

REGIONAL AND EUROPEAN DIFERENCES IN THE IMPLEMENTATION OF MIGRATION POLICIES

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Abstract

At present, migration has the highest growth rates, a trend that is maintained, putting pressure on all states for its good governance. In this context, the aim of the paper is a comparative analysis, at global, regional and European level, of the implementation of measures in the areas of migration policies, according to target objective 10.7.2 of the 2030 Agenda, to ensure a Safe, Orderly, Regular and Responsible Migration and mobility of people. In order to operationalize the follow-up of the situation on the fulfilment of this objective, based on the migration governance framework, MiGOF, six key political areas were established, each with five defining subcategories in its structure, followed in almost all the countries of the world. The overall indicator 10.7.2 obtained by aggregating the scores of the 30 resulting subcategories and the six domains constitutes a comprehensive and complex instrument at the disposal of the states, based on which these can identify concrete measures and actions, necessary to be undertaken to fulfil the proposed general objective.

The data on indicator 10.7.2 are available as a result of two surveys, carried out in 2018-2019 and 2020-2021, through the international migration module of the United Nations, for 138 countries, representing 70% of the 197 states included in the last inquiry. The application of these policies is very uneven between countries, this is also the case in Europe. The evaluation of the surveyed data, as well as the analysis of migration policy networks, allows the identification of the most important measures applied in European countries, as well as those with the lowest performances, which require consistent revisions by governments in order to achieve their integration goals of migrants.

Keywords: migration policies, safe, orderly and regular migration, migrant rights,

JEL Classification: J61, J68, K37

1. Introduction

Current migration rates are higher than ever, with a record of 100 million migrants in 2022 compared to 90 million in 2021 (Grandi, UNHCR, 2022), motivated mainly by a better life in countries other than their origin home. Out of a total migrant number of 281 million in 2021 (representing 3.60% of the world's population), 169 million were migrant workers employed in jobs with precarious, even dangerous and life-threatening working conditions (WHO, 2022). In the European Union space, at the beginning of 2021, there were 23.7 million non-EU residents (5.3% of the community population), from an annual flow of about 3 million entries, of which 2.25 million were legal arrivals (Orav, 2022). Prolonged conflicts or new outbreaks of violence are obvious factors that have forced an increased number of people to access other countries through illegal channels. The urgent need for the good governance of this phenomenon is reflected by the states adopting of policies to support immigrants in terms of their living and working conditions within the new societies. The EU-27 countries have common competences in migration policy,

with the new pact on migration and asylum incorporating in a unitary manner the key policies of European Union border management.

2. The 2030 Agenda target on well-governed migration

Migration has important consequences not only for migrant people, but also at the level of the source and destination countries, under multiple aspects: economic, socio-demographic, cultural, political, psychological. For the receiving country, migration and labour mobility give rise to difficulties in the immigrants' adjustment but can be a real source of economic support. The importance given to the integration of migrants is also highlighted in the Sustainable Development Goals of the 2030 Agenda, which emphasize the beneficial impact of immigrants on economic growth and development favourable to inclusion. The main reference to migration is Goal 10.7 to facilitate “orderly, safe, regular and responsible migration and the mobility of people, including through the implementation of planned and well-managed migration policies” (UN, 2020).

The incorporation of objective 10.7 in the 2030 Agenda highlighted the need for “planned and well-managed migration policies” to be clearly defined. As a result, in 2015, the International Organization for Migration developed the Migration Governance Framework (MiGOF), which includes a succinct approach to the policy areas and elements needed by a country to manage migration well. For the operationalization of the MiGOF, the International Organization for Migration (IOM), together with The Economist Intelligence Unit (EIU), developed a mix of indicators, about 90, with the help of which, first, states can evaluate their migration policies and, also to look at what a well-governed migration might look like in practice. The MiGOF indicators provide an insight into the policy levers useful in improving the governance of people's mobility, being at the same time a tool that identifies good practices and to which areas states should direct their attention and concludes as intensively as possible in the idea of “well-governed migration”.

Over the past two decades, through sustained international efforts, the availability of multiple data on migration policies has been greatly increased, with a range of indices covering a wide range of relevant domains being used to measure these policies. However, *the global trends of migration policies* cannot be easily defined or tracked, there are certain limitations, which primarily relate to periods of time or regions and countries of emigration or, on the contrary, of immigration. MiGOF specifies the essential aspects needed for a well-managed migration, with a planned support, starting from three principles and three objectives, which if meet make migration beneficial not only to the receiving societies, but also to the migrants themselves. Thus, *good migration governance and related policy should aim to promote migrants' well-being and societal development (goal 1), be based on effective responses to the mobility dimensions of crises (goal 2) and take place in a safe, orderly and dignified manner (goal 3)*.

3. Measuring and analysing the implementation of migration policies based on the MiGOF framework at regional and European level

3.1 Overall indicator 10.7.2 “Number of countries that have implemented well-managed migration policies”

Based on the Migration Governance Framework (MiGOF) of the IOM, of its three basic principles and its objectives, the indicator 10.7.2 “*Number of countries that have implemented well-managed migration policies*” was built, a concept and measure that documents the existence of a wide range of national policies for orderly, safe, regular and responsible migration, and how

such policies change over time (United Nations, Population Division, 2020). In the estimation of the indicator, six policy areas are considered, the average value at the national level resulting from the aggregation of the unweighted average values of these areas, each based on five questions, which are constituted in as many subcategories. Thus, the calculation of the general indicator includes the coded values of a number containing 30 elements. The value of each subcategory is expressed as a percentage, on a scale from 0 to 100% (the missing subcategory values have the value “0”). The values obtained were assigned a code, namely: values below 40 are coded as “Requires further progress”; for values of 40-80%, the code is “Partly Satisfactory”, “Satisfactory” for values greater than 80 but less than 100, and “Fully Satisfactory”, coded for values of 100.

As of November 2021, data on SDG indicator 10.7.2 were available for 138 countries, equivalent to 70% of all countries worldwide (survey sent to 197 countries) (United Nations, IOM, OECD, 2021). In 2021, globally and across large geographic regions, the proportion of governments reporting policy measures to facilitate orderly, safe, regular and responsible migration and people's mobility showed some but not significant changes from 2019: of the 138 countries considered, 62.3% of them met the criteria of the indicator, compared to 54% in 2019. These countries are those that met and/or fully met the requirements of the indicator. Their governments reported a wide range of policies to facilitate orderly, safe, regular and responsible migration and mobility of people, namely policy measures for 80% or more of the indicator's 30 subcategories (another 3 out of 10 countries partially met the requirements).

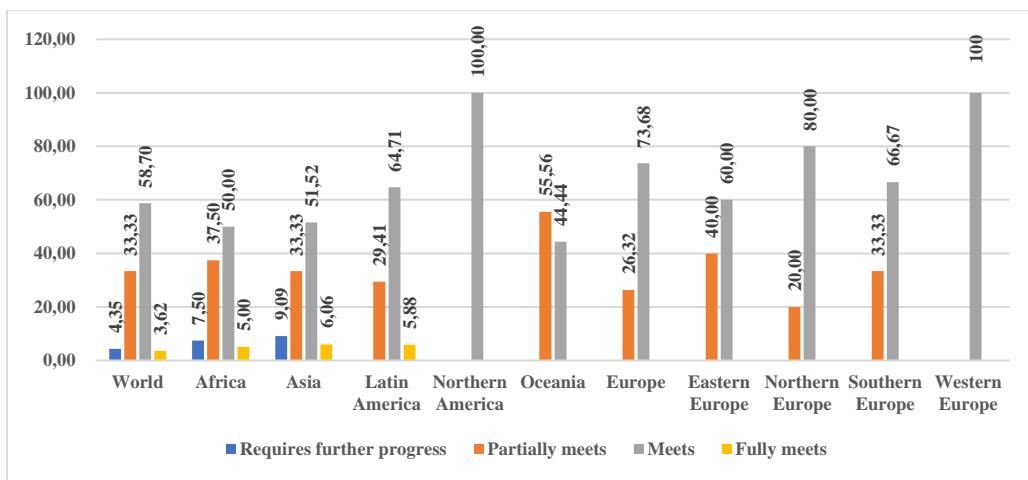


Figure 1: Regional differences in policy measures to facilitate migration, 2021, %
(Overall indicator 10.7.2)

Source: United Nations, International Organization for Migration, 2021

Regionally, only 5-6% of countries in Africa, Asia and Latin America declared that they fully met the criteria of the indicator. The situation is not specific to any of the countries in North America and Europe, regions which have assessed that they meet the requirements of the safe policy in proportion to more than 80%. Specifically, North America and Western Europe stated that they met the criterion 100% but did not meet it in full. In Eastern Europe, 6 out of 10 countries meet the criteria of the indicator, like the global average, and even if the situation has improved 100% compared to 2019, it remains the lowest level in Europe.

Overall, the evolution has been positive, reducing the number of countries that require further progress or that only partially meet it.

3.2 Uneven regional reporting on policy areas to facilitate orderly, safe, regular and responsible migration

The latest evaluations for the year 2021 show the maintenance of some major differences in the fields (the six) from the structure of the general indicator 10.7.2, regarding the fulfilment of the established criteria. Their analysis highlights the elements favourable in the case of a good governance of migration, but also those that require new efforts to integrate immigrants.

Domain 1 “Migrant rights” measures the extent to which migrants have fair access to healthcare services, education, decent work, social security and social benefits Globally, measures to protect migrants’ rights lag other policy areas with only 61.59% of countries reporting meeting the criterion, including 15.94% of countries fully meeting it (in 2021). The European continent was slightly above the world average (65.79%), but very differentiated by subregion: 90% in Northern Europe and only 30% in Eastern Europe. The proportion of Western European countries is over 83%, of which 33% fully meet the criterion. Below the world average are Africa (52.50%) and Asia (54.54%). South America and North America reported the highest values: 83.35% first (with the highest percentage for full 35.3%) and 100% North America, but no government has expressed full compliance the criteria.

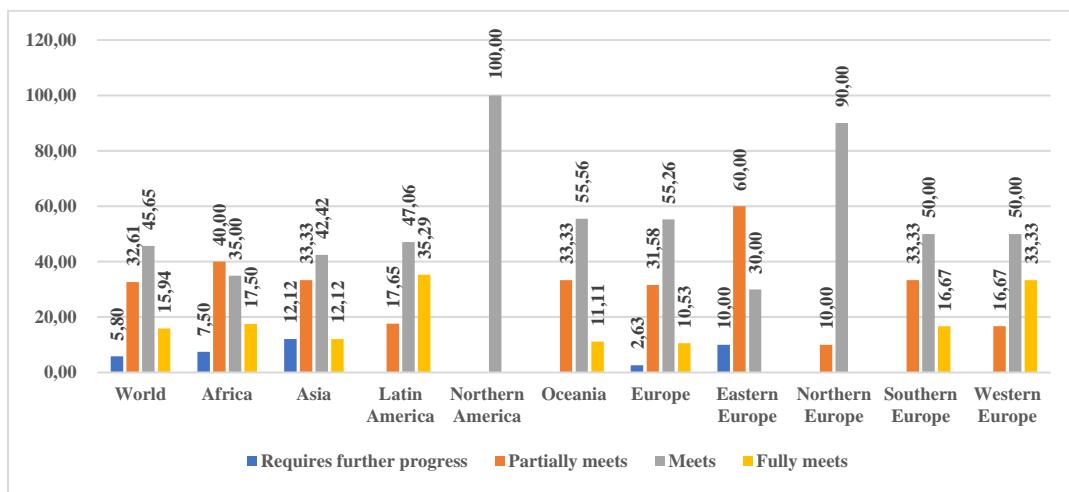


Figure 2: Percentage of countries reporting migrant rights indicators, 2019 and 2022, %

Source: United Nations, International Organization for Migration, 2021

Subcategories tracked within this domain include healthcare, public education, equal pay for equal work, social security and equal access to justice.

Essential health care refers to basic services for reproductive, maternal, new-born and child health, infectious and non-communicable diseases, and capacity and access to health services. *Emergency medical care* refers to any medical care that is urgently needed to preserve the individual’s life or to avoid irreparable harm to their health. A total of 124 countries provide healthcare regardless of immigrant status (90%), and another 5 countries (4%) only to legal immigrants. Overall, 93% of governments reported having policies to provide foreigners with equal access to essential or emergency health care. Europe fulfills this criterion in percentage of to

95% (36 countries out of 38 considered), one (representing 3% of their number) conditioning the provision of these services only to immigrants with legal status.

Public education refers to public preschools, primary and secondary schools. Around the world, immigrants from 88 countries have access to the public education system (64% of the 138 countries), and those who arrive illegally benefit from public education in 38 countries (28%), the total percentage for all immigrants being of 91-92% of countries. Even in Europe, the situation is not more favourable, with 26 countries (68%) providing these services to all immigrants, another 11 countries (29%) only to those with legal status. 30% of CEE countries (only 3 countries) are open to enrolling immigrants in some form of education regardless of status, in 6 countries (60%) education only benefits legal immigrants. Comparatively, all immigrants have access to education in 90% of Northern European countries and 83% of Western European countries.

Equal payment of wages and benefits to all people in the same workplace doing similar work, regardless of their migration status or other characteristics, is valued in less than half of the countries (59 countries, 43%), in other 63 countries (46%), this being provided only to legal immigrants. Virtually 88% of governments indicated that they had policy measures in place to ensure equal pay for all people doing similar work in the same workplace. In Europe, the ratio is equal (50% to 50%), but in the countries of Central and Eastern Europe (CEE), immigrants are paid according to the work performed in only 3 countries (30% of the 10), the situation being better for the legal ones (6 countries, respectively 60%).

Social protection programs include contributory and non-contributory pension schemes (old-age, survivor, disability), unemployment insurance, health insurance, workers' compensation, sickness benefits and basic social assistance. Such policies are less widespread (83% of governments). Only 40 countries cover social security requirements worldwide (29%), regardless of migrant status, with legal migrants benefiting from it in another 74 countries (54%). In this respect, Europe is even more restrictive, social security for immigrants, whatever their status, found in adequate policies only in 7 countries in South-West Europe and in none of the CEE countries (however, 9 CEE countries apply safeguards for legal immigrants).

Access to justice includes legal advice, assistance and representation for people detained or accused of a crime (including free of charge for those without sufficient means); access to legal information; access to other services provided through alternative dispute resolution mechanisms and interpretation (for those who cannot understand or speak the language used in court proceedings). 94% of governments reported having policies to ensure equal access to justice, with 84% providing equal access to justice to foreigners regardless of immigration status, and 10% only to those with legal immigration status. Access to justice is ensured by 35 European countries (92%) and 9 Eastern and Central European countries (90%).

Domain 2 “Evidence-based or whole-of-govern policies and strategies” reflects the existence of dedicated institutions, legal frameworks and migration governance policies or strategies. Globally, more than two-thirds of governments reported that they meet or fully meet the criteria for this are of study (73% of countries) (figure 3).

A first aspect tracked within this domain, regarding the existence of *a national agency to implement a national migration policy* was the most frequently reported, globally, with 128 countries having such an institution (93%). A dedicated government agency refers to either a separate government entity (i.e., a ministry) or an entity such as a department or unit within a larger government agency. In CEE countries, the indicator is fully met by 36 of them (95%).

All CEE countries (10 countries) and 36 countries in Europe have *a national policy or strategy for regular migration routes*, including labour migration (in the world, the total number is 116 countries, representing 84% of them).

Integration refers to a two-way process of mutual adaptation between migrants and the societies in which they live, whereby migrants are incorporated into the social, economic, cultural and political life of the receiving community. It implies a set of common rights and responsibilities for migrants and communities and incorporates other related notions such as inclusion and social cohesion. Governments in 34 countries in Europe (8 CEE countries) reported the existence of *a national policy or strategy to promote the inclusion or integration of immigrants* (107 countries worldwide, representing 78% of their total).

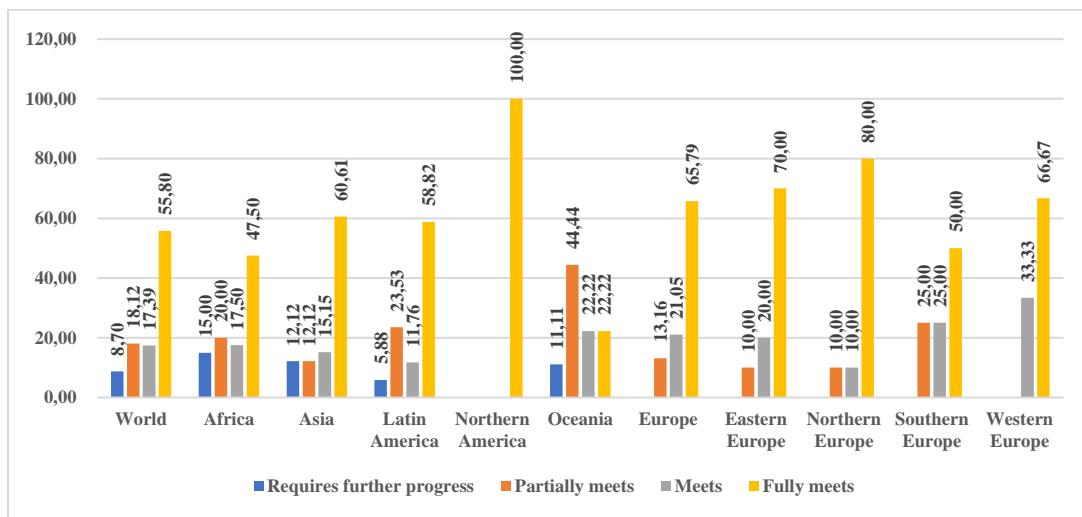


Figure 3: The extent to which countries have migration governance institutions, policies and strategies, 2021, %

Source: United Nations, International Organization for Migration, 2021

Gender-sensitive policies aim to ensure respect for the human rights of women, men, girls and boys at all stages of migration, according to their specific needs. Relatively few governments report having *formal mechanisms to ensure that migration policies are gender sensitive*, in other words, counting two-thirds of the world's countries (95 countries, 69%), this mechanism being slightly more present in Europe (reported by 29 of countries).

Also, 80% of governments indicated that they have *a mechanism to ensure that migration policy is informed by appropriately disaggregated data*. Disaggregation can be by age, gender, migration status, geographic location, income, education level and other relevant characteristics.

Domain 3 “Cooperation and partnerships” refers to government measures to stimulate cooperation and encourage the participation of people interested in something (in particular, a business). Most governments report that they have measures to promote cooperation and partnerships in the field of migration. More than three-quarters of governments reported that they met or fully met the domain's criteria (78%) (figure 4).

In terms of *specific policy measures to boost cooperation between countries* and encourage the inclusion and participation of stakeholders, 92% of governments (127 countries) indicated that

they have an *inter-ministerial coordination mechanism on migration* in countries across Europe reporting exceeding 95% (36 countries), and in CEE countries, 90% (9 countries).

A *bilateral coordination mechanism* with other countries operates in 125 countries of the world (91% of the 138 states). Such bilateral agreements on migration, including labour migration, are also reported by the governments of 35 European countries (92%) and 9 Eastern and Central European countries (90%). Almost 84% of governments stated that they have cooperation agreements with other countries on return and readmission, which means 116 countries in the world, in Europe all states (including CEE), having such agreements.

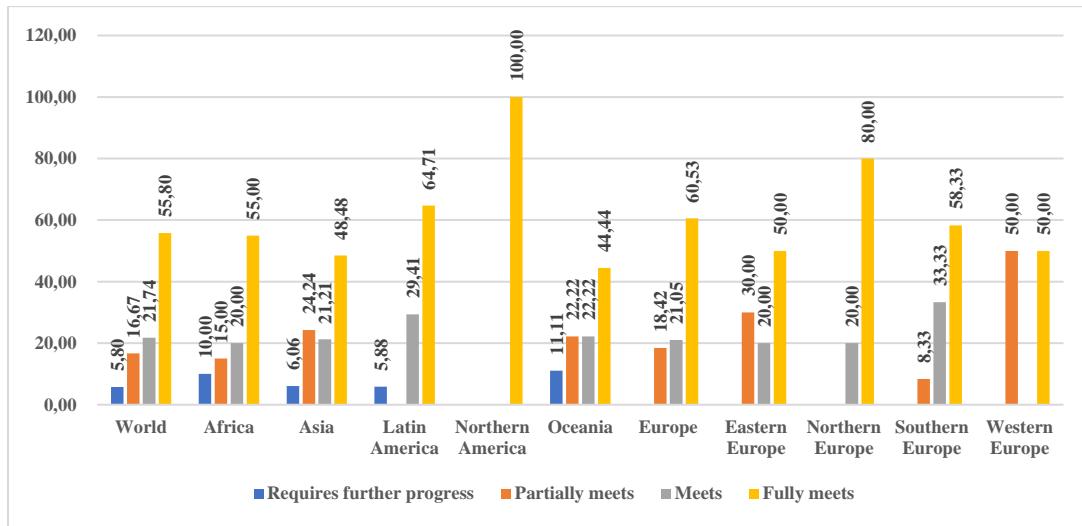


Figure 4: Cooperation and partnerships, 2021, %

Source: United Nations, International Organization for Migration, 2021

Regional agreements to promote mobility were reported by 74% of governments (102 countries), of which, in Europe 24 countries (63%), respectively, 6 CEE countries (60%).

Formal mechanisms for the involvement of civil society and the private sector in the formulation and implementation of migration policy can be found in 105 countries in the world (76%), in 34 European countries (89%), of which 8 countries (80%) are from ECE.

Domain 4 “Socio-economic well-being”

Countries reported that measures to promote socioeconomic well-being are lagging other policy areas. Globally, Domain 1 “Migrants’ rights” and Domain 4 “Socioeconomic well-being” had the lowest shares of governments reporting a wide range of policy measures: 62% and 63% respectively.

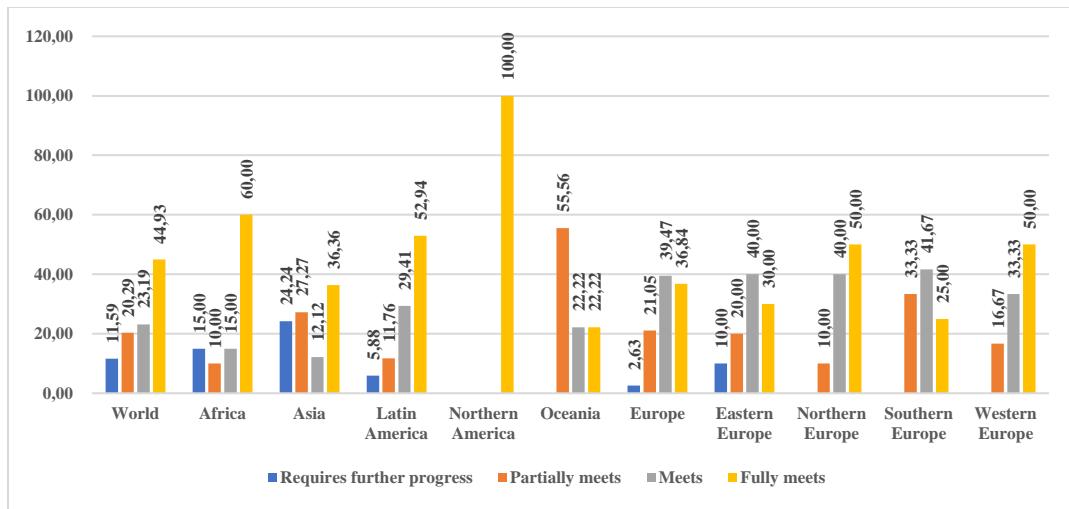


Figure 5: Socioeconomic well-being, 2021, %

Source: United Nations, International Organization for Migration, 2021

Periodic evaluations aimed at aligning labour migration policies with real and projected labour market needs are carried out in 95 countries in the world (69%), in 33 European countries (87%) and 7 Eastern European countries (70%). However, globally, 34 countries do not carry out such analyses to harmonize migration policies.

In order to facilitate the portability of social security benefits, a country must sign an agreement with at least one other country on the portability of at least one type of social security benefit. Only two-thirds of governments reported meeting this requirement, that is 92 countries worldwide (representing 67% of the 138), in Europe 79% of countries (30) having such an agreement and only 70% in CEE (7 countries) indicated that they had adequate measures in place.

More than 84% of the total of 138 countries considered (116 countries) have formalized (accredited) criteria for the recognition of foreign qualifications (degrees, skills and competences) acquired abroad, with European countries slightly exceeding this percentage (89%, 34 countries out of 38), but the proportion is lower in CEE countries (only 70% of the 10 countries).

Another sub-category is facilitating or promoting the flow of remittances. To this end there must be a government program currently in operation to: i) reduce the transaction costs of remittances; ii) increase the availability of remittance services; iii) improve the conditions under which remittances are sent; iv) support financial literacy and inclusion so that remittances are better used. If, globally, 91 countries (66%) have such programs, only 14 countries in Europe have a dedicated program in operation (37%), which clearly indicates that governments need to take additional measures to facilitate or promote the flow of remittances.

Promoting the fair and ethical recruitment of migrant workers involves combating abusive and fraudulent recruitment practices, including: i) deception regarding the nature and conditions of work; ii) taking possession of passports; iii) illegal salary deductions; iv) servitude for debts related to the reimbursement of recruitment fees; v) threats, if workers want to leave their employer, and; vi) instilling fears of subsequent expulsion. Meeting the criterion means that there is at least one government program currently in operation that focuses on migrant workers from the host country or nationals of the country working abroad (overseas workers). In the world, 112 countries apply programs of measures dedicated to this purpose (81%), in Europe 30 countries (79%) and in CEE 70%.

Domain 5” Mobility dimensions of crises” encompasses government measures needed to provide comprehensive responses to refugees and other forcibly displaced people. Reporting of policy measures to address the mobility dimensions of crises remains uneven. More than two-thirds of governments reported that they meet or fully meet the criteria for this area (68%) (fig. 6).

Taking into consideration specific policies, for the year 2021, the following have been reported:

1) The governments of 113 countries in the world (82%) declared that they *have a system for receiving, processing and identifying those forced to flee across international borders*, in Europe - 37 countries (97%), and in CEE - 9 countries (90%);

2) Emergency planning, which responds, through appropriate arrangements, to the basic needs (food, sanitation, education and medical care) of displaced populations, respectively those who have fled across international borders is ensured: globally, in 105 countries (76%), in Europe by 35 countries (92%) and in CEE by 8 countries (80%);

3) 73% of governments (101 countries) indicated that they have *specific measures to provide assistance to citizens resident (living) abroad in countries in crisis or post-crisis situations*; in Europe 29 countries (76%), of which 7 Eastern European countries (70%);

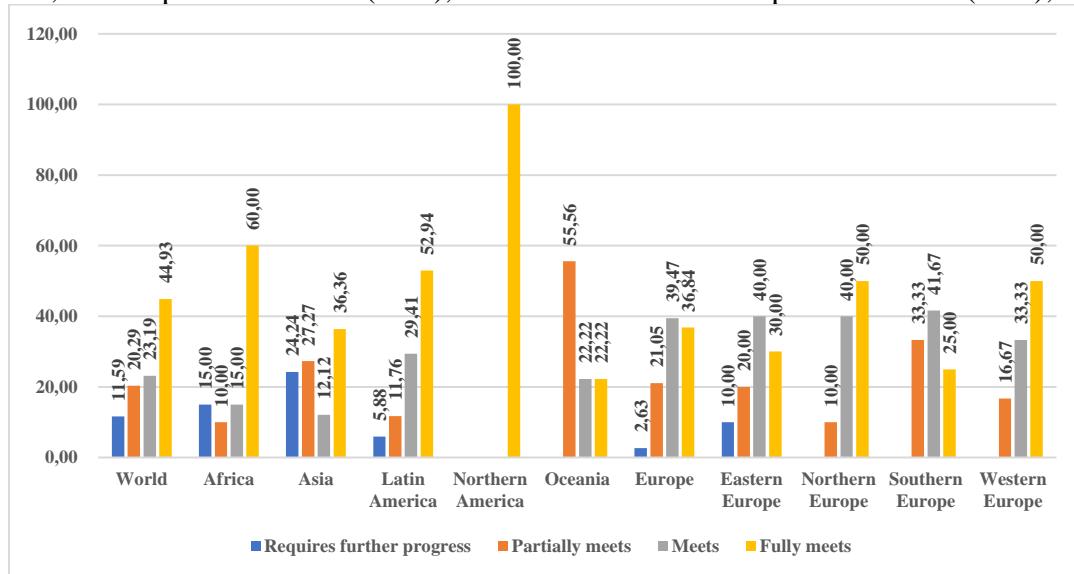


Figure 6: Mobility dimensions of crises, 2021, %

Source: United Nations, International Organization for Migration, 2021

4) A country must have a strategy to respond to and mitigate the risks associated with crises in the country itself, including the possibility of population movement across international borders to other countries. Approximately 60% of the world's states (83 countries) have *a national disaster risk reduction strategy with specific provisions for addressing the impact of disasters on displacement*, while only 45% of European states (17 countries) and 40% of Eastern European (4 countries) have specific provisions covering this category of policies;

5) Globally, 86% of governments reported granting *temporary residence or temporary protection to those forcibly displaced across international borders and those unable to return to*

their country of origin. This means 119 countries around the world, 35 countries being from Europe (92%), for those from the Eastern region the percentage is 80%.

Domain 6 “Safe, orderly and regular migration” covers government measures to address regular or irregular migration. Illegal migration refers to the movement of people outside the laws, regulations or international agreements governing entry into or exit from the country of origin, transit or destination. More than three-quarters of governments responded that they met or fully met the criteria for the field, with the majority (80%) considering promoting it as a priority (fig.7).

Globally, 91% (126 countries) of governments reported having *formal strategies to address human trafficking and migrant smuggling*, developed in-country and/or jointly with other relevant countries. All European countries have strategies dedicated to this purpose.

Eight out of ten countries in the world reported having provisions for *unaccompanied minors or separated children*. These could include: i) specialized procedures for identification, referral, care and family reunification; ii) legal assistance and; iii) specific visa and asylum procedures. Unaccompanied minors are children who have been separated from both parents and other relatives and are not cared for by an adult who, by law or custom, is responsible for the child. Separated children are children who have been separated from both parents or their previous primary legal or customary carer, but not necessarily from other relatives. For this subcategory, there are specific provisions in 116 countries of the world (84%), all countries in Europe meeting these criteria.

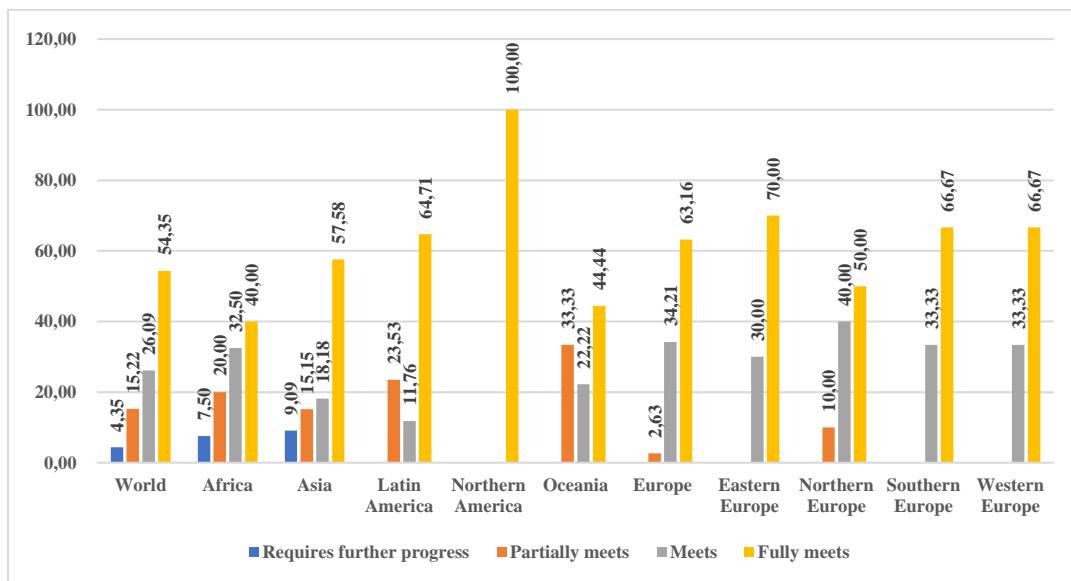


Figure 7: Safe, orderly and regular migration, 2021, %
Source: United Nations, International Organization for Migration, 2021

The situation is similar regarding the existence of *migration information and awareness campaigns*, which could include government websites, awareness-raising events and/or training courses on related topics before and after arrival in destination countries or after return.

More than three-quarters of all governments reported having a visa *overstay monitoring system* (111 countries, 80% of the total of 138 countries, 28 countries being from Europe (74% of them) and 8 (80%) from the CEE region.

Regarding pre-arrival authorization checks, these are carried out by 108 countries in the world (78%), 33 countries (87%) in Europe, and 9 countries in CEE.

4. Implementation of migration policies in European countries

4.1 Country and domain coverage of policy approaches under MiGOF 2021

The spatial analysis of the network of MiGOF policy approaches in 28 European countries (25 EU Member States and Great Britain, Norway and Switzerland) aims to explore the role and connections of these policy measures related to the areas identified under the indicator 10.7.2. The levels of political approaches in each of the 6 domains, for the year 2021, are structured into four steps as follows: 1) Policies that fully meet (satisfy) the requirements of the criterion, 2) Meet, 3) Partially meet and 4) Require additional progress in their fulfilment.

Differences in the measures applied are obvious between the analysed countries, reflecting national-level approaches determined by multiple factors, from the immigration or emigration status of the country, to the pursuit of attracting highly qualified labour or to facilitating the recognition of qualifications from abroad. The majority of countries appreciated the fulfilment of the criteria on the six policy domains (even if not fully), few being those that do not yet have policies that are only partially integrative of migrants (Table 1).

Table 1: SDG indicator 10.7.2 by European country and domains, 2021

Country	Overall 10.7.2 indicator	1. Migrant rights	2. Whole-of-govern/ Evidence-based policies	3. Cooperation and partnership	4. Socio-economic well-being	5. Mobility dimensions of crises	6. Safe, orderly, regular migration
BG	Partially Meets	Requires_progress	Fully_meets	Meets	Requires_progress	Requires_progress	Fully_meets
CZ	Meets	Meets	Fully_meets	Fully_meets	Meets	Fully_meets	Meets
HU	Meets	Partially_meets	Fully_meets	Partially_meets	Meets	Meets	Fully_meets
PL	Partially Meets	Meets	Meets	Partially_meets	Partially_meets	Fully_meets	Meets
RO	Meets	Partially_meets	Fully_meets	Fully_meets	Fully_meets	Fully_meets	Meets
SK	Partially Meets	Partially_meets	Meets	Meets	Partially_meets	Meets	Fully_meets
DK	Partially Meets	Meets	Meets	Fully_meets	Partially_meets	Partially_meets	Partially_meets
EE	Meets	Meets	Fully_meets	Meets	Meets	Fully_meets	Fully_meets
FI	Meets	Meets	Fully_meets	Fully_meets	Meets	Fully_meets	Fully_meets
SE	Meets	Meets	Fully_meets	Fully_meets	Meets	Meets	Meets
IE	Partially Meets	Meets	Partially_meets	Fully_meets	Partially_meets	Meets	Meets
LV	Meets	Meets	Fully_meets	Meets	Meets	Meets	Fully_meets
LT	Meets	Meets	Fully_meets	Fully_meets	Partially_meets	Fully_meets	Fully_meets
NO	Meets	Partially_meets	Fully_meets	Fully_meets	Fully_meets	Fully_meets	Meets
UK	Meets	Meets	Fully_meets	Fully_meets	Meets	Meets	Fully_meets
HR	Meets	Meets	Partially_meets	Meets	Meets	Meets	Fully_meets
EL	Meets	Meets	Fully_meets	Meets	Meets	Meets	Meets
IT	Partially Meets	Meets	Meets	Meets	Partially_meets	Partially_meets	Fully_meets
MT	Partially Meets	Partially_meets	Partially_meets	Fully_meets	Partially_meets	Fully_meets	Fully_meets
PO	Meets	Fully_meets	Fully_meets	Fully_meets	Fully_meets	Fully_meets	Meets
SI	Meets	Fully_meets	Meets	Fully_meets	Partially_meets	Partially_meets	Meets
ES	Meets	Meets	Fully_meets	Fully_meets	Fully_meets	Meets	Fully_meets
AT	Meets	Partially_meets	Fully_meets	Partially_meets	Fully_meets	Fully_meets	Fully_meets
BE	Meets	Fully_meets	Meets	Partially_meets	Meets	Fully_meets	Meets
FR	Meets	Meets	Fully_meets	Partially_meets	Fully_meets	Partially_meets	Meets
DE	Meets	Meets	Meets	Fully_meets	Fully_meets	Meets	Fully_meets
LU	Meets	Meets	Fully_meets	Fully_meets	Meets	Fully_meets	Fully_meets
CH	Meets	Fully_meets	Fully_meets	Fully_meets	Fully_meets	Meets	Fully_meets

Source: United Nations, International Organization for Migration, 2021

The best covered criteria concern *Domain 2 (Whole-of-govern/ Evidence-based policies)* and *Domain 3 (Cooperation and partnerships)*, in which 19 and respectively 18 states report full

fulfilment of the conditions; the least satisfactory situation is in relation to migrants' rights (only 4 countries meet the criteria in Domain 1). Portugal and Switzerland are the countries that fully meet the conditions in five areas, and Spain, Austria, Luxembourg, Romania, Finland, Lithuania, Norway reported their achievement in four of the areas. The least satisfactory situation is in Bulgaria (where further progress is needed in three areas, a partial fulfilment of the criteria is found in four areas in Denmark).

Looking in more detail at the sub-categories of each field, according to the UN data (Table A.1, Appendix), in fewer countries a stage of fully meet of the conditions necessary for good governance has been reached, for which further measures are required.

In *Domain 1*, all immigrants – regardless of status (legal or not) – benefit from *essential and/or emergency medical care and have equal access to justice*. *Public education* is provided to all immigrants, except in Hungary, Romania, Slovakia and Austria, where only those who arrived legally benefit from it. In general, *social security policies* are aimed at legal immigrants, with fewer countries (Portugal, Slovenia, Spain, Belgium, Luxembourg and Switzerland) having social protection programs for all foreigners.

For *Domain 2*, countries reported the highest degree of fulfilment of the criteria. Thus, there are *national agencies to implement the national migration policy* in all countries (less so in Italy and Slovenia). All countries have implemented *a national policy or strategy for regular migration routes*, including labour migration (excepting Croatia and Malta), while also having *a national policy or strategy to promote the inclusion or integration of immigrants* (excepting Poland) and a mechanism to ensure that migration policy is informed by properly disaggregated data (excepting, Ireland). Five countries out of 28 have no formal *mechanisms to ensure that migration policies are gender sensitive* (Slovakia, Ireland, Croatia, Belgium, Germany).

Domain 3: All countries have cooperation agreements with other countries on return and readmission, inter-ministerial coordination mechanisms in the field of migration (excepting Belgium) *as well as a bilateral coordination mechanism/agreement with other countries* (excepting Poland and Austria). Conversely, *several countries do not have regional agreements to promote mobility* (Hungary, Poland, Estonia, Croatia, Greece, Austria, Belgium, France) and a few (countries) *do not have formal mechanisms to involve civil society and the private sector in the formulation and implementation of migration policy* (Hungary, Slovakia, Austria, France).

Domain 4: Formalized criteria (accreditation) for the recognition of qualifications (degrees, skills and competences) acquired abroad are reported to be met by all governments except Poland. In contrast, there is *no government program to facilitate or promote the flow of remittances in more than half of the countries analysed*. In most of them, *periodic assessments are carried out with the aim of aligning labour migration policies* with the real and projected needs of the labour market (Slovakia, Sweden, Italy), there are agreements *to facilitate the portability of social security benefits* (excepting Ireland and Slovenia) or *programs to promote fair recruitment of migrant workers* (excepting Poland, Slovakia, Lithuania).

Domain 6: A significant number of countries do not have a system for the monitoring visa overstays (Czech Republic, Poland, Ireland, Norway, Sweden, Greece, Portugal, France). All countries, however, *have provisions for unaccompanied minors and formal strategies to tackle human trafficking and migrant smuggling, while conducting migration information and awareness campaigns and pre-arrival authorization checks* (excepting Belgium).

4.2 Modelling the Migration Policy Network

Graph-based network analysis plays a central role in conveying information across multiple domains of people's lives and activities. A graph is a graphical representation of a network made up of a set of vertices (nodes) - in this case, migration policies, linked together by the set of edges (connections). The purpose of building the network of connections between the levels of political approaches specific to the six domains is to highlight their position and importance, as well as their differentiation within distinct communities (groups), depending on the size of the nodes (more influential policies the larger the nodes) and the distance between them (the shorter the distance, the stronger the connection). For this, we used several specific procedures, then selecting the network with the highest modularity, namely the one obtained by the Louvain algorithm (modularity = 0.11042).

The network is undirected, the relationship between the connected nodes being reciprocal, and consisting of 129 connections between 21 migration policies, separated in a tricomunity structure.

A community is defined as a group of nodes that are specifically connected to each other and weakly connected to the rest of the network. In this case, certain policies in various domains are related to/with others in other domains. Nodes from one group (community) are not found in another (with one exception), but ensuring links between nodes belonging to different communities, respectively the connections between them. We can thus distinguish intermediary nodes, through which communities connect with each other, and border nodes, which ensure the connection of nodes within a community with the interaction area between communities (and, essentially, with nodes from other communities), without however excluding the two types (Cruz et al, 2012).

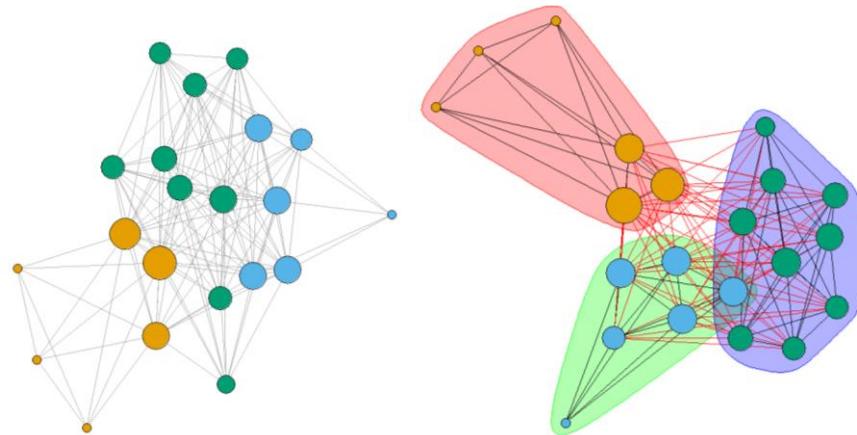


Figure 8: The three communities in the network structure based on the Louvain algorithm

Source: Elaborated in R

A community is defined as a group of nodes that are specifically connected to each other and weakly connected to the rest of the network. In this case, certain policies in various domains are related to others in other domains. Nodes from one group (community) are not found in another (with one exception), but ensuring links between nodes belonging to different communities, respectively the connections between them. We can thus distinguish intermediary nodes, through which communities connect with each other, and border nodes, which ensure the connection of nodes within a community

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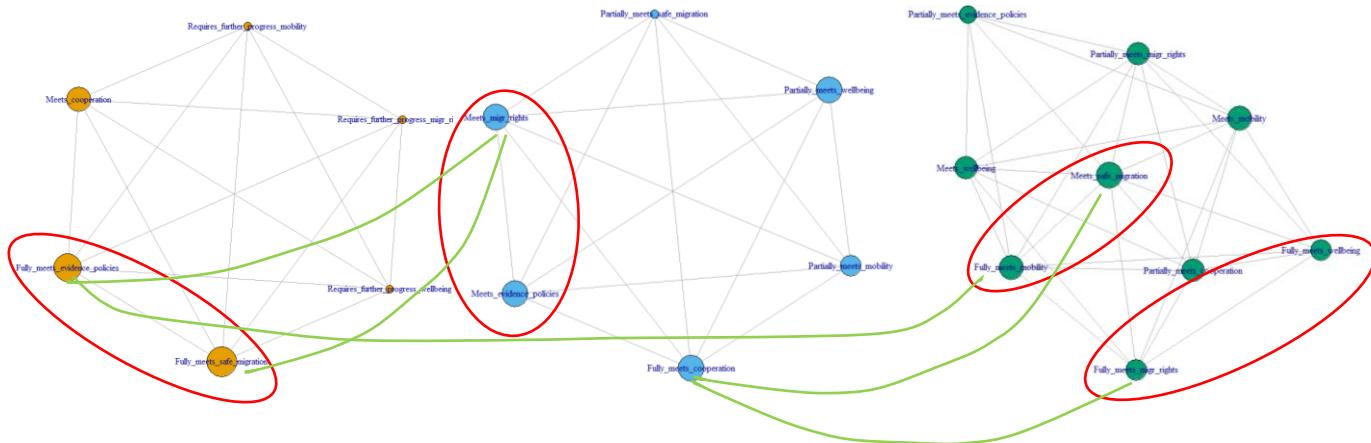


Figure 9. The three communities in the network structure based on the Louvain algorithm

Source: Elaborated in R

The first community (consisting of 6 orange nodes) includes, as more important border nodes, the measures that fully respond to safe migration and those that fully respond to policy evidence. The measures that Fully meets evidence policies, as intermediate nodes, are connected to the policies that respond to migrant rights from the second community and to those that Fully meets mobility from the third community.

In the second community (6 blue nodes), the most influential policies (border nodes) are represented by the measures that respond in the field of Government policies and in the field of migrant rights, these are also intermediary nodes with the measures that fully respond to safe migration, thus ensuring connections with the first community.

In the third community (9 green nodes), the largest border nodes between which the distances are the shortest are represented by three pairs of measures: those that Fully meets mobility with Respond to Safe Migration, those that Meets mobility and Meets wellbeing and Fully rights with Fully wellbeing respectively. At the same time, the measures that Fully meets migrant rights and the safe migration policies connect with the second community, through the policies that Fully meets cooperation.

5. Conclusions

International migration is explicitly included among the objectives of the 2030 Agenda for Sustainable Development, through its Target 10.7 requiring countries to take measures to facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned migration policies and well managed. Seen as a major driving force for increasing people's well-being, their quality of life, the extent and way the Sustainable Development Goals (SDGs) incorporate the transformative reality of migration are useful tools in tracking the multiple effects induced by the increasingly significant flows of people (Adger et al 2019). Within this target, the indicator 10.7.2 directly aims at ensuring a Safe, Orderly, Regular and Responsible Migration and mobility of people.

This imposed the need to pursue some political measures that highlight the conditions for the integration of immigrants in the countries of destination. The MiGOF operational framework constituted the basis for the establishment of key areas and indicators, as a tool to identify concrete measures and actions, necessary to be undertaken to meet the proposed general objective. Following the surveys carried out through the international migration module of the United Nations, in 2018-2019 and 2020-2021, 30 indicators were established under six political areas, from the aggregation of which the general indicator 10.7.2 resulted and partial indicators by domain for 138 countries (out of a total of 197 countries surveyed). Their analysis shows a non-uniformity in political approaches between large geographical regions, the most vulnerable areas, whose performance is further from expectations, being represented by the rights of migrants, and ensuring the economic and social well-being of migrants.

The situation is heterogeneous in European countries, where the subcategories with performances further from expectations are related to the social insurance requirements of immigrants (Domain 6), to the existence of a national strategy to reduce the risk of disasters in the situation of population immigration (Domain 5), a functional government program to facilitate and promote the flow of remittances (Domain 4). Analysing the network configuration structure of these immigration policies, on the example of 28 European countries, can be useful in outlining their importance beyond political and economic characteristics. This illustrates the fact that the governance of migration is of real practical interest for all European states, but the problem that arises is the identification of those areas and sub-areas of integration policies that could contribute as significantly as possible to superior performance for migrants, for civil society, for the economy of each country.

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Annex

Table A.1: SDG indicator 10.7.2. by European country and domain sub-category, 2021

Dom	Subcategory	BG	CZ	HU	PL	RO	SK	DK	EE	FI	IE	LV	LT	NO	SE	UK
1. Migrant rights	Essential and/or emergency health care		Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all
	Public education		Yes, all	Yes, leg	Yes, all	Yes, legal	Yes, legal	Yes, all	Yes, legal	Yes, all	Yes, all					
	Equal pay for equal work		Yes, all	Yes, leg	Yes, all	Yes, legal	Yes, legal	Yes, all	Yes, legal	Yes, all	Yes, all	Yes, all	Yes, all	Yes, legal	Yes, all	Yes, legal
	Social security		Yes, legal	Yes, leg	Yes, leg	Yes, legal										
	Access to justice		Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all
2.	A dedicated Government agency to implement national migration policy	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
	A national policy or strategy for regular migration pathways, including labour migration	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
	A national policy or strategy to promote the inclusion or integration of immigrants	Yes	Yes	Yes	No	Yes										
	Formal mechanisms to ensure that migration policy is gender responsive	Yes	Yes	Yes	Yes	Yes	No	..	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes
	A mechanism to ensure that migration policy is informed by data, disaggregated	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes
3. Cooperation and partnership	An inter-ministerial coordination mechanism on migration	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
	Bilateral agreements on migration, including labour migration	Yes	Yes	Yes	No	Yes										
	Regional agreements promoting mobility	..	Yes	No	No	Yes	Yes	Yes	No	Yes	Yes	..	Yes	Yes	Yes	Yes
	Agreements for cooperation with other countries on return & readmission	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
	Formal mechanisms to engage civil society and the private sector in the formulation and implementation of migration policy	Yes	Yes	No	Yes	Yes	No	Yes								

Dom	Subcategory	BG	CZ	HU	PL	RO	SK	DK	EE	FI	IE	LV	LT	NO	SE	UK
4	Align, through periodic assessments, labour migration policies with actual and projected labour market needs	..	Yes	Yes	Yes	Yes	No	Yes	No	Yes						
	Facilitate the portability of social security benefits	..	Yes	No	Yes	Yes	Yes	Yes	Yes							
	Facilitate the recognition of skills and qualifications acquired abroad	..	Yes	Yes	No	Yes										
	Facilitate or promote the flow of remittances	..	No	..	No	Yes	No	..	No	No	No	No	No	Yes	Yes	No
	Promote fair and ethical recruitment of migrant workers	..	Yes	Yes	No	Yes	No	..	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes
5	System for receiving, processing and identifying those forced to flee across international borders	..	Yes													
	Contingency planning for displaced populations in terms of basic needs such as food, sanitation, education and medical care	..	Yes													
	Specific measures to provide assistance to citizens residing abroad in countries in crisis or post-crisis situations	..	Yes	No	Yes	Yes	Yes	..	Yes							
	A national disaster risk reduction strategy with specific provisions for addressing the displacement impacts of disasters	..	Yes	Yes	Yes	Yes	Yes	..	Yes	No						
	Grant permission for temporary stay or temporary protection for those forcibly displaced across international borders and those unable to return	..	Yes	Yes	Yes	Yes	Yes	No	..	Yes	Yes	No	Yes	Yes	Yes	Yes
6	System to monitor visa overstays	Yes	No	Yes	No	Yes	Yes	..	Yes	Yes	No	Yes	Yes	No	No	Yes
	Pre-arrival authorization controls	Yes	Yes	Yes	Yes	Yes	..	Yes	..	Yes						

Dom	Subcategory	BG	CZ	HU	PL	RO	SK	DK	EE	FI	IE	LV	LT	NO	SE	UK
	Provisions for unaccompanied minors or separated children	Yes														
	Migration information and awareness-raising campaigns	Yes														
	Formal strategies to address trafficking in people and migrant smuggling	Yes														

Source: United Nations, Department of Economic and Social Affairs, Population Division and International Organization for Migration (IOM) (2021).

Table A.1: SDG indicator 10.7.2. by European country and domain sub-category, 2021 (continued)

Dom	Subcategory	HR	EL	IT	MT	PO	SI	ES	AT	BE	FR	DE	LU	CH
1. Migrant rights	Essential and/or emergency health care	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all
	Public education	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, legal	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all
	Equal pay for equal work	Yes, all	Yes, legal	Yes, all	Yes, all	Yes, all	Yes, all	Yes, legal	Yes, legal	Yes, all	Yes, all	Yes, all	Yes, legal	Yes, all
	Social security	Yes, legal	Yes, legal	Yes, legal	..	Yes, all	Yes, all	Yes, all	Yes, legal	Yes, all	Yes, legal	Yes, legal	Yes, all	Yes, all
	Access to justice	Yes, all	Yes, all	Yes, all	..	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all	Yes, all
2	A dedicated Government agency to implement national migration policy	Yes	Yes	No	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
	A national policy or strategy for regular migration pathways, including labour migration	No	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
	A national policy or strategy to promote the inclusion or integration of immigrants	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
	Formal mechanisms to ensure that the migration policy is gender responsive	No	Yes	Yes	..	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
	A mechanism to ensure that migration policy is informed by data, appropriately disaggregated	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	No	Yes	Yes
3	An inter-ministerial coordination mechanism on migration	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes
	Bilateral agreements on migration, including labour migration	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes
	Regional agreements promoting mobility	No	No	..	Yes	Yes	Yes	Yes	Yes	No	No	No	Yes	Yes
	Agreements for cooperation with other countries on return and readmission	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
	Formal mechanisms to engage civil society and the private sector in the	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	No	Yes	Yes

Dom	Subcategory	HR	EL	IT	MT	PO	SI	ES	AT	BE	FR	DE	LU	CH
	formulation and implementation of migration policy													
4	Align, through periodic assessments, labour migration policies with actual and projected labour market needs	Yes	Yes	No	Yes									
	Facilitate the portability of social security benefits	Yes	Yes	Yes	..	Yes	No	Yes						
	Facilitate the recognition of skills and qualifications acquired abroad	Yes												
	Facilitate or promote the flow of remittances	..	No	No	No	Yes	No	Yes	Yes	No	Yes	Yes	No	Yes
	Promote fair and ethical recruitment of migrant workers	Yes	Yes	Yes	..	Yes								
5	System for receiving, processing and identifying those forced to flee across international borders	Yes												
	Contingency planning for displaced populations in terms of basic needs such as food, sanitation, education and medical care	Yes	No	Yes	Yes	Yes	Yes							
	Specific measures to provide assistance to citizens residing abroad in countries in crisis or post-crisis situations	Yes	Yes	No	Yes	Yes	No	Yes						
	A national disaster risk reduction strategy with specific provisions for addressing the displacement impacts of disasters	No	No	No	Yes	Yes	No	..	Yes	Yes	No	No	Yes	No
	Grant permission for temporary stay or temporary protection for those forcibly displaced across international borders and those unable to return	Yes												
6	System to monitor visa overstays	Yes	No	Yes	Yes	No	No	Yes	Yes	Yes	No	Yes	Yes	Yes
	Pre-arrival authorization controls	Yes	No	Yes	Yes	Yes	Yes							
	Provisions for unaccompanied minors or separated children	Yes												
	Migration information and awareness-raising campaigns	Yes												
	Formal strategies to address trafficking in people and migrant smuggling	Yes												

Source: United Nations, Department