	
	Countries of origin	**Countries of destination**
(1) Collect and utilize accurate and disaggregated data as a basis for evidence-based policies	1.14: Nationally representative data on international migration are systematically collected through the country's census, labor force surveys (LFSs), or other national surveys. 1.15: The country has a national migration report (such as a migration profile, an Organisation for Economic Co-operation and Development (OECD) *Recruiting Immigrant Workers* report, or a United Nations Development Programme (UNDP) *National Human Development Report* on migration) that is less than five years old and was developed in collaboration with relevant ministries/agencies. This report should include, for example, information on migration policies, immigration, emigration, remittances, etc., at the national, regional, and local levels.	
	3.9: Data on the educational and health outcomes of children are available, disaggregated by whether at least one parent is living abroad. 3.10: The government collects or collates data available on emigrants, disaggregated by sex, age, and skill levels and by local, regional, and national levels. 4.2: There are data available on return migrants, disaggregated by sex, age, and skill levels and by local, regional, and national levels.	4.1: The government collects data on immigration, disaggregated by sex, age, and skill levels and by local, regional, and national levels. 4.7: The government collects data on the educational and health outcomes of children, disaggregated by whether at least one parent is a first-generation immigrant or noncitizen. 4.10: Data on discrimination, disaggregated by migration background (first-generation or noncitizen), are available in the areas of housing, labor market, education, health, and access to justice.
(2) Minimize the adverse drivers and structural factors that compel people to leave their country of origin	1.1: Development is taken into account as a relevant factor in the current migration management plan/strategy of the government. 1.7: Migration is taken into account as a relevant factor in the environmental plan(s)/strategy(ies) of the government, such as in National Adaptation Programmes of Action (NAPAs), National Adaptation Plans (NAPs), disaster management planning, etc.	
	1.2: Migration is taken into account as a relevant factor in the key internal development plan/strategy of the government. 1.3: Migration is taken into account as a relevant factor in the health plan/strategy of the government. 1.4: Migration is taken into account as a relevant factor in the primary, secondary, and tertiary education plan(s)/strategy(ies) of the government. 1.5: Migration is taken into account as a relevant factor in the labor market plan/strategy of the government at the national, regional, and local levels of government. 1.6: Migration is taken into account as a relevant factor in the agriculture plan/strategy of the government.	3.18: There is a policy on the protection or support of displaced people who move across international borders in response to environmental causes, such as natural disasters.
(3) Provide accurate and timely information at all stages of migration	3.6: The government funds or organizes predeparture courses or trainings for migrants throughout the country, which provide them with information on their rights, work contracts, working and living conditions in countries of destination, and the dangers of irregular migration.	3.6: There are local redress mechanisms (either public or publicly funded) for all migrants, regardless of status, that provide support such as legal aid; information about rights and procedures; and assistance in reporting and addressing abuses such as sexual assault of migrant workers (particularly women), passport retention, and unpaid wages.

Objectives of the Global Compact for Migration	PCMD indicators	
	Countries of origin	Countries of destination
(4) Ensure that all migrants have proof of legal identity and adequate documentation	3.19: The government has ratified the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness.	
	2.1: Passport costs are less than 1 percent of annual per capita gross national income. 2.2: Passports can be obtained at the local level throughout the country. 3.8: Children of emigrants born abroad can acquire the citizenship of their parents' country of origin without conditions.	*4.3: Migrants and their dependents can gain citizenship within five years of residency.*
(5) Enhance availability and flexibility of pathways for regular migration	*1.9: The government has ratified regional agreements pertaining to the free movement of people.*	
	3.2: There are no restrictions on emigration.	2.2: Work visas/permits are linked to labor demand and not limited by quotas.
(6) Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work	*1.5: Migration is taken into account as a relevant factor in the labor market plan/strategy of the government at the national, regional, and local levels of government.*	
	2.3: There is a regulation framework for the recruitment process in place (such as a monitoring agency) and it is implemented at national, regional, and local levels. 2.4: Recruitment fees for migrant workers are regulated by law. 3.1: The government has ratified the 1997 Private Employment Agencies Convention (no.181)—International Labour Organization (ILO). 3.3: The government sets standards that cover basic rights of departing migrant workers (e.g., through standardized contracts, agreements with the destination country that regulate working conditions, wages, working hours, etc.).	2.3: There is a regulation framework for the recruitment process in place (such as a monitoring agency) and it is implemented. 2.4: Recruitment fees for migrant workers are regulated by law. 2.5: The government sets standards that cover basic rights of migrant workers (e.g., through standardized contracts, collective labor agreements, working conditions, wages, working hours, etc.). 3.3: The government has ratified the following conventions related to employment rights: • 1947 Labour Inspection Convention and its protocol (no. 81)—ILO • 1962 Equality of Treatment (Social Security) Convention (no. 118)—ILO • 1997 Private Employment Agencies Convention (no.181)—ILO • 2011 Domestic Workers Convention (no.189)—ILO 3.4 Migrants have the right to change employer while in the country (subject to the terms, conditions, and minimum period of employment set out in their work contracts). 3.5: All migrant workers have the right to join trade unions.
(7) Address and reduce vulnerabilities in migration	*3.6: The government funds or organizes predeparture courses or trainings for migrants throughout the country, which provide them with information on their rights, work contracts, work and living conditions in countries of destination, and the dangers of irregular migration.* 3.14: There is a policy on the protection or support of displaced people who move across international borders in response to environmental causes, such as natural disasters.	*3.6: There are local redress mechanisms (either public or publicly funded) for all migrants, regardless of status, that provide support such as legal aid, information about rights and procedures, and assistance in reporting and addressing abuses such as sexual assault of migrant workers (particularly women), passport retention, and unpaid wages.*
(8) Save lives and establish coordinated international efforts on missing migrants	3.13: The government does not impede or hinder safe access to the territory for those seeking international protection.	3.17: The government has a systematic approach comprised of safe and legal pathways (such as resettlement quotas or humanitarian visas) to provide solutions for those seeking international protection (e.g., asylum seekers, refugees, and stateless persons).

(continued)

Objectives of the Global Compact for Migration	PCMD indicators	
	Countries of origin	Countries of destination
(9) Strengthen the transnational response to smuggling of migrants	3.12: The government has ratified the following instruments related to combating smuggling and trafficking: • 2000 UN Protocol against the Smuggling of Migrants by Land, Sea and Air • 2000 UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children	3.16: The government has ratified the following instruments related to combating smuggling and trafficking: • 2000 UN Protocol against the Smuggling of Migrants by Land, Sea and Air • 2000 UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children
(10) Prevent, combat, and eradicate trafficking in persons in the context of international migration		
(11) Manage borders in an integrated, secure, and coordinated manner		
(12) Strengthen certainty and predictability in migration procedures for appropriate screening, assessment, and referral		
(13) Use migration detention only as a measure of last resort and work toward alternatives		3.13: There is a policy that bans the administrative detention of migrant children and provides alternatives to their administrative detention.
(14) Enhance consular protection, assistance, and cooperation throughout the migration cycle	3.4: Consular services in main destination countries include a special mechanism for protecting migrants' rights (such as a labor attaché, social attaché, direct hotline, or special identification cards for nationals residing abroad (such as Mexico's Matrícula Consular de Alta Seguridad).	3.14: Migrants facing deportation or administrative removal (including vulnerable groups such as minors, unaccompanied minors, disabled people, elderly people, and victims of trafficking) are entitled to due process, and access to counsel and translation services.
(15) Provide access to basic services for migrants	*3.4: Consular services in main destination countries include a special mechanism for protecting migrants' rights (such as a labor attaché, social attaché, direct hotline, or special identification cards for nationals residing abroad (such as Mexico's Matrícula Consular de Alta Seguridad).*	*1.3: Migration is taken into account as a relevant factor in the health plan/strategy of the government.* *1.4: Migration is taken into account as a relevant factor in the primary, secondary, and tertiary education plan(s)/strategy(ies) of the government.* 3.1: Migrants and their family members, regardless of status, have the same right to access health care as citizens. 3.2: Migrants and their family members, regardless of status, have the same right to access primary, secondary, and tertiary education as citizens. 3.8: Service providers in the areas of health, education, and law enforcement are not allowed to report on the immigration status of the people they serve.

Objectives of the Global Compact for Migration	PCMD indicators	
	Countries of origin	Countries of destination
(16) Empower migrants and societies to realize full inclusion and social cohesion	*3.4: Consular services in main destination countries include a special mechanism for protecting migrants' rights (such as a labor attaché, social attaché, direct hotline, or special identification cards for nationals residing abroad (such as Mexico's Matrícula Consular de Alta Seguridad).* *3.6: The government funds or organizes predeparture courses or trainings for migrants throughout the country, which provide them with information on their rights, work contracts, work and living conditions in countries of destination, and the dangers of irregular migration.*	*1.2: Migration is taken into account as a relevant factor in the key internal development plan/strategy of the government.* *1.5: Migration is taken into account as a relevant factor in the labor market plan/strategy of the government at the national, regional, and local levels of government.* *1.6: Migration is taken into account as a relevant factor in the agriculture plan/strategy of the government.* 2.1: Country does not impose social or cultural integration tests that entail costs for migrants prior to departure. 3.10: Migrants who have acquired long-term residency have the right to vote in local elections. 3.11: Migrants have the right to form associations. 3.12: The right to family reunification is granted to all migrant groups. 4.2: Immigrants are not required to give up their previous citizenship when they naturalize. 4.3: Migrants and their dependents can gain citizenship within five years of residency. 4.4: Free or subsidized language courses, including work-focused language courses, are available. 4.6: The cost of higher education for noncitizen students is the same as the cost for locals. 4.7: The government collects data on the educational and health outcomes of children, disaggregated by whether at least one parent is a first-generation immigrant or noncitizen.
(17) Eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration		3.9: There is a government program or policy on antidiscrimination and xenophobia. *4.10: Data on discrimination, disaggregated by migration background (first-generation or noncitizen), is available in the areas of housing, labor market, education, health, and access to justice.*
(18) Invest in skills development and facilitate mutual recognition of skills, qualifications, and competences	*1.4: Migration is taken into account as a relevant factor in the primary, secondary, and tertiary education plan(s)/strategy(ies) of the government.* *1.5: Migration is taken into account as a relevant factor in the labor market plan/strategy of the government at the national, regional, and local levels of government.*	
	4.3: Country has mechanisms that promote the recognition, upon return to the country of origin, of degrees and skills gained in the country of destination. 4.4: Country has mechanisms (such as mutual recognition agreements) that promote the recognition in destination countries of degrees and skills gained in the country of origin.	4.5: There is a system for the recognition of foreign degrees and skills from countries of origin. 5.5: Government promotes or has partnerships with main low-income and lower-middle-income countries of origin to link skill creation and skill mobility.

(continued)

Objectives of the Global Compact for Migration	PCMD indicators	
	Countries of origin	**Countries of destination**
(19) Create conditions for migrants and diasporas to fully contribute to sustainable development in all countries	*1.1: Development is taken into account as a relevant factor in the current migration management plan/strategy of the government.* *1.2: Migration is taken into account as a relevant factor in the key internal development plan/strategy of the government.* 1.12: The government has allocated, in the last three years, funds to policies and programs that support migration and development. 1.13: The government systematically evaluates the outcomes or impact of funds and/or conducts impact evaluations on migration and development programs.	
	3.8: Children of emigrants born abroad can acquire the citizenship of their parents' country of origin without conditions. 4.1: Dual citizenship is allowed for emigrants naturalizing abroad. 5.5: National and local authorities have policies or instruments aimed at facilitating the transfer of skills and knowledge of diaspora back to the origin country. 5.6: Beyond consular services, the government provides its nationals abroad with support services such as investment fairs, trade fairs, and assistance with activities that contribute to the development of their country of origin.	1.19: External development (cooperation) plan/strategy outlines the strategic use of migration policy to support development cooperation. 5.3: Migrants' pathway to citizenship or permanent residency is unaffected by temporary stays (e.g., of three months at a time or per year) out of the country. 5.4: There are programs for immigrants to share skills, knowledge, and know-how with their country of origin. 4.9: Migrants can establish businesses and receive targeted support to do so. 4.11: Family migrants have access to the formal labor market, i.e., the right to work. 4.12: Students have access to the formal labor market, i.e., the right to work, and have the option of converting their visas to work visas after graduation if they find employment. 4.13: Refugees have access to the formal labor market, i.e., the right to work. 4.14: Asylum seekers have access to the formal labor market, i.e., the right to work.
(20) Promote faster, safer, and cheaper transfer of remittances and foster financial inclusion of migrants	5.1: There are no exclusive concessions or partnerships with money transfer operators. 5.2: There are no restrictions or taxes on the inflow of remittances. 5.3: Financial literacy training (on topics such as available banking services, saving and investing, household budgeting, remitting, and starting businesses) is available for migrants and their families at the local level throughout the country. 5.4: Financial products targeting migrants are available (e.g., savings accounts in foreign currency or diaspora bonds).	4.8: All migrants, regardless of status, can have access to a bank account and/or electronic instrument for storing money, sending payments, and receiving deposits. 5.1: There are no exclusive concessions or partnerships with money transfer operators. 5.2: There are no restrictions or taxes on the outflow of remittances.
(21) Cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration	*1.3: Migration is taken into account as a relevant factor in the health plan/strategy of the government.* *1.4: Migration is taken into account as a relevant factor in the primary, secondary, and tertiary education plan(s)/strategy(ies) of the government.* *1.5: Migration is taken into account as a relevant factor in the labor market plan/strategy of the government at the national, regional, and local levels of government.* 4.5: Reintegration programs and assistance (e.g., in the sociocultural sphere and areas of employment, housing, education, health, investment, and access to credit) exist and are accessible to all return migrants (including forced returnees) throughout the country.	

Objectives of the Global Compact for Migration	PCMD indicators	
	Countries of origin	Countries of destination
(22) Establish mechanisms for the portability of social security entitlements and earned benefits	3.5: Pension portability is available to all emigrants (e.g., through bilateral agreements or a country of destination's general policy on the exportability of pensions).	3.7: Pension portability is available to all migrants (e.g., through bilateral agreements or a general policy on the exportability of pensions).
(23) Strengthen international cooperation and global partnerships for safe, orderly, and regular migration	1.8: The government has ratified the following migrant-specific conventions: • 1949 Migration for Employment Convention (no. 97)—ILO • 1975 Migrant Workers Convention (no. 143)—ILO • 1990 UN International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families 1.9: The government has ratified regional agreements pertaining to the free movement of people. 1.10: In the last two years, the government has participated in regional or international fora on migration and development. 1.11: The government participates in regional consultative processes (RCPs), such as the Colombo Process or the Abu Dhabi Dialogue.	

Source: This is based on the Global Compact as finalized on July 13, 2018.

Note: Where PCMD indicators are relevant for more than one objective of the Global Compact, they are highlighted in *italics* in all secondary objectives.


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