



## Advancing Alternative Migration Governance



### Piloting Indicators in the Netherlands, Spain and Turkey, AdMiGov Deliverable 7.3

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# D7.3 Piloting Indicators in the Netherlands, Spain and Turkey

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## Abstract

This paper is the third in a series of publications documenting the process of developing new indicators to better measure good migration governance. The first two publications on the elaboration of the AdMiGov indicators were dedicated to conceptualizing (Pasetti, 2019) and to developing the initial set of indicators (Pasetti and Lebon-McGregor, 2021). The present paper documents and explains the third stage of research, namely the piloting of the AdMiGov indicators in the Netherlands, Turkey, and Spain. The pilot of the AdMiGov indicators has reinforced their value as an indicator set addressing existing literature gaps and promoting better connections between evidence, norms and practices in the field of migration. In-case and comparative insights gathered during the pilot allowed the review and finetuning of the initial set of AdMiGov indicators and highlighted their main strengths and weakness. Despite some limitations related to the specific perspective of “good migration governance”, on the one hand, and the scope of analysis, on the other, the AdMiGov indicators have proven to be an innovative and flexible tool for diagnosing countries’ migration governance systems, identifying main gaps, including: 1) normative gaps of compliance with global standards (GCM, GCR and SDGs); 2) implementation gaps between formal regulatory frameworks (“on paper”) and practical implementation (“in practice”); and 3) thematic gaps related to specific aspects and dimensions in need of improvement. The AdMiGov indicators provide a strong evidence base that can be used for different purposes and by different actors to advocate for, and implement, policy change.

# 1. Measuring Good Migration Governance

## 1.1. Introduction

The 2016 New York Declaration (NYD), the 2018 Global Compact for Safe, Orderly and Regular Migration (GCM) and the Global Compact on Refugees (GCR), along with Agenda 2030 and, especially target 10.7<sup>1</sup> of the Sustainable Development Goals (SDGs) recognise the failure of the current global system of migration governance and the need to centre migrant and refugee protection in a new approach. At the same time, the NYD spelled out the need for new and alternative solutions to realize this goal. If new migratory challenges call for new policy solutions, then, from a research perspective, such solutions demand new tools of diagnosis of migration governance.

The array of analytical tools employed by scholars and professionals to assess the quality and functioning of migration governance – commonly known as “indicators of good migration governance”<sup>2</sup> – appears insufficient to account for the growing complexity of migration governance, especially given the scale and nature of recent migratory crises. The toolbox currently available overlooks important dimensions of migration governance, being mainly geared towards policy-outputs regulating the entry of specific categories of migrants’. Simply put, evaluating good migration governance has meant basically an assessment of the formal policy framework regulating international migration. However, migration governance *praxis* has remained out of the lens of analysis. Evaluating migration governance “on paper” but not “in practice” turns into a trivial exercise that analyses what should be happening, as opposed to what is actually happening (Pasetti and Cumella de Montserrat, 2021).

From this theoretical departure point, the AdMiGov indicators introduce an alternative way of evaluating good migration governance, which places the principles of migrant protection and sustainable development at its normative core and broadens the analytical scope to the ground of practice. While the scope of the indicators is limited to what would generally be referred to as “countries of destination”, by taking a clear normative stance, we attempt to develop a tool that can help cast the analytical lens of focus beyond the critique often levied against migration governance, which is that it primarily reflects the interests of (developed) countries of destination (cf. Piper and Grugel, 2015; Lebon-McGregor, 2020; Rahim et al., 2021).

The first two publications on the elaboration of the AdMiGov indicators were dedicated to conceptualizing (Pasetti, 2019) and to developing the initial set of indicators (Pasetti and Lebon-McGregor, 2021). This paper documents and explains the third stage of research, namely the piloting of AdMiGov indicators in The Netherlands, Turkey, and Spain. To set the scene, this introductory section summarises the conceptualization (Section 1.2) and operationalization (Section 1.3) processes

<sup>1</sup> Target 10.7 of the SDGs is to ‘facilitate orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies’ (UN, 2015).

<sup>2</sup> Existing indicator sets include, for example, the Migration Governance Index (MGI) developed by the International Organization for Migration (IOM) or the indicators on Policy and Institutional Coherence for Migration and Development (PICMD) indicators developed through the World Bank’s Knowledge Partnership on Migration and Development (KNOMAD). See Pasetti (2019) for a literature review of the main sets of indicators of good migration governance.

that underpinned the development of the AdMiGov indicators (Section 1.4)<sup>3</sup>. Section 2 delves into the piloting exercise in the three selected countries, clarifying the methodology followed, and presenting the main (in-case and comparative) insights. Building on these insights, Section 3 presents the revised and final version of AdMiGov indicators, pinpointing the main changes realized. Concluding remarks reflect on what AdMiGov indicators can – and cannot – tell us about good migration governance.

## 1.2. Conceptualizing Good Migration Governance

Governance has gradually replaced the concept of government to capture the new kinds of relationships that exist between state and society and that have followed the transformation of state sovereignty and government power beyond its traditional areas of action (cf. Rhodes, 1997; Daly, 2003; Kjaer, 2005; Jessop, 2004; Newman, 2005; Kennett, 2008). Accordingly, governance is dispersed, diverse, and contested: dispersed because governments are gradually yielding control over policy processes, often to the private sector (Bevir, 2010; Robichau, 2011); diverse because of the increasing heterogeneity of actors involved in the policy arena, across different layers (Daly, 2003) and contested because such actors often hold different interests, values, and power resources (Koenig-Archibugi, 2003).

Analytically, governance is a multidimensional concept that can be addressed both as system and as process. As system, the dispersed, diverse and contested complexity of governance can be factorized into four constitutive elements, individually necessary and jointly sufficient to describe it: *actions*, through which governance is materialized (i); *actors*, who bring about such actions (ii); *relations* among the actors involved (iii); and *resources*, on which governance draws upon (iv). Drawing on the research on the policy cycle (cf. Knoepfel et al., 2007), governance is also a process comprised of four sequential stages: *formulation*, when decisions are cogitated and agreed (i); *promulgation*, in which decisions agreed are formalized (ii); *implementation*, when decisions are put in practice into concrete actions (iii); *evaluation*, when the actions undertaken are assessed (iv). Accordingly, we can conceive governance as the dispersed, diverse, and contested multidimensional system and process of governing in the post-state world. By applying this definition to the field of migration, we define **migration governance (MG)** as the *dispersed, diverse and contested multidimensional system and process of governing international migration*.

The characteristics of international migration as an “object” of governance determine specific attributes of migration governance. Firstly, the different phases of the migratory trajectory allow us to identify distinct areas or sites where migration governance operates, namely: at entry, at exit and for circular (and temporary) movements. Although (re)integration is also part of the migration trajectory, we focus primarily on the policies and practices that occur around the border of a country: who may enter or conversely is compelled to leave, and what conditions govern these movements. While we recognise that migratory movements, and accordingly their governance, are deeply embedded in political structures, and that governance cannot be discussed without due recognition of the power dynamics that drive it, using indicators to diagnose problems in the manifestation of

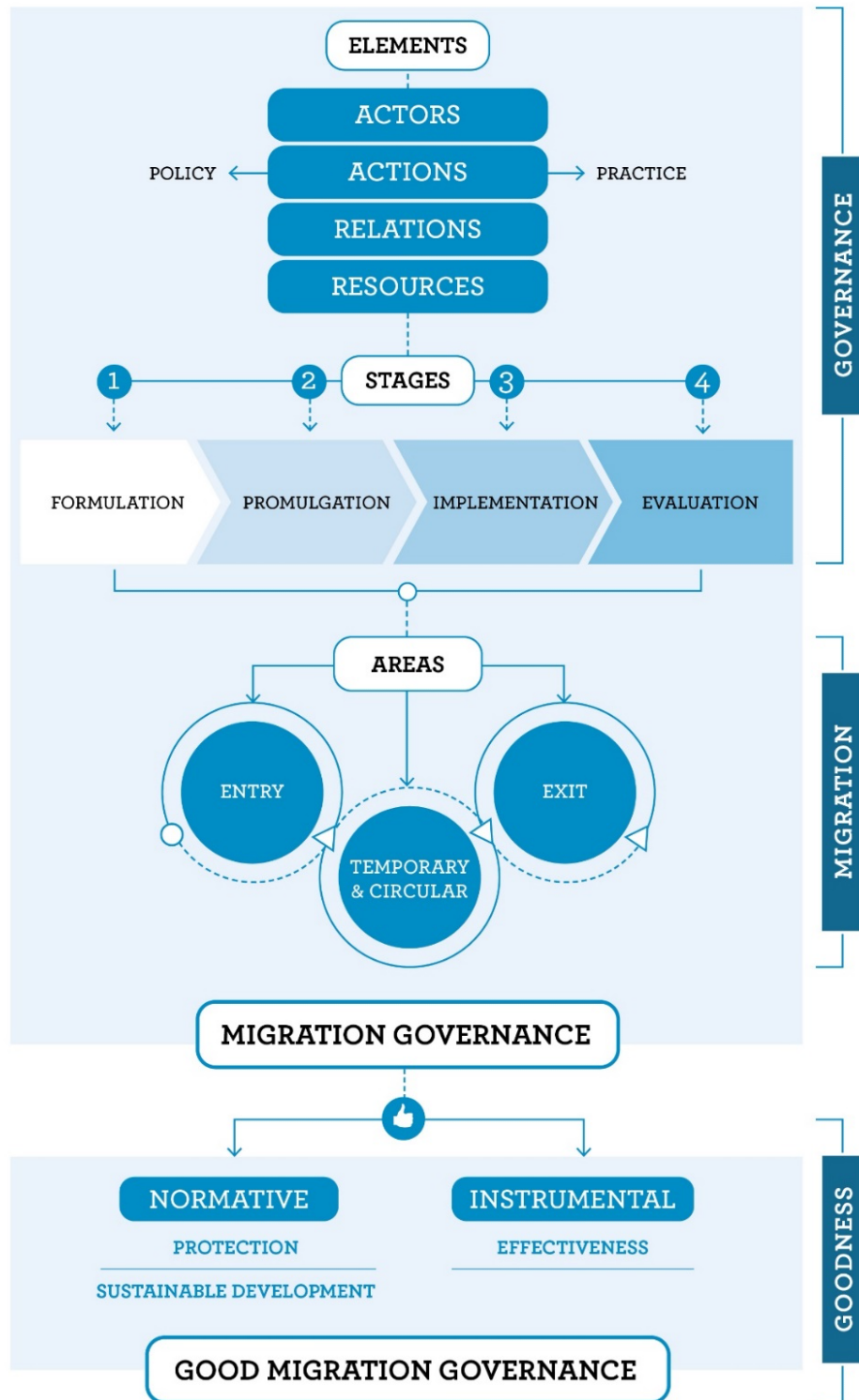
<sup>3</sup> This section refers to and summarizes Pasetti and McGregor (2021).

governance around the borders can be a first step in systematically identifying the structural issues that are at odds with what we define as the principles of ‘good’ migration governance.

The passage from migration governance to “good” migration governance requires the adoption of normative criteria against which “goodness” can be assessed. In doing so, AdMiGov focuses on two main criteria: the principle of migrant and refugee protection and the principle of sustainable development laid out in the New York Declaration (NYD), the Global Compact on Refugees (GCR), the Global Compact for Safe, Orderly and Regular Migration (GCM), and the UN 2030 Agenda for Sustainable Development. In line with the overall project’s rationale, however AdMiGov indicators approach these principles from a holistic and bottom-up perspective that broadens their meanings, especially since global norms and standards still reflect the outcomes of state-led negotiations. Accordingly, protection refers to the extent to which a system of migration governance is able to ensure the protection of migrants, both formally and substantially. From this perspective, protection does not only concern the formal architecture of rights, but an array of formal and informal practices that cover a wide range of issues (e.g., reception, health care, human rights, etc.) as well as different contexts (at origin and destination), levels (supranational, national, and local) and concerns (from ensuring migrants’ access to rights, to the delivery of humanitarian assistance to asylum seekers). In the same line, the principle of Sustainable Development is understood holistically as heading towards the reduction of inequalities and to leave “no one behind”. It is a multifaceted principle that addresses economic inequality, political instability, and development as root causes of migration, but also the other way around, namely migration and migrants as potential remedies for these root causes (SDG 10.7). Migrants are also clearly identified as a group at risk of being ‘left behind’ through exclusionary practices on the ground. By adopting an approach that focuses first and foremost on migrant protection, AdMiGov place people at the centre of what good governance means.

On this basis, AdMiGov defines **good migration governance (GMG)** as the ***dispersed, diverse, and contested multidimensional system and process of governing international migration, ensuring migrant protection and sustainable development.*** Figure 1 presents the conceptualization process and features of good migration governance applied by AdMiGov.

FIGURE 1: ADMIGOV CONCEPTUALIZATION OF GOOD MIGRATION GOVERNANCE





### 1.3. Operationalizing Good Migration Governance

The conceptual attributes of good migration governance can be operationalized into specific dimensions and categories to provide an analytical framework to assess good migration governance. In line with the analytical standpoint outlined in previous WP7 deliverables (see Pasetti, 2019 and Pasetti and Lebon-McGregor, 2021), the AdMiGov indicators were built at the state-level. While acknowledging the multi-level and multi-actor nature of migration governance, we also recognise that states are generally the central actors in migration governance. In this section we further disaggregate the following components of good migration governance: 1) elements; 2) stages; 3) areas; 4) principles. We conclude with a reflection of how the indicators consider different target populations.

#### Elements

The first dimension refers to the constitutive **elements** of migration governance. As detailed in Pasetti and Lebon-McGregor (2021): *actors* are broadly understood as including both the state and non-state; public and private; and individuals and institutions; that are involved in migration governance. *Relations* capture both formal and informal ties among actors. *Resources* refer to both the monetary and non-monetary means of enacting migration governance. *Actions* embrace both the domain of policy and that of practice.

Actors	Relations	Resources	Actions
Single/collective, state/non-state and public/private actors involved in the different stages and levels of migration governance.	Formal and informal links and relationships among actors involved in migration governance.	Material and immaterial means and assets dedicated to the governance of international migration.	<i>Policies and practices</i> through which migration governance objectives and actors' goals preferences are carry out.

#### Stages

The second dimension captures temporality in the process of migration governance, drawing largely on the policy process literature, while recognising that reality is often not as linear. Accordingly, this dimension identifies different **stages** of governance, from the moment in which a migration-related matter is acknowledged and a related solution is formally defined (i.e. *formulation* and *promulgation*) to the moment in which the specific actions are put into practice (i.e. *implementation*) and, ideally, *evaluated*.

Formulation	Promulgation	Implementation	Evaluation
Stage of decision-making and policy-discussion.	Stage of formal issuing of the decision undertaken (output).	Stage of execution and putting into practice of the output undertaken.	Stage of control and assessment of the output implemented.

#### Areas

The third dimension identifies the main **areas** of functioning of migration governance, namely entry, exit and temporary and circular migration; each of which is then broken down into sub-areas, following the empirical insights gathered during the AdMiGov project's fieldwork and in line with the standard procedure in the creation of indicators (Beine et al., 2016).

Entry	Temporary and circular migration	Exit
Pre-entry	Circular schemes	Border management
Border management	Temporary schemes	Pre-removal detention
Arrival and reception		Forced return
Detention at arrival		Assisted return
		Reintegration

### Principles of Goodness

As regards the principles of “protection” and “sustainable development” against which the “goodness” of migration governance is evaluated, they are operationalized into concrete standards, whose main sources are the New York Declaration (NYD), the Global Compact for Safe, Orderly and Regular Migration (GCM), the Global Compact on Refugees (GCR) and Agenda 2030 and the Sustainable Development Goals (SDGs). These sources build on and complement other international standards regarding migrant protection, asylum and refugee, human rights as well as sustainable development. On the one hand, the capacity of migration governance actors and systems to abide by such principles – it’s *goodness* – is appraised comprehensively in all its dimensions (elements and stages); on the other, it is evaluated both “on paper” and “in practice”, namely in relation to both its formal regulatory framework and its practical (and also informal) implementation. Furthermore, in recognition of the fact that migration is often coupled with development, through for instance, the coupling of development aid with compliance on migration related objectives, a number of indicators were also developed to capture the increasingly dense and problematic relations between international migration and wealth conditions across countries, identified in the work of WPs 1-6.

### Target Populations

Although not included in the conceptual framework, the last analytical dimension refers to the variety of legal-administrative categories usually employed by states in governance systems to target migrant population. In this regard it is worth stressing that, despite recognizing the mixed nature of human mobility (e.g., Richmond, 1994; UNGA 2013; UNHCR, 2007; van Hear, 1998) and the risks associated with adopting policy-categories, they represent indispensable heuristic tools to build the indicators’ structure. Since the goal of the indicators is to evaluate the functioning of migration governance and, this generally is constructed around said policy categories, discarding them would drastically limit the analytical value of the indicators.

Migrant workers	Family migrants	Migrants related to International protection	Migrants in irregular situation
High-skilled migrants	Person(s) requesting reunification	Asylum seekers	Overstayed visa
Low-skilled migrants	Person(s) to be reunified	Refugees	Irregular entry
Temporary migrant workers		B. of complementary protection	
Long-term migrant workers		B. of humanitarian protection	

### Indicator Design

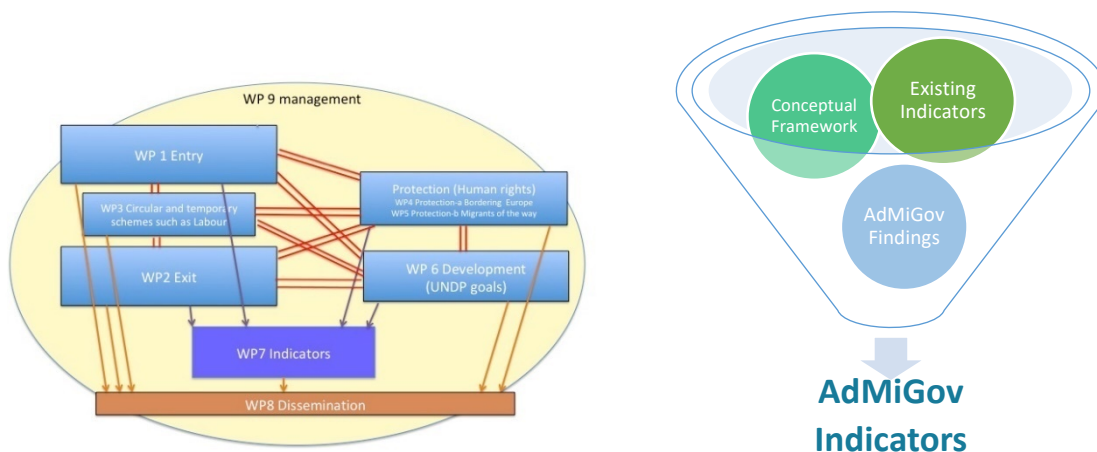
In addition to the analytical categories defined above, another key stage of operationalizing good migration governance includes establishing a structure and format for the indicators. To ensure a valid and robust evaluation AdMiGov applies a standardized questionnaire. Following one of the standard procedures in the literature (Beine et al., 2016), the assessment method is based on a 0-100 scoring system, applied to the whole questionnaire. Each indicator is formulated as a question relating to a

specific element of the migration governance system. The score attributed (based on the provided answer) captures the extent to which the benchmark has been achieved. This benchmark is established on the basis of the aforementioned international standards, complemented with empirical insights (especially from the AdMiGov project's fieldwork). A score of one hundred (100) means the benchmark is fully achieved and zero (0) means they are fully unmet.

## 1.4. Developing indicators of Good Migration Governance

The AdMiGov operational dimensions, as described in Section 1.3, represent the basis upon which the indicators were built. The indicator development process followed a research design combining deductive and inductive logic (Figure 2). During the first stage of indicator development, the conceptual framework served as a tool for identifying relevant indicators from a literature review on indicators in migration studies (see Pasetti, 2019). Subsequently, the dimensions provided guidelines for the construction and organization of new indicators that built upon the empirical insights gathered during the project's fieldwork.<sup>4</sup> These *ex-novo* indicators were, therefore, inductively created based on the project's empirical findings. Finally, we merged both sets of indicators into a comprehensive set, representing the AdMiGov dataset of indicators of good migration governance. Before finalizing the set, however, the preliminary indicator set was subject to several rounds of review by the AdMiGov consortium. It is noteworthy that, while starting out from deductive logic, the indicator set morphed into a primarily new set of indicators based on inductive logic. In other words, most of the existing indicators did not fit our conceptual or analytical framework, and accordingly were either refined or rejected during the consultation rounds. The first version of the AdMiGov indicators was published in Pasetti and Lebon-McGregor (2021).

FIGURE 2: RESEARCH DESIGN UNDERLYING ADMIGOV INDICATORS



<sup>4</sup> This methodology builds on existing knowledge while filling gaps in the literature with new empirically driven measures. In this sense, AdMiGov places itself in the broader shift towards a more accurate data gathering and evidence-based approaches that is underway at both the EU and international level (see Evans, Ruane and Southall, 2019).

## 2. Piloting the AdMiGov Indicators

### 2.1. Methodology

Eventually it is envisaged that the AdMiGov indicators can be applied relying on an expert-based evaluation, during which the AdMiGov questionnaire is completed by a national expert and double-checked by peer reviewers. Data gathering to complete the questionnaire involves desk-based research and consultations. Data sources to be consulted should include:

- 1) Normative references and other policy documents (national laws and legal provisions, policy documents, official reports, budgets and spending evidence, official data and independent evaluation.
- 2) Academic literature.
- 3) Grey literature (e.g. shadow reports from NGOs).
- 4) Key informant interviews (e.g. with different stakeholders, including governments, local authorities, social partners and NGOs, as well as migrant themselves (via interviews and/or focus groups).
- 5) Other secondary data sources (e.g. research conducted by the expert completing the questionnaire).

For the purpose of the first pilot, researchers from Maastricht University and CIDOB piloted the AdMiGov indicators in the Netherlands, Spain, and Turkey between February and July 2022. These countries were selected to reflect expertise housed within the implementing institutions, and the broader AdMiGov consortium. While initially it was envisaged that all three pilot countries would be EU Member States, the addition of Turkey was made to reflect the experience of a non-EU destination country, which, as later discussed, also revealed some Eurocentricity in the initial construction of the indicators. While we have taken steps to address this during the pilot, any future broader application of the AdMiGov indicators beyond Europe may require some adaption to reflect regional differences in migration governance (Geddes, 2021).

The pilot largely followed a four-step process: (1) review of indicators and methodology; (2) desk research; (3) interviews with key informants; (4) finalisation of the indicators and coding guidelines. The indicators were first piloted in the Netherlands and Turkey by researchers who were not involved in the development of the indicators. This was specifically to test whether there were any underlying assumptions embedded in the indicators. This allowed us to test the formulation of indicator questions as well as how intuitive the questionnaire was to implement. A reflexive approach to the pilot was ensured through the development of guiding questions that would encourage the implementing researchers to reflect on both the content of the indicator (assessing governance in the case study country) but also on the construction of the indicator and how easy it was to implement across very different contexts (Box 1).

As was done during the development of the draft set of indicators in AdMiGov Deliverable 7.2, regular moments for reflection were built into the pilot to collect information regarding the experiences of piloting the indicators in different contexts. We organized several meetings with the AdMiGov coordinator, work package leaders, scientific advisor and the researchers applying the indicators to

## Box 1: Reflection Questions

### Indicator Construction

- *Would you suggest any refinements or additions to the indicator text or coding guidelines?*
- *Would you suggest any refinements or additions to the answer options or measurement methods?*

### Indicator Application

- *How did you search for information?*
- *Was the information easy to find?*
- *Did you apply any limitations to the way you considered the indicator (e.g. focused on only specific programmes)?*
- *Are there any information gaps that you would need to explore further in order to fully answer the indicator?*

discuss the findings and compare the experiences of implementing the indicators. The value of this approach was the ability to further refine the indicators, and to clarify coding guidelines. Reflections from the pilot are presented in Section 2.2. The primary changes made during this phase included the sharpening of terminology, the harmonization of measurement methods, and the addition of new answer options to better capture the nuances, particularly from the perspective of a non-EU country (Turkey). This is further discussed in Section 3. The revised version of the indicators along with coding guidelines (Annex 5.1) and a glossary (Annex 5.2) can be found in the Annexes.

In the next stage of the project, the results of the initial pilot will be recalibrated and supplemented with additional research in order to present the results of the AdMiGov indicators for the Netherlands, Spain and

Turkey. This will also allow the finetuning of the scoring and aggregation systems. The results of this exercise will be reported in AdMiGov Deliverable 7.4.

## 2.2. Reflections from the Pilot

Indicators can have both strengths and weaknesses. In this section, we reflect on what worked well and what challenges were encountered in the process of piloting the AdMiGov indicators drawing on illustrative examples from the pilot countries.

### 2.2.1. Strengths

Compared to the existing sets of indicators available in this field of study (e.g. MGI, PICMD<sup>5</sup>), the AdMiGov indicators provide a **new, updated, and flexible tool for diagnosing governance gaps** allowing an overall diagnosis of a country's migration governance (system and process). This allows an assessment of the dimensions that are more developed and better comply with international standards of protection and sustainable development and, contrariwise, those that do not. After piloting the indicators, the experts shared the view that the exercise of piloting the indicators allowed them to develop a good sense of the strengths and weaknesses of migration governance in their specific case. Accordingly, one of the main strengths reporting during the application of indicators was the ability to identify and diagnose three kinds of "governance gaps": 1) **normative gaps** in compliance

<sup>5</sup> See footnote 2.

with global standards, 2) **implementation gaps** between formal regulatory frameworks (“on paper”) and practical implementation (“in practice”); and 3) **thematic gaps** related to specific aspects and dimensions in need of improvement and, thus, where political action is required.

### ***Normative Gaps: Compliance with Global Standards***

One of the foreseen objectives of the list of indicators is to conceptualise and make tangible good migration governance in practice. In doing so, the indicators were designed to convey a normative message to policy-makers. As the indicators are grounded in the underlying principles of migrants’ protection and sustainable development, they present a mirror to policy-makers. They provide insight into the discrepancy between what AdMiGov defines as good migration governance and the country’s current migration governance.

### ***Implementation Gaps: Appraising migration governance “on paper” and “in practice”***

The AdMiGov indicators also allow the assessment of a state’s compliance with the rule of law in force in the country. In other words, they assess the gap between “migration governance on paper”, as defined *de jure* in a country’s legal and policy framework, and “migration governance in practice” as it is implemented *de facto*. The significant discrepancy between the regulatory framework “on paper” and the implementation “in practice” emerged as one of the characterizing traits shared by the Dutch, the Spanish and the Turkish migration governance models. The piloting exercise made clear that, across all of the analysed areas—rights, conditions and opportunities formally recognized to migrants on paper are far from those that many migrants actually enjoy in practice, due to barriers, limits and contradictions that affect implementation. The Spanish asylum system represents a paradigmatic example in this sense: despite its open legal framework, ensuring asylum seekers a wide spectrum of rights, the system is unable in practice to guarantee *de facto* such rights as well as minimum standards of protection. This gap is due to specific limits affecting the way in which the asylum system is put into practice, including insufficient material resources (e.g. economic and assets) and immaterial resources (e.g. staff training), the lack of coordination and collaboration mechanisms, short terms funding for NGOs, and the lack of control mechanisms and evaluation systems. The Turkish case also drew attention to geographical and temporal implementation gaps with respect to access to rights during detention. Box 2 provides an illustrative example of how the AdMiGov indicators identified normative and implementation gaps where change could be achieved to increase the alignment of Dutch policy with the principles of protection and sustainable development. To capture these kinds of observations more systematically, revisions were made to the scoring system (see Section 3.2) to further improve the analytical scope of the AdMiGov indicators to identify different kinds of implementation gaps.



## Box 2: Identifying Normative and Implementation Gaps in the Netherlands

The case of migrant workers in the Netherlands has received a lot of media attention over the last years. Migrant workers are subjected to bad housing and working conditions. Images of horrendous housing conditions of migrant workers have circulated widely in the Netherlands. Moreover, migrant workers often have zero hour contracts, which effectively means that they work too many hours per day (and per week) for less than minimum wage without proper breaks, while secondary employment conditions (e.g. paid sick, annual leave, pension) are almost – if not totally – absent. Employees have, for instance, the power to deduct transport and accommodation costs from the salaries of their migrant workers.

The main source from which this problem arises is the so-called “sponsor system”. That is, employers are responsible for applying for a work/residence permit for their employees (which, crucially, includes recruitment agencies). Work permits are, thus, directly tied to the employer. This arrangement creates a highly asymmetrical relationship of dependence between employer and employee. The sponsor system not only forms the source of this problem – it simultaneously explains why the issue persists. Migrant workers are hesitant to report labour rights violations because, ultimately, their livelihoods are on the line. When an employer (i.e. a company or a recruitment agency) terminates the contract, everything falls away: income, housing, and even the right to stay in the Netherlands. A second explanation of why the issue persists, as the indicators on inspections<sup>6</sup> revealed, is that the Inspectorate of the Ministry of Justice and Security lacks the capacity to systematically inspect and supervise labour (and living) conditions of migrant workers. As a result, the widespread exploitative malpractices of recruitment agencies and other employers have gone under the radar.

This example illustrates the significance of going beyond the mere “on paper” part of migration policy. Obviously, the sponsor system formally (“on paper”) does not allow companies and recruitment agencies to pay their workers less than minimum wage and to let them work 12 hours a day without proper breaks. It is, nonetheless, a widespread phenomenon in the Netherlands. The exercise of answering and scoring the indicators was, in this case, very instructive. It helped to gain a comprehensive insight into what goes wrong with migrant workers in the Netherlands, despite formal regulations of the state (*governance gaps*). The exercise of answering indicators thus identifies shortcomings while simultaneously providing the tools to tackle these issues. In the case of temporary and circular migration, it appeared that the main problem was the direct connection between employer and residence permit (i.e. sponsor system), from which multiple other problems arise. One of the possible solutions following from the framework of the indicators, would then be to eliminate the connection between the employer and obtaining a work/residence permit (*normative gap*). Additionally, an enhancement of the supervisory capacity of the Inspectorate would also help to address large-scale malpractices (*implementation gap*).

### **Thematic Gaps: Identifying areas for improvement**

While the aggregation scheme and the scoring systems have still to be applied – and, thus, compound-indicators calculated – the grouping of indicators along the dimensions of analysis allowed a more careful look at concrete aspects of migration governance in the selected countries and thus specific evaluations of its main areas. For instance, the combination of indicators referring to entry provides a comprehensive evaluation of the ways in which the three countries regulate migrants’ access to their territories as well as of the way in which such access takes place in practice. The same applies to the functioning of exit and of circular and temporary schemes of cross-border mobility. Moreover, the piloting exercise has helped to identify new thematic areas transversal to those initially defined in the analytical frame, for which new ad-hoc indicators were developed. These thematic indicators made it

<sup>6</sup> See indicators 73 and 74 in Annex 5.1

possible to obtain an empirical appraisal of, for instance, the presence of systemic administrative barriers, state's commitment to data collection, or the quality of independent monitoring systems (further discussed in Section 3). Box 3 provides an illustrative example of how AdMiGov thematic indicators allow for the more specific diagnosis of where policy change may be required.

### Box 3 - Thematic Gaps: Identifying areas for improvement

During the pilot we realized that the importance of some cross-cutting aspects of migration governance remained hidden due to the structure of the indicators, organized by areas and sub-areas (entry, exit, circular and temporary migration). To bring these aspects into better focus, we thus decided to re-group and reorganize respective indicators thematically.

One of the new indicators - indicator 15 - captures a state's commitment to data collection, namely state's capacity to have reliable and systematic empirical knowledge of its governance system, beyond the traditional call for disaggregated data on migration embedded in the SDGs. Without good and transparent data, accountability is much more challenging, which undermines the pursuit of good migration governance. In this regard, the fieldwork has revealed critical gaps in all three countries analysed: the Netherlands, Spain and Turkey all lack updated and reliable data regarding actions carried out (e.g. return programmes, temporary worker programmes, impact of migration and development programmes) and the practical functioning of some its core migration governance structures (e.g. reception centres and pre-removal detention centres). This lack of knowledge sheds serious doubts on both the effectiveness and the reliability of the whole governance system, and calls into question its actual capacity to ensure the protection of migrants.

In addition to the lack of (transparent and available) data, limited evidence was found in any of the countries relating to systematic approaches to ensuring that data feeds into the policymaking process. This led to the development of a new merged indicator (indicator 16) focused on assessing the decision-making process underlying the governance of migration. Also in this case, the pilot has pointed out that it represents a widespread limitation that cuts across countries' whole governance models.

Another thematic indicator worth mentioning refers to administrative barriers – indicator 10. This indicator captures a variety of obstacles placed at the administrative level that prevent migrants' recognition and enjoyment of rights and opportunities. Unaffordable fees, for instance, hinder the procedure of degree and skills recognition in the Netherlands; in Spain, long waiting times preclude migrants' access to international protection, leaving them migrants in a precarious administrative situation, and denying de facto their right of asylum; in Turkey, significant administrative delays obstruct migrants' visa renewal and extension. This thematic indicator allows delving into one of the most important causes that lies behind the aforementioned implementation gaps. As we move from the normative framework on paper towards the realm of praxis, where rights and opportunities formally recognized to migrants are enjoyed in practice, the evaluation of the countries' governance systems worsens considerably which, in part, is a result of barriers identified at the administrative level.

Thematic indicators allow us to highlight aspects of migration governance that, prior to the pilot, were “hidden” and, thus, to point out new aspects of migration governance where changes in policy and practice are required.



### **The AdMiGov Indicators: Providing the basis for evidence-based policymaking**

Overall the strengths identified during the pilot point to the strength of the AdMiGov indicators as a tool for identifying areas where governance in practice falls short of the normative goals of protection and sustainable development. An additional strength of the indicators was the attention given to providing evidence to support the assessment made by the experts. The use of different data collection methods ranging from normative policy documents to academic and grey literature, all supplemented by key stakeholder interviews, provides a strong evidence base upon which to advocate for policy change.

## **2.2.2. Challenges**

The pilot exercise also revealed a number of challenges. Finding the balance between capturing nuance while not over complicating indicators requires certain assumptions to be made. However, these assumptions also narrow the scope of what the indicators can say about (good) migration governance and accordingly require reflection. Challenges encountered during the piloting of the AdMiGov indicators are clustered in six areas: 1) conceptual ambiguity; 2) transparency of information and capturing implementation gaps; 3) limited scope of analysis; 4) Eurocentrism; 5) Donor-Centrism and 6) the reification of policy categories. Many of these challenges represent common dilemmas encountered when developing indicators, as is also evident in past indicator sets (e.g. MGI and PICMD<sup>7</sup>). Where possible, challenges were addressed during the post-pilot revision.

### **Conceptual Ambiguity**

Perhaps one of the easiest challenges to address was the presence of conceptual ambiguity in the first draft of indicators. The main challenges identify with respect to conceptual ambiguity related to clarification on various closely related yet distinct concepts. The clearest examples of such concepts are “monitoring”, “supervising”, “reviewing”, and “evaluating”. These indicators were applied to each (sub)area of migration policy. Although practices of evaluation, supervision and monitoring may be conceptually distinguishable, the lines between them becomes blurry in practice. A clear definition of these concepts – including definite demarcations between the different concepts – would help to overcome this issue. Accordingly, during the revision of the AdMiGov indicators, the standardization of terminology and provision of a glossary to support their application was prioritised. However, as discussed further below, the use of specific policy categories can also serve to reify specific ideas embedded in how migration governance is practiced, but which deviate from the principles of what makes migration governance “good”.

### **Transparency of Information and Capturing Implementation Gaps**

While the indicators on policy documents and regulations on paper are easy to answer, it is often more challenging to identify the gap between policy and practice, particularly on sensitive topics like detention, forced return or readmission (and particularly in less democratic countries with lack of transparency and access). When measuring implementation in practice, it was often not possible to capture temporal and geographical differences (i.e., over time - e.g. emergency ad-hoc interventions vs long term structural approaches to an issue or geographically in terms of different actions in

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<sup>7</sup> See footnote 2.

different parts of a country. This inspired the systematic revision of the indicators to better focus on capturing implementation gaps, but also to better capture different kinds of implementation gaps (Section 3.2). This included considering how different policy categories may be used to reinforce existing forms of discrimination (see further details on the reification of policy categories below).

### Limited Scope of Analysis

Despite the explicit decision to focus the AdMiGov indicators at the state level, this presented a dilemma in terms of adequately capturing relevant aspects of governance in practice, particularly as they relate to relations between government and non-governmental actors; and between national governments and both the subnational and supranational level<sup>8</sup>. For instance, in the case of Turkey, it was often difficult to identify whether some programs could be considered government-led given that most of the actions are undertaken in cooperation with intergovernmental organizations and UN agencies. In addition, for countries that are part of larger supranational organisations like the Netherlands and Spain is the EU (but also, for instance, ECOWAS in West-Africa), it can become more challenging to assess how ‘good’ governance is, without also taking into consideration these broader relationships that influence migration governance. It is also often difficult to assess what leads to better outcomes: in a given country context, what is the best configuration of state-non-state roles and responsibilities in the field of migration? In some cases delegating responsibilities to non-state or supranational actors can lead to better governance, however the opposite can also be true. It is, therefore, more important to focus on the principles of protection and sustainable development, keeping migrants at the centre, than to presuppose that certain structures, with the state at the centre, represent the optimal way of governing migration. In the revision of the indicators, attention was placed to better assessing the relations between different governance actors. While the indicators are still focused on the state level, and this limitation should be kept in mind, revising in this way does allow for the better understanding of the types and nature of relationships that exist in different national contexts – such as the outsourcing of border governance to security firms, or the systematic exclusion of civil society actors from the policy process.

### Eurocentrism

Furthermore, developing indicators with a specific set of countries in mind can also make it more challenging to ensure the relevance of indicators to a broader set of countries. One observation made with respect to the Turkish pilot was that some questions had been designed specifically from a destination country perspective and employing EU terminology (e.g., early reception centres). This was also true for the indicators on temporary and circular migration. With high domestic unemployment, the recruitment of migrant workers is not high on the agenda in Turkey. However, this challenge was also experienced in the Netherlands and, to a lesser extent, in Spain. Many of the indicators exclude intra-EU mobility because, by definition, many of the measures put in place to govern migration in EU Member States do not apply to other EU Nationals. It means that the largest group of migrants disappears from the scope of many indicators in EU countries. For instance, in the Netherlands, 53.1% of all migrants who entered the Netherlands in 2021 were EU citizens (CBS, 2022). This points to the importance of recognising that not all countries will have the same governance configurations owing to contextual differences. Accordingly, ensuring that it is possible to indicate the

<sup>8</sup> While some indicators do assess the extent to which migration is employed in foreign policy, these primarily relate to considerations of the development sphere – a challenge which is further discussed under ‘donor-centrism’.

non-applicability of an indicator, and the introduction of skip logic will be relevant to discuss as the aggregation system is further developed.

### Donor-Centrism

Many indicators were also framed in a way that obscured donor-recipient relations in the context of international cooperation on migration. For example, indicators assessing the extent to which public funding is allocated to specific areas is more complex in cases where a country is a recipient of donor funding, particularly in cases where such funding is conditioned on specific actions been taken which may undermine good migration governance. While the indicators do draw attention to governance gaps, therefore, the underlying political causes of such gaps must be further researched to offer concrete recommendations of remedial political action.

### Reification of Policy Categories

For an indicator to achieve its normative goal of identifying gaps between national policy frameworks and the principles of good migration governance it needs to resonate with its end user: policy makers. Yet, there is an inherent risk embedded in the adoption of terminology in that it reinforces a specific way of thinking about migration governance which may not be in alignment with the principles of ‘good’ migration governance. Challenges relating to the reification of certain policy categories were particularly evident during the pilot with respect to 1) indicators on exit (specifically return) and 2) capturing differences between the experiences of migrants depending on factors not related to their migratory status.

The original AdMiGov indicators distinguish between assisted returns<sup>9</sup>, forced returns, readmission and reintegration. The distinction between assisted and forced return is the most straightforward here since these are actually two separate tracks of return, albeit, from a European perspective. The challenge – and risk here – is that we reify the notion of “assisted” – also referred to as “assisted voluntary” returns as being distinctly different from “forced returns” when the line between these different tracks is blurred (Dubow and Kuschminder, 2021). Additionally, readmission and forced returns are practically very difficult to distinguish. Readmission agreements are usually concluded (by the European Union and its Member States with a non-EU country) as a tool for countries to swiftly return migrants to their countries of nationality. Increasingly the signing of readmission agreements is coupled with promises embedded within the EU’s external approach to migration (Lebon-McGregor et al., forthcoming). In other words, the practice of readmission is a form of forced return. The only difference is that it is executed through an overarching bilateral legal framework, rather than individual, case-by-case returns. In a similar vein, assisted voluntary return is also an example of forced return, just one that is executed through a programme of support usually provided through the International Organization for Migration (IOM), usually sponsored by the returning state.

The differentiation between assisted returns and reintegration also becomes ambiguous when assessed empirically. For instance, assisted return and reintegration are often part of the same programme, which is provided by various NGOs in the Dutch context. The first steps that need to be taken for reintegration in the country of origin already take place in the Netherlands. The NGO and the migrant discuss – by means of so-called ‘future orientation consultations’ – what the migrant needs in order to successfully reintegrate in their country of origin. However, the concepts are slightly easier to delineate than the concepts of forced returns and readmission. Most importantly, these

<sup>9</sup> Generally referred to as assisted **voluntary** return although the use of voluntary is questionable.

concepts require clear definitions that work empirically, and that justify the distinctions between the concepts.

Another risk of focusing on policy categories is that one may overlook policies and practices that operate (and possibly discriminate) according to other characteristics of migrants, such as nationality, country of origin, gender, religion, sexual orientation and ethnicity. For instance, indicator 10 pertains to the barriers experienced by different categories of migrants to obtain a visa, like “employed migrant workers”, “self-employed migrant workers”, “beneficiaries of international protection”, etc. Desk research revealed that there is an extensive list of exemptions, i.e. people from certain countries are pre-emptively released from the obligation to obtain a visa. In the Dutch context, the countries exempted from the obligation to have a visa are the countries that are usually considered to be “Western countries” (e.g. US, Australia, New-Zealand, Japan). This argument can be further clarified by considering the case of Ukrainian refugees in the EU. Whereas Ukrainians are immediately allowed to work and have access to housing, Syrian and Afghan refugees (among others) have been struggling for years to get the same access. The current reception crisis (*opvangcrisis*) in the Netherlands is illustrative of this point (Rigter, 2022). Accordingly, the outcome of the indicators on entry, reception, detention, and return (and specifically those indicators concerning BIPs, asylum seekers, refugees, irregular migrants) would be very different when applied to Ukrainians, than when applied to the refugee groups of 2015 for instance.

The main point here can best be summarised as follows: whereas the original AdMiGov indicators distinguished between different **categories** of migrants (for example, migrant workers, family migrants, beneficiaries of international protection or irregular migrants), there was limited room to systematically capture other factors that may be more decisive than migrant category in determining the extent to which governance in practice adheres to the principles of protection and sustainable development. Accordingly, in the revisions presented in this report, the consideration of how systematically implementation occurs for different migrants was a major takeaway of the pilot (see Section 3.2).

### 3. Refining the AdMiGov Indicators

The experience of the pilot and the challenges encountered guided the revisions of the first version of the AdMiGov indicators and coding guidelines that were presented in 2021 in Deliverable 7.2 (Pasetti and Lebon-McGregor, 2021). The new indicators and coding guidelines are presented in this report (Annex 5.1). The main revisions can be clustered into three areas: 1) the indicators themselves (Section 3.1); 2) the measurement systems (Section 3.2); and 3) the coding guidelines (Annex 5.1) and glossary (Annex 5.2).

#### 3.1. Revising Indicators

Overall, the number of indicators was reduced from 112 to 74. This reduction was the result of the clustering process of one-dimensional into multidimensional indicators, the elimination of redundant (and/or partially overlapping) indicators, and the exclusion of indicators that were considered to go beyond of the scope of AdMiGov evaluation. Thus, for instance, the former indicator (#21) evaluating a country's general "regulatory framework for the recruitment process" (as presented in Pasetti and Lebon-McGregor, 2021) was removed because of pre-existing, and more finely-tuned indicators that evaluate the recruitment process within the context of migration governance (i.e. indicators 19, 52, and 53). Furthermore, similarities experienced in measurement methods and data collection suggested that clustering existing indicators according to specific cross-cutting topics or issues related to migration governance could further enhance the efficiency of the AdMiGov indicators. In total, five new thematic indicators were created, either from the ground up or through the substantial modification and/or merging of existing indicators. The five new thematic indicators cover the following topics: 1) the presence of systemic administrative barriers (indicator 10); 2) the existence of independent monitoring systems (indicator 13); 3) internal evaluation capacity (indicator 14); 4) state's commitment to data collection (indicator 15); and 5) the process of evidence-based policymaking (indicator 16). Apart from enhancing the efficiency of completing the AdMiGov indicators, the new thematic indicators broaden the scope of AdMiGov indicators and allow to capture crucial aspects of migration governance that were not explicitly addressed in the initial analytical framework. Table 1 provides an overview of the main overall changes to the structure of the indicators.

**TABLE 1 OVERVIEW OF CHANGES TO INDICATOR STRUCTURES FROM D7.2 TO D7.3**

	<i>Indicator Numbers (#)</i>		<i>Number of Indicators</i>	
	<b>Old version (D7.2)</b>	<b>New version (D7.3)</b>	<b>Old version (D7.2)</b>	<b>New version (D7.3)</b>
MG – General <sup>10</sup>	1-11	1-23	11	23
Entry	12-44	24-47 <sup>11</sup>	29(+4)	22 (+2)
Exit	41-79 <sup>12</sup>	46-61	35(+4)	14(+2)
Temporary/Circular Migration	80-102	62-74	23	13
Development	103-112	n/a <sup>13</sup>	10	n/a <sup>13</sup>

<sup>10</sup> Includes protection and sustainable development as 'sub-areas' and the newly merged indicators.

<sup>11</sup> Indicators 46 and 47 belong to both the Entry and Exit Dimension.

<sup>12</sup> Indicators 41-44 belonged to both the Entry and Exit Dimension.

<sup>13</sup> The 'Sustainable Development' indicators were merged with the general governance indicators during the post-pilot revisions.

In addition to generating new indicators and erasing others, the pilot exercise allowed for a deep revision of the indicators. The formulation of indicator questions and terminology were sharpened to improve the accuracy of our evaluative toolbox to capture empirical variation across cases. In the same vein, answer-options were reviewed and completed: “No data available” and “Not applicable to the case” options were added to better comprehend the complexity of the case and, thus, to capture whether the lack of a policy, for instance, is the result of unavailable information or contextual factors, rather than, for instance, a lack of political will.

## 3.2. Revising Measurement Systems and Developing Coding Guidelines

The majority of the revised AdMiGov Indicators measure migration governance across at least two, and sometimes three dimensions. This allows the indicators to capture a greater level of detail which helps to diagnose governance gaps where remedial action may be required to improve migration governance in a specific context. There are, however, different kinds of indicators, which necessitates different systems of measurement. At a broad level, there are three indicator types:

- **Multiple choice:** Insert an X (or otherwise specified value) in ALL boxes that that apply to the country being assessed.
- **Single choice:** Insert an X (or otherwise specified value) in the ONE box that that apply to the country being assessed
- **Three-Dimensional:** Insert a specified letter, number or word in ONE/ALL box(es) that apply to the country being assessed (specific guidelines are provided for these indicators in the questionnaire)

Given the unique feature of the AdMiGov indicators in focusing on practice, a novel measurement system has been developed to aid the identification of implementation gaps and to assess the quality of implementation temporally, geographically and from the perspective of different categories. Although already envisaged in the first version of the AdMiGov indicators, this approach was further developed, refined, and systematised across all relevant indicators after the pilot. While further elaborated in TABLE 2 and Table 3, below we distinguish between two main types of implementation measures:

1. **Identifying normative and implementation gaps:** These indicators measure the extent to which a specific aspect of migration governance is recognized on paper and systematically executed in practice. Indicators are therefore two-dimensional, first measuring whether or not a specific policy or practice is in place (normative gaps) and second, whether it is implemented (implementation gaps) (see TABLE 22).
2. **Assessing implementation:** These indicators measure the extent to which a specific aspect of migration governance is implemented (systematically, occasionally, never) and look at different aspects depending on the indicator: temporal, geographical and by category.



Temporal implementation assesses how far different practices are institutionalised; geography looks at where implementation occurs; and category looks at for whom specific actions are implemented for, and accordingly allow insights into discriminatory practices and gaps depending on one's migratory status (see Table 3).

Additionally, some indicators combine both of these measurement systems. In other words, these indicators examine and assess whether or not normative and implementation gaps exist, and then examine the characteristics of any identified gaps by examining temporal, geographical or categorical differences in implementation in practice (Tables 2 and 3).

Depending on the indicator, we use several variations of the scoring system presented in Table 2 throughout the AdMiGov indicators. These have been tailored to match the specific indicator. For example, if an indicator is calling for a concrete policy, then options 2 and 4 are removed. However, when the indicator calls for specific actions, we may find that a specific action is taking place, while not being officially recognised in the normative framework of a country. In these cases, options 2 and 4 have relevance. This can have both positive and negative implications. For instance, a country may be exercising a bad practice relating to, for instance, preventing access to their territory for individuals seeking protection, while never normatively recognising that they are doing so. On the other hand, at the ground level, countries may provide access to, for instance, health care, where the national normative framework prohibits it.

**TABLE 2 IDENTIFYING NORMATIVE AND IMPLEMENTATION GAPS**

#	Scoring Metric	Description
1	Yes, recognized on paper and systematically executed in practice	<i>This refers to a country that has a legal framework in place and ensures that it is consistently implemented across time and space, and for all target groups.</i>
2	Yes, systematically executed in practice but not recognized on paper	<i>This refers to a country that is consistently implementing a specific action across time and space, and for all target groups, but has no legal framework.</i>
3	Yes, recognized on paper but not systematically executed in practice	<i>This refers to a country that has a legal framework in place but in practice variation exists in how it is implemented e.g. over time, in different parts of the country or for different target groups.</i>
4	Yes, executed in practice but not systematically and not recognized on paper	<i>This refers to a country that sometimes implements a specific action (e.g. in certain geographical areas, at specific periods of time, or for specific target groups), but has no legal framework.</i>
5	Yes, recognized on paper but not executed in practice	<i>This refers to a country that has a legal framework in place but is not implementing it.</i>
6	Neither recognized on paper nor executed in practice	<i>This refers to a country in which there is no evidence of a legal framework or any concrete actions.</i>

In some cases, we also adopt a slightly different system to measure the scope of implementation. Table 3 shows how the categories of 'Systematically, Occasionally and Never' are used in three different contexts: the temporal (T), the geographical (G) and by target group (TG). Measuring implementation temporally allows us to capture whether or not a specific intervention is an *ad-hoc* response to a specific situation. Measuring implementation geographically allows us to assess the extent to which a policy or practice is isolated to one particular geographical area or occurs systematically throughout a country. Measuring implementation by target group allows us to identify whether or not specific policies or practices only apply to certain groups of migrants which can lead to governance gaps. Unless otherwise stated, 'systematically' refers to a policies that is implemented at all times, in all places, and for all target groups.

TABLE 3 ASSESSING IMPLEMENTATION

	Temporal (T)	Geographical (G)	Target Group (TG) <sup>14</sup>
<b>Systematically (S)</b>	<i>The policy or practice is implemented regularly</i>	<i>The policy or practice is implemented across the country</i>	<i>The policy or practice applies to all migrants, regardless of country of origin or status.</i>
<b>Occasionally (O)</b>	<i>The policy or practice is only implemented at certain points in time (e.g. an ad hoc emergency measure)</i>	<i>The policy or practice is only implemented in certain geographical areas</i>	<i>The policy or practice only applies to certain categories of migrants or only to migrants from a specific country or region of origin.</i>
<b>Never (N)</b>	<i>The policy or practice is never implemented</i>	<i>The policy or practice is never implemented</i>	<i>The policy or practice does not apply to any categories of migrants.</i>

To facilitate the work of (future) country-experts in completing the AdMiGov questionnaire in a comparative way, several actions have been carried out: i) answer-options were reordered from best to worst<sup>15</sup>; ii) coding guidelines were improved (TABLE 4); iii) the coding guidelines were complemented by measurement notes (see Section 3.2) and a glossary (see Annex 5.2); and iv) concrete examples were added into indicators that generated divergent interpretations during the piloting.

TABLE 4 NEW CODING GUIDELINES OF ADMIGOV INDICATORS

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
<b>1</b>	<i>Provides the indicator question text. The full scoring system will be provided in a questionnaire template</i>	<i>Identifies relevant normative frameworks to which the indicator aligns</i>	<i>Identifies the elements, stages and target group covered by the indicator</i>			<i>Provides guidance on how to measure the indicator e.g. multiple choice, select one box. Refers to Section 3.2</i>	<i>Identifies the evidence the expert should use to substantiate answer (normative reference, academic literature, grey literature, key informant interviews and other secondary data sources. Bold text indicates the ideal evidence source.</i>	<i>Identifies words in the indicator question and answer categories that required definition which are provided in an accompanying glossary</i>

Where relevant, we identify what kind of evidence should ideally be used to support the answers given for each indicator. It is relevant to note, however, that the type of evidence will vary by country. In cases where actions are taking place without being formally incorporated into the legal framework, grey literature documenting implementation may be appropriate. Other cases, such as when implementation is assessed, require both a normative reference and evidence to support how implementation is occurring (e.g. systematically, occasionally or never).

<sup>14</sup> There is much written in the literature on the danger of policy categories and the purpose here is not to reify policy categories, but rather to identify potential governance gaps, particularly from a protection perspective, which may systematically exclude certain migrants from the benefits of good migration governance.

<sup>15</sup> This said, it is worth mentioning that the process of scoring and aggregating the indicators, which will be carried for the publication of the final results (D 7.4) could result in the further revision of the current ordering of answer-options.



## 4. Conclusion: What can Indicators Tell us about Good Migration Governance?

The overall experience of piloting and revising the AdMiGov indicators has provided support for the initial conceptual and analytical framework developed and elaborated in AdMiGov Deliverable 7.2 (Pasetti and Lebon-McGregor, 2021). The improvements introduced during the pilot also allowed the indicators to align with this conceptual framework more closely through improvements that enhanced the ability of the indicators to diagnose governance gaps where policy frameworks are misaligned (in practice) with the normative goals of protection and sustainable development. At the same time, the pilot exercise also led to refinements in the original conceptual and analytical frame to broaden its scope to include new aspects of the migration governance that were overlooked or hidden (such as those captured by the newly merged thematic indicators) and, to remove redundant indicators.

While indicators can be a powerful tool to promote specific normative goals, however, it is also critically important that one does not reduce governance – an ultimately political phenomenon – to the sum of its constituent parts. Reality is far more complex. Indicators can be viewed as the operationalisation of policy recommendations. In the case of the AdMiGov indicators, this is about harmonising migration governance in practice with what the project conceptualises as “good” migration governance. However, just as a warning light on a car can diagnose where an issue is (engine, breaks, lights etc.), and how serious it is (amber, red), it cannot precisely diagnose the exact nature or cause of the problem. The indicators must therefore also be used to promote practices that can enhance the likelihood of a country sufficiently identifying and correctly responding to a particular challenge. Herein lies the importance of broad principles of governance, such as transparency and the elimination of systemic barriers to good migration governance.

The normative architecture of global migration governance has been critiqued for its informal and non-binding nature, and for mainly serving the interests of States in the Global North (cf. Koslowski, 2019; Piper and Grugel, 2015 and Rahim et al., 2021). For instance, Koslowski (2019) critiques UN Member States for primarily using the Global Compacts, particularly the GCM, to strengthen their borders. Tools such as the AdMiGov indicators can, however, contribute to enhancing the normative power of global norms. For instance, at the International Migration Review Forum (IMRF) in May 2022, States gathered to reflect on the implementation of GCM commitments since its adoption in 2018. One of the notable challenges in assessing the implementation of the GCM has been the lack of concrete tools to systematically measure implementation (Lebon-McGregor, 2022). In this context, both the Secretary General and Member States have called for the development of indicators to measure GCM implementation. The development of a novel system to measure the scope and scale of implementation in the AdMiGov indicators can be used to go beyond a measurement system that reifies policy on paper, without capturing the reality of what occurs in practice and may provide inspiration to the architects of a new measurement system to monitor GCM implementation in a comparative way.

The pilot of the AdMiGov indicators has reinforced their value as an indicator set addressing existing literature gaps and promoting better connections between evidence, norms and practices in the field of migration. Accordingly the AdMiGov indicators provide an interesting and novel tool that can be used for different purposes and by different actors:

- By governments to identify areas in need of improvement and to compare their experiences with other countries to identify potential good practices that can be implemented in their own national contexts.
- By intergovernmental organizations to move beyond indicators that focus primarily on policies on paper. For instance, the measurement system to assess implementation could augment existing indicators sets (such as the Migration Governance Index) or as inspiration for indicators being developed to measure GCM implementation.
- By civil society organizations to concretely show governance gaps and advocate for change, for example to the European Court or the Fundamental Rights Agency.
- By judiciary actors, national and international courts to broaden and deepen their knowledge on a country's migration governance system in the assessment of migrant case law.
- By researchers to better understand how different governance practices influence outcomes from migrants in terms of protection and sustainable development by for instance using the indicators to conduct:
  - cross-country comparative analysis (identify main similarities and differences).
  - as basis for developing in-depth in-case analysis on specific aspects of migration governance.
  - to conduct longitudinal analysis to track changes over time and correlate performance in terms of 'good migration governance' with outcome indicators capturing impacts.
  - for typology building.

In the next stage of indicator development, we will work on developing the aggregation and scoring system using the calibrated data from the three pilot countries which will be reported in D7.4. While not broadly representative, the data from the pilot will still us to further refine the AdMiGov indicators, and ultimately, with wider adoption, to promote “good” migration governance that adheres to the principles of protection and sustainable development.

## 5. Annexes

### 5.1. Revised Indicators and Coding Guidelines

#### 5.1.1. Migration governance

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
1	Is there an agency or service specifically dedicated to one of the following aspects of migration governance in the central administrative structure?	GCM Principle (Whole-of-Government) GCM: Detention: 13(g) SDGS: 10.7; 17.14 GCR: A.2.1 (para 20)	Actions	Formulation	Migrant Workers	<i>Two-dimensional, multiple-choice</i>	Normative Reference	Central administrative structure
			Actors	Promulgation	Family		Academic Literature	Asylum seekers and BIPS entry and/or early reception
			Relations	Implementation	BIPs		Grey Literature	Forced returns
			Resources		Asylum seekers		KI Interviews	Assisted returns
					Irregular		Other Sources	Pre-removal detention
2	Which kind of support does the central government provide for CSOs/NGOs carrying out projects in the specified fields of migration governance?	GCM: 15(j) Whole-of-society SDGS: 10.7; 17.14 GCR: A.3.2 (paras 40-41); Extracted from the NYD: Support for Immediate and Ongoing Needs (6b)	Actions	Formulation	Migrant Workers	<i>Three-dimensional, multiple-choice assessing implementation</i>	Normative Reference	Temporary workers programs
			Actors	Promulgation	Family		Academic Literature	Asylum seekers and BIPS entry and/or early reception
			Relations	Implementation	BIPs		Grey Literature	Forced returns
			Resources		Asylum seekers		KI Interviews	Assisted returns
					Irregular		Other Sources	Pre-removal detention

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
3	Which kind of support does the central government provide for local government actors carrying out projects in the specified fields of migration governance?	GCM: 15(i) Whole-of-government SDGS: 10.7; 17.14 GCR: A.3.2 (paras 37-38)	Actions	Formulation	Migrant Workers	<i>Three-dimensional, multiple-choice, assessing implementation</i>	Normative Reference Academic Literature  Grey Literature KI Interviews Other Sources	<i>Temporary workers programs Asylum seekers and BIPS entry and/or early reception Forced returns Assisted returns Pre-removal detention</i>
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources		Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
4	What is the total amount of the budget formally dedicated and practically executed, over the last 3 years, to the implementation of the following aspects of migration governance in the country?	GCM: Return: 21(i) SDGS: 10.7; 17.14 GCR: A3.1 (para 32); B1.2; B1.4; B1.5; B2.1-2.9; B3.5	Actions	Formulation	Migrant Workers	<i>Two-dimensional, multiple-choice, insert amounts of budget</i>	Normative Reference Academic Literature  Grey Literature KI Interviews Other Sources	<i>Temporary workers programs Asylum seekers and BIPS entry and/or early reception Forced returns Assisted returns Pre-removal detention</i>
			Actors	Promulgation	Family			
				Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
5	How is the dedicated budget identified in Q4 estimated and allocated?	GCM: Return: 21(i) SDGS: 10.7; 17.14 GCR: A3.1 (para 32)	Actions	Formulation	Migrant Workers	<i>Two-dimensional, multiple-choice</i>	Normative Reference Academic Literature  Grey Literature  KI Interviews Other Sources	<i>Cost-effectiveness evaluation Temporary workers programs Asylum seekers and BIPS entry and/or early reception Forced returns Assisted returns Pre-removal detention</i>
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
6	Does the national strategy on asylum and refuge include specific responsibilities/ commitments (e.g. policy, strategy, or funding) for the specified actors?	GCM: Principles (Whole of Government; Whole of Society) SDG: 17.14; 3.8; 4.1; 4.3; 11.1; 16.3 GCR: A3.2 (para 37)	Actions	Formulation	Migrant Workers	<i>Two-dimensional, multiple-choice, measuring implementation gaps</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
7	How does the country cooperate with other countries to facilitate asylum seekers and BIPs mobility?	GCM: n/a SDG: 17.14 GCR: B3.2 (para 42); B3.3 (para 95) Extracted from the NYD: Durable Solutions (14a)	Actions	Formulation	Migrant Workers	<i>Two-dimensional, multiple-choice</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	<i>Country of transit</i>
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
8	Does the government have a policy on the protection or support of displaced people who move across international borders in response to environmental causes, such as natural disasters?	GCM: 2(i,j,k,l); 5(h) SDG: 1.5 GCR: D. Prevention and addressing root causes (para 8)	Actions	Formulation	Migrant Workers	<i>One-dimensional, single-choice, measuring implementation gaps</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
9	What actions does the government undertake to support victims of discrimination on grounds of race, colour, language, religion, nationality or national/ethnic origin in the public administration and services?	GCM: 17(c,d,e) SDG: 16.3; 5.1 GCR B2.10 (para 84)	Actions	Formulation	Migrant Workers	<i>Two-dimensional, multiple-choice, measuring implementation gaps</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			How to Measure	Coding Guidelines	
			Elements	Stages	Target		Suggested Evidence	Words in Glossary
10	Which barriers do migrants face when trying to achieve the following actions?  <ul style="list-style-type: none"> <li>Obtain a visa</li> <li>Renew/extend temporary visa/residence permit</li> <li>Have skills/degrees recognized</li> <li>Transfer social benefits</li> </ul>	GCM 12(all); 18(a,b,c,d); 22(b,c) SDG: 10.7 GCM B1.6(para 62)	Actions	Formulation	Migrant Workers	<i>Three-dimensional, multiple-choice, insert corresponding letter in all boxes that fit your country's situation</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
11	Are there confidential mechanisms for migrants and/or staff, to communicate violations of fundamental rights and/or procedures?	GCM: 3(d); 6(d,j,k); 7(c); 10(e); 15(d); 17 (d,e) SDGS: 10.7;17.14; 16.3 GCR: A3.2 (para 34)	Actions	Formulation	Migrant Workers	<i>Three-dimensional, multiple-choice, measuring implementation gaps</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	<i>Mechanism</i>
				Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
12	Are there accessible mechanisms for migrants and/or staff for situations of emergency?	GCM: 2(c,g); 7(j); 11(d); 14(e,f); 19(f) SDGS: 10.7; 17.14 GCR: Extracted from the NYD: Support for Immediate and ongoing needs (7c)	Actions	Formulation	Migrant Workers	<i>Three-dimensional, multiple-choice, measuring implementation gaps</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	<i>Mechanism</i>
				Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			How to Measure	Coding Guidelines	
			Elements	Stages	Target		Suggested Evidence	Words in Glossary
13	If the country has the following practices, are these monitored by an independent actor?	GCM: Principle (Whole-of Society); 21 (f) SDGS: 10.7;17.14	Actions	Formulation	Migrant Workers	<i>Two-dimensional, multiple-choice, measuring implementation gaps</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	<i>Monitored</i>
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
14	How are the specified areas of migration governance systematically evaluated?	GCM Principles (Whole of Government, Whole of Society); GCM: 1(all) SDGS: 10.7; 17.14 GCR: no references to monitoring or evaluation in this context	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Evaluated
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
				Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
15	Is (quantitative and/or qualitative) empirical data systematically collected, under government responsibility, regarding the specified areas of migration governance?	GCM: 1 SDGS: 17.18	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Reception centre
			Actors	Promulgation	Family			Pre-removal detention centre
			Relations	Implementation	BIPs			Forced Return Programmes
			Resources	Evaluation	Asylum seekers			Readmission Agreements
					Irregular			AVR(R) programmes
								Temporary worker programmes
								Diaspora engagement programmes
								Remittances
								Circular Migration Programmes
								M&D Programmes
								Irregular Migration



#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
16	Are there actions in place to ensure that qualitative/quantitative data on the specified topic are used to inform policy-makers decisions	GCM: 1 SDGS: 17.18	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Actions
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
				Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
17	Have the country's migration policies been assessed in the country's Policy Coherence for (Sustainable) Development peer review and other relevant reviews (e.g., national assessment of policy coherence)?	GCM: Principle (Whole-of Government; Whole-of Society); 1 (indirectly); 19(b); 23(c) SDGS: 10.7;17.14; 17.19; 10.c GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Cursory
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
				Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
18	Has the country reported on relevant migration-related commitments in their voluntary national review of Sustainable Development Goal (SDG) implementation?	GCM: Principle (Sustainable Development); 1 (indirectly); 2(a,b); 19(a) SDGS: All (especially 10.7;17.14; 17.19; 10.c) GCR: B2 (para 64-65)	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
19	Is development considered as a relevant factor in the current migration management plan/strategy of the government?	GCM: n/a SDGS: 10.7;17.14 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice	Normative Reference	Detailed
				Promulgation	Family		Academic Literature	Cursory
			Relations	Implementation	BIPs		Grey Literature	Economic approach to development
			Resources	Evaluation	Asylum seekers		KI Interviews	
					Irregular		Other Sources	

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
20	Does the country's external development (co-operation) plan/strategy outline the strategic use of migration policy to support development co-operation?	GCM: n/a SDGS: 10.7;17.14 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice, measuring implementation gaps	Normative Reference	
			Actors	Promulgation	Family		Academic Literature	
			Relations	Implementation	BIPs		Grey Literature	
			Resources	Evaluation	Asylum seekers		KI Interviews	
					Irregular		Other Sources	

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
21	Does the country have a systematic way of designing migration-relevant development interventions implemented in other countries that are based on a research based needs-assessment of the intervention site(s)?	GCM: 1 (indirectly) SDGS: 10.7;17.14 GCR: n/a	Actions	Formulation	Migrant Workers	One-dimensional, single-choice, measuring implementation gaps	Normative Reference	
			Actors	Promulgation	Family		Academic Literature	
			Relations	Implementation	BIPs		Grey Literature	
				Evaluation	Asylum seekers		KI Interviews	
					Irregular		Other Sources	

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
22	How far do the skills development programmes implemented in key countries of origin link skill creation with skill mobility?	GCM: 2(e); 18(all, especially e,f,g,h) SDGS: 10.7;17.14; 8.8 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Skills development programmes
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			
#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
23	What percentage of overseas development aid (ODA) has been allocated to the following?	GCM: n/a SDGS: 10.7;17.14 GCR: n/a	Actions	Formulation	Migrant Workers	One-dimensional, insert percentage in all boxes	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

## 5.1.2. Entry

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
24	Which of the following redress mechanisms (either public or publicly funded) are available for all migrants, regardless of status?	GCM: 3(d); 6(d,j); 7(g,k); 10(e,h), 13(d); 15(d); 17(b,d,e) SDGS: 10.7; 16.3 GCR: B2.4 (para 75)	Actions	Formulation	Migrant Workers	<i>Three-dimensional, multiple-choice</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
25	Which of the following conditions are taken into account for the family member requesting reunification?	GCM: 5(i) SDGS: 10.7 GCR: B3.3 (para 95)	Actions	Formulation	Migrant Workers	<i>Three-dimensional, multiple-choice</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
26	Which of the following conditions are compulsory for the family member being reunified?	GCM 5(i) SDGS: 10.7; 3.8 GCR: B3.3 (para 95)	Actions	Formulation	Migrant Workers	<i>Three-dimensional, multiple-choice</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
27	What relatives are eligible for family reunification?	GCM 5(i) SDGS: 10.7 GCR: B3.3 (para 95)	<b>Actions</b>	Formulation	Migrant Workers	<i>Three-dimensional, multiple-choice</i>	<b>Normative Reference</b> Academic Literature Grey Literature KI Interviews Other Sources	
				<b>Promulgation</b>	<b>Family</b>			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
28	Does the country have a defined list of occupations (i.e., a list of occupations for which the authorities have determined that there are labour shortages)?	GCM: 5(b,c) SDGS: 10.7; 8.8 GCM: n/a	<b>Actions</b>	Formulation	<b>Migrant Workers</b>	<i>One-dimensional, assessing implementation</i>	<b>Normative Reference</b> Academic Literature <b>Grey Literature<sup>16</sup></b> KI Interviews Other Sources	
			Actors	<b>Promulgation</b>	Family			
			Relations	<b>Implementation</b>	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
29	Which of the following elements are evaluated for the regulation of entry of migrant workers?	GCM: 3(a) SDGS: 10.7; 8.8 GCM: n/a	<b>Actions</b>	Formulation	<b>Migrant Workers</b>	<i>One-dimensional, multiple-choice</i>	<b>Normative Reference</b> Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	<b>Promulgation</b>	Family			
			Relations	<b>Implementation</b>	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

<sup>16</sup> In case the list of occupations is not a formal legal document

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
30	What is the relationship between the issuance of work visas and labour demand?	GCM: 5(c,d,e,f) SDGS: 10.7; 8.8 GCM: n/a	Actions	Formulation	Migrant Workers	Three-dimensional, multiple-choice, assessing implementation	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			
#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
31	Does the country have a regulatory framework for the recruitment process abroad?	GCM : 6(all) SDGS: 10.7;17.14; 8.8; 8.7; 12.7 GCM: n/a	Actions	Formulation	Migrant Workers	One-dimensional, single-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Regulatory framework
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			
#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
32	Does the government have a strategy/ approach comprised of safe and legal pathways related to international protection (e.g., asylum seekers, refugees and stateless persons)?	GCM: 3(c); 5(g) SDGS: 10.7;17.14; 8.7 GCR: Durable Solutions (16) (extracted from the NYD); B3.3 (para 95)	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
33	Are the personal circumstances of Asylum Seekers considered during the entry procedure?	GCM: Principle (People-Centred); GCM: 12(c) SDGS: 10.7;17.14; 3.8 GCR: Extract from NYD on Reception and Admission (Para 5a-e)	Actions	Formulation	Migrant Workers	<i>Two-dimensional, multiple-choice, measuring implementation gaps</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
				Promulgation				
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
34	Does the country formally recognize certain countries as safe third countries (i.e., could persons arriving through these countries be precluded from claiming asylum)?	GCM: not addressed SDGS: 10.7;17.14 GCR: Background (para 2) (indirect)	Actions	Formulation	Migrant Workers	<i>One-dimensional, single-choice, assessing implementation,</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actions	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
35	What categories of migrants have immediate access to the following services?	GCM: 5(g,i); 6(i); 7(f); 13 (f,h); 15 (e,f); 16 (c,d,e) SDGS: 10.7; 8.8; 3.8; 4.1; 4.3 GCR: Extract from NYD on Durable Solutions (13b) * NB: only refers to refugees	Actions	Formulation	Migrant Workers	<i>Three-dimensional, multiple-choice, measuring implementation gaps</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
				Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
36	Are migrants informed about their status and related-rights?	GCM: 2(b); 3(c,d); 12(e); 13(e) SDGS: 10.7; 8.8 GCR: Extract from NYD on Durable Solutions (13b)	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice, assessing implementation	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			
#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
			Actions	Formulation	Migrant Workers	Two-dimensional, multiple choice	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
Relations	Implementation	BIPs						
Resources	Evaluation	Asylum seekers Irregular						
#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
			Actions	Formulation	Migrant Workers	Two-dimensional, single-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
Relations	Implementation	BIPs						
Resources	Evaluation	Asylum seekers Irregular						
#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
			Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	National legal framework
			Actors	Promulgation	Family			
Relations	Implementation	BIPs						
Resources	Evaluation	Asylum seekers Irregular						



#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
40	Do asylum seekers have the right to appeal if their application is rejected and the right to move freely within the country?	GCM: n/a SDGS: 10.7; 16.3 GCR: B1.6 (para 62)	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
				Irregular				

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
41	Does the ministry responsible for the early reception of Asylum seekers and BIPs have a systematic internal mechanism to monitor and evaluate early reception outcomes?	GCM: Principle (Whole-of Government; Whole-of Society); GCM: 8(a) SDGS: 10.7; 17.14 GCR: Extract from NYD on Reception and Admission (Para 5a; indirect)	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice, measuring and assessing implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Internal mechanism
			Actors	Promulgation	Family			Monitor
			Relations	Implementation	BIPs			Evaluate
			Resources	Evaluation	Asylum seekers			
				Irregular				

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
42	What type of facilities are used and what kind of staff do they employ?	GCM: 13(a,b,c,g) SDGS: 10.7; 17.14 GCR: no explicit reference to who runs reception centres	Actions	Formulation	Migrant Workers	Two-dimensional, multiple choice	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Ad-hoc (trained staff)
			Actors	Promulgation	Family			General staff
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
				Irregular				

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
43	To what extent do services meet needs of the migrants in reception facilities in the following areas?	GCM: 13(d,e,f,h) SDGS: 10.7; 3.8; 4.3; 6.2; 16.3 GCR: B3.2 (para 92); B1.2 (para 54); Extract from NYD on Reception and Admission (Para 5a-g)	Actions	Formulation	Migrant Workers	<i>Two-dimensional, multiple-choice, assessing implementation</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	<i>Service facilities</i>
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
44	Is there a policy that provides alternatives to administrative detention in case of irregular entry or stay?	GCM: 13(a,b,h) SDGS: 10.7; 11.1 GCR: B1.5 (para 60)	Actions	Formulation	Migrant Workers	<i>Two-dimensional, multiple-choice, measuring and assessing implementation gaps</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	<i>Administrative detention</i>
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
45	If detention occurs, regardless of its formal recognition, does its duration comply with international norms and standards?	GCM: 13(f) SDGS: 10.7;17.14 GCR: B1.5 (indirectly)	Actions	Formulation	Migrant Workers	<i>Two-dimensional, multiple-choice, measuring and assessing implementation gaps</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	<i>Detention</i>
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

### 5.1.3. Entry/Exit

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
46	Which of the following actors/stakeholders are involved in the development/formulation of national border policy (i.e. allowing entry/exit) and in what capacity?	GCM: 11 (all - indirectly) SDGS: 10.7;17.14 GCR: B1.3 (para 57; indirect)	Actions	Formulation	Migrant Workers	<i>Three dimensional, multiple-choice, assessing implementation</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	<i>Responsible</i> <i>Accountable</i> <i>Consulted</i> <i>Informed</i>
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
47	Which of the following actors are involved in the implementation of border governance (i.e. allowing entry/exit) and in what capacity?	GCM: 11 (all - indirectly) SDGS: 10.7;17.14 GCR: n/a	Actions	Formulation	Migrant Workers	<i>Three-dimensional, multiple-choice, assessing implementation</i>	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	<i>Responsible</i> <i>Accountable</i> <i>Consulted</i> <i>Informed</i>
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

### 5.1.4. Exit

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
48	Which of the following services are ensured to migrants in situations of pre-removal detention?	GCM: 8(c); 13(c,d,e) SDGS: 10.7; 16.3 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice, measuring and assessing implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Pre-removal detention
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
				Irregular				
#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
49	How is the duration of pre-removal detention formally regulated by law and practically implemented?	GCM: 13(c,f) SDGS: 10.7;17.14 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, single-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Pre-removal detention
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
				Irregular				
#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
50	Is there a temporary residence permit given to non-deportable persons after being released?	GCM: n/a SDGS: 10.7 GCR: n/a	Actions	Formulation	Migrant Workers	One-dimensional, single-choice, assessing implementation	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Pre-removal detention
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
				Irregular				

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
51	What kind of centres are used for pre-removal detention and how are they staffed?	GCM: 13(c,f,g) SDGS: 10.7;17.14 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple choice	Normative Reference	Ad hoc (trained staff) General staff Pre-removal detention
			Actors	Promulgation			Academic Literature	
			Relations	Implementation	BIPs		Grey Literature	
					Irregular		KI Interviews Other Sources	

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
52	If detention is permitted, to what extent are the following services provided to migrants in detention in practice?	GCM: 13(d,e,f,h) SDGS: 10.7; 3.8; 16.3 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple choice, measuring implementation gaps	Normative Reference	Detention
			Actors	Promulgation	Family		Academic Literature	
			Relations	Implementation	BIPs		Grey Literature	
					Irregular		KI Interviews Other Sources	

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
53	Which of the following services are provided to migrants in situations of forced return during the process of deportation?	GCM Principle (Person-Centred); 21(e) SDGS: 10.7; 16.3 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple choice, measuring implementation gaps	Normative Reference	Forced return
			Actors	Promulgation	Family		Academic Literature	
			Relations	Implementation	BIPs		Grey Literature	
			Resources	Implementation	Irregular		KI Interviews Other Sources	

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
54	Is the situation at origin evaluated and individualized in forced return decisions?	GCM Principle (Person-Centred); 21(b,d,h) SDGS: 10.7 GCR: Not explicitly addressed	Actions	Formulation	Migrant Workers	Two-dimensional, multiple choice, measuring and assessing implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Forced return
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			
#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
55	Are there regulations that ensure protection and privacy of sensitive information?	GCM: 1(i); 3(b); 4(a,b); 8(d); 11(b); 14(e); 21(c) SDGS: 10.7;17.14 GCR: B1.4 (para 48); B2.8 (para 82); B3.3 (para 45)	Actions	Formulation	Migrant Workers	One-dimensional, single-choice, measuring and assessing implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Regulations
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			
#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
56	Do states carry out actions that prevent migrants' access to their territory?	GCM: 5 (indirectly) SDGS: 10.7;17.14 GCR: B3.3 (indirectly)	Actions	Formulation	Workers	Two-dimensional, multiple choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Actions
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			
#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
57	Which of the following services are ensured to migrants within readmission agreements or arrangements?	GCM: 21(a) SDGS: 10.7; 16.3 GCR: Extract from NYD on Reception and Admission (Para 5i; indirect)	Actions	Formulation	Migrant Workers	Two-dimensional, multiple choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Readmission agreement/arrangement
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
58	Is a period of time granted for the voluntary departure of migrants who are required to leave the country?	GCM: 21(e) SDGS: 10.7 GCR: B3.1 (para 87; indirect)	Actions	Formulation	Migrant Workers	Two-dimensional, single-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Voluntary departure
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
				Irregular				
#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
59	Which of the following services are available to migrants in situations of assisted return?	GCM: 21 (b,e) SDGS: 10.7; 16.3 GCR: B3.1 (para 87, 89)	Actions	Formulation	Migrant Workers	Two dimensional, multiple choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Assisted return
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
				Irregular				
#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
60	Does the implementation of the country's assisted return programme involve CSOs / NGOs?	GCM: Principle (Whole-of Society); 21 (f) SDGS: 10.7;17.14 GCR: A3.3 (para 47; indirect)	Actions	Formulation	Migrant Workers	One-dimensional, single-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Assisted return
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
				Irregular				
#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
61	What are the characteristics of the country's reintegration programme(s)?	GCM: 21(a,b) SDGS: 10.7 GCR: Extract from NYD on Durable Solutions (Para 11d and 12a-f)	Actions	Formulation	Migrant Workers	One-dimensional, single-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Reintegration programme
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
				Irregular				

### 5.1.5. Temporary and circular migration governance

#	Indicator Question	Rationale	Dimensions of analysis			How to Measure	Coding Guidelines	
			Elements	Stages	Target		Suggested Evidence	Words in Glossary
62	Is information regarding rights, duties and legal framework made systematically available to (potential) migrants in practice and by whom?	GCM: 3(all); 12(e); 13(d); 14(e); 15(c) SDGS: 10.7; 8.8; 16.3; 8.7 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple choice	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Legal framework
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			How to Measure	Coding Guidelines	
			Elements	Stages	Target		Suggested Evidence	Words in Glossary
63	Does a functioning coordination mechanism exist between organizations involved in main sectors in the country based on temporary migrant workforce?	GCM: Principles (Whole-of Government; Whole-of Society); 5(d) SDGS: 10.7;17.14; 8.8 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple choice	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Coordination mechanism
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			How to Measure	Coding Guidelines	
			Elements	Stages	Target		Suggested Evidence	Words in Glossary
64	What are the characteristics of agencies providing recruitment services?	GCM: 6(c) SDGS: 10.7;17.14; 8.8; 8.7; 12.7 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple choice	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Recruitment services
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers Irregular			



#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
65	To what extent do temporary employment agencies meet the following fair labour standards?	GCM: 6(d,i) SDGS: 10.7;17.14; 8.8; 8.7; 12.7 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple choice, measuring implementation gaps	Normative Reference  Academic Literature Grey Literature KI Interviews Other Sources	Temporary employment agencies
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
66	For how long can a migrant worker leave the country during the validity period of their permit without it affecting their pathway to permanent residence?	GCM: 19(h) SDGS: 10.7; 8.8 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, single-choice, measuring implementation gaps	Normative Reference  Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
			Relations	Implementation	BIPs			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
67	Are work permits free from ties to the employer? (i.e. do migrant workers have the right to change employer without having to make a new work permit application?)	GCM: 6(g) SDGS: 10.7;17.14; 8.8 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice, measuring implementation gaps	Normative Reference  Academic Literature Grey Literature KI Interviews Other Sources	
				Promulgation				
			Relations	Implementation	BIPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
68	Do migrant workers have the right to remain in the territory if they become unemployed in order to seek new employment?	GCM: 6(g); 7(h) SDGS: 10.7; 8.8 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Relations	Promulgation	Family			
			Resources	Implementation	BIPs			
				Evaluation	Asylum seekers			
69	To what extent is the portability of social benefits ensured to migrants?	GCM: 22(b,c) SDGS: 10.7;17.14; 8.8 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Relations	Promulgation	Family			
			Resources	Implementation	BIPs			
				Evaluation	Asylum seekers			
70	Do migrant workers have the right to join and form associations?	GCM: Principle (Whole-of Society); 6(i) SDGS: 10.7;17.14; 8.8 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Relations	Promulgation	BIPs			
			Resources	Implementation	Asylum seekers			
				Evaluation	Irregular			
71	Do migrant workers have the right to join trade unions and to be elected as a union representatives?	GCM: 6(i) SDGS: 10.7;17.14; 8.8 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice,	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Relations	Promulgation	Family			
			Resources	Implementation	BIPs			
				Evaluation	Asylum seekers			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
72	Does the country have mechanisms (such as mutual recognition agreements) that promote the recognition of degree and skills for migrants?	GCM: 18(all) SDGS: 10.7;17.14; 8.8 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	Mechanisms
			Relations	Promulgation	Family			
			Resources	Implementation	BJPs			
				Evaluation	Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
73	What kind of labour inspections are carried out?	GCM: 6(f) SDGS: 10.7;17.14; 8.8 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, single-choice, measuring and assessing implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
			Relations	Implementation	BJPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

#	Indicator Question	Rationale	Dimensions of analysis			Coding Guidelines		
			Elements	Stages	Target	How to Measure	Suggested Evidence	Words in Glossary
74	Are labour inspectorates mandated to monitor recruitment agencies and receive adequate resources and training to be able to exercise adequate oversight?	GCM: 6(f) SDGS: 10.7;17.14; 8.8; 16.3; 8.7; 12.7 GCR: n/a	Actions	Formulation	Migrant Workers	Two-dimensional, multiple-choice, measuring implementation gaps	Normative Reference Academic Literature Grey Literature KI Interviews Other Sources	
			Actors	Promulgation	Family			
			Relations	Implementation	BJPs			
			Resources	Evaluation	Asylum seekers			
					Irregular			

## 5.2. Glossary

WORD	DEFINITION
<i>Actions</i>	Complex set of things done or performed in relation to the governance of international migration. Actions cover the laws, policies, programmes and practices through which migration governance objectives and actors' goals and preferences are carried out.
<i>Actors</i>	Complex set of state/non-state, public/private individuals and institutions involved in different levels and stages of migration governance.
<i>Assisted Voluntary Return</i>	"Voluntary return supported by logistical, financial and/or other material assistance" (EMN, 2022). Following Dubow and Kuschminder (2021, p. 8) we use the term assisted voluntary return as a "policy category, rather than an analytical category of voluntariness or a reflection of the degree of voluntariness in the respondent's return decision."
<i>Asylum seekers</i>	"A person who seeks safety from persecution or serious harm in a country other than his or her own and awaits a decision on the application for refugee status under relevant international and national instruments. In case of a negative decision, the person must leave the country and may be expelled, as may any non-national in an irregular or unlawful situation, unless permission to stay is provided on humanitarian or other related grounds" (UN, 2018).
<i>Beneficiary of International Protection (BIP)</i>	"A person who has been granted refugee status or subsidiary protection status" (Art. 2(b) of Directive 2011/95/EU (Recast Qualification Directive))
<i>Circular migration</i>	As pointed out by Gomes and Doomernik (2020), there is no agreed definition of circular migration among scholars and official institutions. Here, we rely on the broad definition provided by the IOM (2011), which conceives circular migration as "the fluid movement of people between countries, including temporary or long-term movement which may be beneficial to all involved, if occurring voluntarily and linked to the labour needs of countries of origin and destination." This definition is in line with the EU understanding of the term as "a form of migration that is managed in a way allowing some degree of legal mobility back and forth between two countries" (EC, 2007, p. 8).
<i>Complementary protection</i>	"Various mechanisms used by States to regularize the stay of persons falling outside the scope of the 1951 Convention relating to the Status of Refugees or its 1967 Protocol, but who are nevertheless in need of international protection." "At the regional level, the European Union uses the term "subsidiary protection" to refer to complementary protection granted to persons who are not covered by the Convention relating to the Status of Refugees (adopted 28 July 1951, entered into force 22 April 1954) 189 UNTS 137) but are in need of international protection (IOM, 2019, pp. 35-36).

<i>Detention (migration)</i>	“The deprivation of liberty for migration-related reasons. Note: Detention of migrants occurs as a consequence of both immigration and emigration and the label of the term reflects the use of detention in both occurrences Within the migration context, detention is ordered by either administrative or judicial authorities, for reasons such as to establish identity, pending the processing of an immigration or asylum claim or for the purpose of enforcing an expulsion order (IOM, 2019, pp. 47-48) <i>Administrative detention</i> is usually less regulated and affords fewer guarantees of legality and due process to those who are detained than criminal detention (IOM, 2019, p. 6).
<i>Detention Centre</i>	“A specialized facility used for the detention of migrants with the primary purpose of facilitating administrative measures such as identification, processing of a claim or enforcing a removal order” (IOM, 2019, p. 48).
<i>Development</i>	Multidimensional process of capabilities enhancement and improvement of people’s quality of life, at individual and systemic level. This understanding follows Kuschminder and Rajabzadeh (2022), who abide by a human development perspective (Sen, 1989; UNDP, 1990). The original notion of human development focused on (1) leading a long and healthy life, (2) being educated and (3) enjoying a decent standard of living. Other relevant dimensions include democratic participation and security from violence, as reflected, for instance, in the SDGs (UNGA, 2015).
<i>Development - Cursory reference</i>	The reference(s) to development are not thorough or detailed. For instance, recognising migration as a relevant factor but not detailing how.
<i>Development - Detailed reference</i>	The reference(s) to development are well considered, evidence-based and recognise the complexities of the migration-development relationship in different contexts.
<i>Development - Economic approach</i>	An economic approach to development "assumes that economic growth will lead, automatically, to greater wellbeing for all" (UNDP, 2022).
<i>Development - Human development approach</i>	A human development approach is about “expanding the richness of human life, rather than simply the richness of the economy in which human beings live. It is an approach that is focused on people and their opportunities and choices" (UNDP, 2022),
<i>Diaspora</i>	As pointed out by Unterreiner and Weinar (2014), there is no agreed definition of diaspora among scholars. Here, we rely on the policy-related provided by Kanigel (2019), who conceives diaspora as “a community of people who live outside their shared country of origin or ancestry but maintain active connections with it. A diaspora includes both emigrants and their descendants. While some people lose their attachment to their ancestral homeland, others maintain a strong connection to a place which their ancestors may have left generations ago”.
<i>Diaspora programme</i>	Programme that engages “emigrants and members of diaspora communities (both organised and individuals) with the countries of origin, building the sense of belonging and strengthening the ties” (Unterreiner and Weinar, 2014, p. 13).
<i>Displacement</i>	“The movement of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters.” (IOM, 2019, p. 55).

Forced migration	“A migratory movement which, although the drivers can be diverse, involves force, compulsion, or coercion. Note: While not an international legal concept, this term has been used to describe the movements of refugees, displaced persons (including those displaced by disasters or development projects), and, in some instances, victims of trafficking. At the international level the use of this term is debated because of the widespread recognition that a continuum of agency exists rather than a voluntary/forced dichotomy and that it might undermine the existing legal international protection regime.” (IOM, 2019, p. 77).
Humanitarian (protection) visa	“A visa granting access to and temporary stay in the issuing State to a person on humanitarian grounds for a variable duration as specified in the applicable national or regional law, often aimed at complying with relevant human rights and refugee law” (IOM, 2019, pp. 97-98).
Independent monitoring	Observation and supervision of a governance action by an actor (e.g. NGO, CSO) that is not owned or controlled in whole or in part by the government or entity responsible of such action.
Irregular migrant / migrant in an irregular situation	“A person who moves or has moved across an international border and is not authorized to enter or to stay in a State pursuant to the law of that State and to international agreements to which that State is a party” (IOM, 2019, p. 133). In the EU context, a migrant in an irregular situation refers to “a third-country national present on the territory of a Schengen State who does not fulfil, or no longer fulfils, the conditions of Entry as set out in the Regulation (EU) 2016/399 (Schengen Borders Code) or other conditions for Entry, stay or residence in that EU Member State” (Oomkens and Kalir, 2020, p. 7).
Mechanism	Procedural setting and/or institutional architecture that regulates and/or enables the functioning of a specific activity of the governance system. Migration governance can involve a wide and heterogeneous set of mechanisms, such as institutional platforms for coordination among stakeholders, tools for reporting and addressing abuses, or procedures for skills recognition.
Migrant Workers	“Person who migrates or has migrated to a country of which he or she is not a national with a view to being employed otherwise than on his or her own account” (ILO, 2019, p.12).
Policy	Policy is conceived in the narrow sense of policy-output, which-paraphrasing Knill and Tosun (2014, p. 336), regards “policymaker’s statements of what it intends to do or not do in regard to regulation of international migration”.
Practices	This term refers to the phase of implementation and captures the ways in which policymakers’ goals and policy-outputs are brought into practice, including, for instance, the administrative actions conducted at borders by state officials for asylum request formalization.
Psychosocial support	“The term “psychosocial” denotes the inter-connection between psychological and social processes and the fact that each continually interacts with and influences the other. The composite term mental health and psychosocial support (MHPSS) is used to describe any type of local or outside support that aims to protect or promote psychosocial well-being and/or prevent or treat mental disorder” (IOM, 2019, p. 163).
Readmission agreement	“A bilateral or multilateral agreement between States that establishes, in a reciprocal manner, the basis and procedures, for one State to promptly and orderly return non-nationals, who do not or no longer fulfil the conditions for entry or stay on its territory, to their home State or a third State, most commonly a State through which they have transited or a State in which they had permanent residence” (IOM, 2019, p. 169).

<i>Reception facilities</i>	“All forms of premises used for the housing of applicants for international protection and other categories of migrants, including refugees, whilst individuals await decisions on applications for admission or on international protection” (IOM, 2019, p. 169).
<i>Recruitment</i>	Process including the “advertising, information dissemination, selection, transport, placement into employment and – for migrant workers – return to the country of origin where applicable. This applies to both jobseekers and those in an employment relationship” (ILO, 2019, p.12).
<i>Recruitment fees / Recruitment related costs</i>	Any fees or costs incurred in the recruitment process in order for workers to secure employment or placement, regardless of the manner, timing or location of their imposition or collection (ILO, 2019, p.12).
<i>Recruitment services/agencies</i>	Public employment services, private employment agencies and “all other intermediaries or subagents that offer labour recruitment and placement services. Labour recruiters can take many forms, whether for profit or non-profit, or operating within or outside legal and regulatory frameworks” (ILO, 2019, p.12).
<i>Refugee (prima facie)</i>	“Persons recognized as refugees by a State or the United Nations High Commissioner for Refugees, on the basis of objective criteria related to the circumstances in their country of origin, which justify a presumption that they meet the criteria of the applicable refugee definition” (IOM, 2019, p. 171). This definition is set by Geneva Convention (1951) and the following Protocol (1967), which identify, in general term, a refugee as “a person who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinions, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country. (Art. 1(A)(2), Convention relating to the Status of Refugees, Art. 1A(2), 1951 as modified by the 1967 Protocol).
<i>Reintegration programme</i>	Programme provided by a country of destination, providing assistance either cash, in kind or combined, with the aim of helping a foreign returnee to lead an independent life after return (Dubow and Kuschminder, 2021).
<i>Relations</i>	Formal and informal links and relationships among actors involved in migration governance.
<i>Resources</i>	Material (i.e. in-cash and in-kin) and immaterial (e.g. know-how) means and assets dedicated to the governance of international migration.
<i>Skills development programme</i>	Programmes dedicated to the development of work-related skills or competencies through vocational and/or educational training.
<i>Stages – 1. Formulation</i>	Early stage of the governance process in which a policy-matter is acknowledged and then, specific options to deal with such issue are developed and discussed among actors involved in the decision-making arena (Howlett and Giest, p. 2015).
<i>Stages – 2. Promulgation</i>	Stage of formal issuing of the decision undertaken (output) in the governance process.
<i>Stages – 3. Implementation</i>	The stage of the governance process in which actions (e.g., laws, policies) are executed and put into effect by different actors.
<i>Stages – 4. Evaluation</i>	Stage of the governance process in which an action/output is evaluated, namely by verifying and assessing whether its implementation and its effects are aligned with the objectives that were explicitly or implicitly set out. Different actors, internal and external to the government apparatus, can conduct the evaluation (Howlett and Ramesh, 2003).



<i>Temporary employment agencies</i>	“Temporary agency employment is where a worker is employed by the temporary work agency, and then hired out to perform his/her work at (and under the supervision of) the user company. There is considered to be no employment relationship between the temporary agency worker and the user company, although there could be legal obligations of the user company towards the temporary agency worker, especially with respect to health and safety. The relevant labour contract is of limited or unspecified duration with no guarantee of continuation. The hiring firm pays fees to the agency, and the agency pays the wages (even if the hiring company has not yet paid the agency). Flexibility for both worker and employer is a key feature of agency work” (ILO, 2022).
<i>Temporary protection</i>	“Arrangements developed by States to offer protection of a temporary nature, without prior individual status determination, to persons arriving in the context of flight from situations of conflict, generalized violence, disasters or other humanitarian crises, including to persons who do not have access to protection under 1951 Convention relating to the Status of Refugees” (IOM, 2019, p. 213).
<i>Temporary worker programme</i>	A programme that allows and regulates employers in the hiring of foreign nationals to fill gaps in their workforces on a temporary basis. “Temporary labour migration programmes can be set up unilaterally by migrant destination countries but often they are based on some kind of agreement (bilateral treaty, MOU, or similar) between an origin and a destination country. Much of today’s temporary migration also occurs under regional integration schemes and their free movement provisions” (ILO, 2021, p.1).



## 6. References

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