Expert Group Meeting on

“Integrated approaches to international migrations: the perspective of public institutions and public administration”

Inputs to chapter 5 of the World Public Sector Report 2017

1 November 2017

United Nations Headquarters

New York

Organised by

Division for Public Administration and Development Management (DPADM)
United Nations Department of Economic and Social Affairs (UNDESA)
The present document is the report of the expert group meeting (EGM) on “Integrated approaches to international migrations: the perspective of public institutions and public administration - Inputs to chapter 5 of the World Public Sector Report 2017”, held on 1 November 2017 at the United Nations Headquarters in New York. The meeting was organised by the Division for Public Administration and Development Management (DPADM) of the United Nations Department of Economic and Social Affairs (UNDESA).

For more information on the meeting, including the presentations made by speakers, please consult: http://bit.ly/2hADMU3.

To learn more about the World Public Sector Report 2017, visit http://bit.ly/2Adx9yT.

The opinions expressed in this report are those of the authors and do not necessarily reflect the views of the United Nations.

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Context and objectives of the meeting

The expert group meeting (EGM) was organized to inform the preparation of Chapter 5 of the World Public Sector Report (WPSR) 2017.

The forthcoming WPSR 2017 will examine how public administration and public institutions can foster integrated approaches to the implementation of the 2030 Agenda and the Sustainable Development Goals. It aims to produce an empirical analysis of policy integration for the SDGs at the national and local levels in different developmental and governance contexts. The report analyses the challenges of policy integration through three lenses: (1) horizontal integration, i.e. the management of cross-cutting issues that transcend the boundaries of policy fields; (2) vertical integration, i.e. how the actions of national and sub-national levels of government can be aligned to result in coherent outcomes; and (3) engagement of all stakeholders in the realisation of shared objectives. These three lenses constitute the analytical framework for the thematic chapters of the WPSR 2017.

Chapter 5 of the WPSR 2017 will explore how public administration and public institutions at the national level can promote an integrated approach to international migration and respond to the needs of migrants and refugees, looking in particular at the challenges associated with migrants’ access to public services. Specifically, the chapter aims to address the following questions:

• What are important linkages between international migrations and the SDGs, and how do they translate into questions in relation to public administration and public institutions?

• What are the different examples of legal frameworks, institutional arrangements and policy initiatives, programmes and strategies at the national level to develop integrated approaches to addressing the need of migrant populations?

• What are innovative models in terms of whole-of-government and whole-of-society approaches adopted at the national level to manage issues related to migrants?

• What are successful examples and challenges in adopting approaches that are vertically integrated across international, national and local levels?

• How are innovative approaches to the delivery of public services designed and implemented to respond to the needs of different categories of migrants during different the phases of the migration cycle? How do they connect with the relevant legal, institutional and policy frameworks?

The EGM sought to answer these questions. It gathered practitioners working on institutional and public administration issues in relation to international migration. The main objective of the meeting was to collect feedback and input from scientists and experts with focus on recent policy and institutional developments on migration and its linkages with sustainable development. The ultimate aim was to enhance the content and quality of the chapter and the report.

Organization of the meeting

The EGM was a closed meeting. Among the participants were representatives of the United Nations Department of Economic and Social Affairs, the United Nations Office on Drugs and Crime, the International Labour Organisation (ILO) and the International Organisation for Migration (IOM), as well as experts and scholars from the following institutions: Brookings Institute (USA); Florida International University (USA); Tent Foundation (USA); University of Potsdam (Germany), Bilkent University (Turkey); Ecole Nationale d’Administration (Lebanon); and Global Knowledge Partnership on Migration and Development (KNOMAD).

The meeting was opened by UNDESA’s Assistant Secretary-General for Economic and Social Affairs, Mr. Thomas Gass. The first session of the meeting framed the discussion by focusing on key public administration challenges in adopting integrated approaches to international migration. The following sessions focused respectively on horizontal integration, vertical integration, and engagement. The closing session took stock of the main messages heard during the discussion. The Agenda of the meeting is included in Annex to this report.
Highlights from the meeting

The discussions covered a rich set of issues. The following is a summary of the main topics discussed. It does not aim to be exhaustive.

Migration: definition and measurement

Migration can happen along different time scales and across different spaces. Today international migrants number about 250 million, i.e., about 3.4 percent of the current global population. This includes 23 million refugees. Despite the high visibility of the European context in current migration debates, international migration is a global phenomenon. 58 percent of international migrants live in developed regions and 42 percent in developing regions. In contrast, 84 percent of refugees are in developing regions while the remaining 16 percent are in developed countries. Most migration takes place from South to South. Migration has recently become more fluid. The composition of international migrants is no longer dominated by young males moving in search of better job opportunities. Almost half of all international migrants are women. Circular migration and return movements are important components of international migration today. Demographic trends point to increased migration pressures in the future.

Multiples linkages of migration and sustainable development

Migration is a complex issue and has many linkages with the SDGs, including in relation to security issues, labour and other economic aspects, human rights, and access to basic services. Those linkages themselves are complex and influence each other. As an example, participants mentioned that as part of a holistic policy approach to migration, corruption prevention, elimination of drug trafficking and money laundering are highly relevant notably to the eradication of migrant smuggling, and hence to safe, regular and responsible migration and mobility. Understanding migration therefore requires a multiplicity of approaches.

The linkages between migration and SDGs that were most cited during the meeting were related to SDG 8 (economic growth and decent employment), SDG 10 (inequality), SDG 11 (sustainable urbanization) and SDG 16 (peaceful and inclusive institutions). Several approaches to defining subsets of SDG targets that are most directly linked with migrations were referred to in the meeting. It was also mentioned that 24 out of the 242 global SDG indicators require disaggregation by migratory status.

From linkages to policies and institutions: rationale for integrated approaches to migrations

Different stakeholders, including governments, civil society, and migrants themselves, tend to put different weight and emphasis on those linkages. How the linkages are translated into national policies and addressed in practice by public institutions and public administration reflects political processes of adjudicating and reconciling competing claims. In almost all countries, this influence of politics on policy and discourse related to migrations is strong, and should be considered when examining outcomes in terms of policy integration – both in terms of what is integrated and how it is integrated. The political context, which can vary quite dramatically over time in any given country and across countries, shapes the space in which public institutions and public administration operate and can innovate.

In most countries, citizens and non-citizens have different rights. In general, the legal status of migrants tends to have a tremendous impact on their ability to work and access public services. Hence, the level of policy coherence and administrative integration, and in particular the interaction between implementation of border control and other sectoral policies, directly affect migrants in a number of dimensions. This makes integration of policies and administrative practices especially relevant to the case of migrations. The challenge for integration is also vertical, with a range of policies being made at the national level but implemented mostly at the local level, for example in relation to the delivery of public services.
In sum, integration among public institutions and public administration at all levels is critical to enhancing outcomes for migrants. This calls for whole-of-government approaches in devising sector policies, in particular those related to labour, crime and justice, education, health, and access to basic services such as housing and their interface with migration. In addition to “migration-specific” policies and related processes, existing human rights instruments, which many countries have ratified, are often directly relevant to migrants and refugees (for example in relation to smuggling and trafficking), and implementation of related commitments can help enhance policy coherence at the national level, while providing important benefits to migrants.

In addition, addressing the complex and interrelated challenges posed by migrant integration requires engagement with all relevant stakeholders, including non-governmental organizations, local communities, and others (see below).

Participants mentioned that public response to international migration at the national level should be adaptive, and respond to the broad trends and changes in migration flows. For example, national public institutions and public administration responses to international migration have often been developed long ago under an assumption of permanent migration, and may need to be reframed to reflect the growing importance of circular migration.

**Framing migration as an opportunity for development**

Public opinion is an important factor that shapes national policies in relation to migration, as well as local responses.

In order for migrations to be seen as opportunities for host societies, it is critical to enhance the capacities of migrants to contribute and play a positive role in host societies, including by generating income and livelihoods. The performance of public administration in managing migrations is important in this regard. If public institutions are perceived to fail, it will be harder for the government to frame migration as an opportunity for development.

The question of long-term or short-term nature of migrations, and that of integration of migrants into host societies, are often lingering and divisive and shape public responses to migrations. There are several types of migration and different types of integration. Participants mentioned that it would be an error to assume that public opinion always favours long-term integration of migrants.

In fact, there often exist value conflicts within societies regarding the recognition of rights to migrants. In addition, developing countries where most refugees live often lack the adequate financial resources and governance mechanisms needed to manage crises and integrate
migrants. In some countries, governments do not use the word “refugees” but “displaced”, to avoid creating expectations for, e.g., paths to citizenship or other rights that the refugee status would entail. This can create problems with respect to basic administrative functions highlighted in the SDGs such as providing birth registration (SDG 16.9), as providing birth registration may imply legal consequences in terms of status and nationality. Similarly, even though some countries may provide the right to work to refugees, not recognizing displaced people as refugees can create a legal impasse.

In addition, migrations are often instrumentalized by governments, both national governments in the context of international discussions, and local governments in the context of national discussions. In one example shared during the meeting, the building of a fence between two countries led to increased smuggling activity and human casualties, contributing to the discourse on migration as a security threat rather than a driver of development, which in turn is thought to have led to progress of xenophobic rhetoric in governance.

Participants in the meeting emphasized that given these complexities, there is a critical role for governments to shape a balanced narrative on migration, which presents the benefits of migrations for the receiving countries and the role that migrants play in economy and society and not only its security-related connections and other potentially disruptive impacts on host countries. In particular, public communication strategies and policies must be made part of migration governance. Communication should be an important tool for governments in preventing tensions between host population and communities and migrants. This was mentioned as especially important in a time where xenophobia is reported on the rise in many countries.

In this context, it was mentioned that the international discourse on migration ought to recognize the differences in resources and capacities in developed versus developing countries, and be mindful of the diverse range of value, belief and public administration systems that exist in different parts of the world.

Challenges to integrated approaches to migration in public institutions and public administration

Challenges to integrated approaches to migration and sustainable development from an institutional and public administrative perspective exist at different levels. As illustrated by the examples presented at the meeting, these challenges are common, to both developed and developing country settings, albeit to different degrees.

At a structural level, complexity of bureaucratic processes, governance systems with weak transparency and accountability mechanisms, and lack of coordination between local, national, regional and global levels of administration are among the significant hurdles.

At an institutional level, policy integration challenges may relate to the lack of adequate differentiation between asylum and migration laws and administrative processes, lack of communication and collaboration among the different national and local ministries, departments and offices handling asylum requests, residency, social benefits, access to employment, housing, health, education and other services for migrants and refugees.

At an organizational level, shortcomings of policy integration may include fragmented distribution of tasks, capacity constraints including lack of qualified staff, lack of back-office solutions for specialized tasks and incompatible communication platforms, and the resulting gaps in data and information sharing. Within
organizations, lack of training and capacity of public servants is also often a constraint.

**Measuring integration and coherence between migration and development**

Measuring the levels of coherence and integration of migration policies with other sustainable development policies is challenging, but has been attempted through various initiatives.

The UN Population Division collects information on countries having an “integration policy” for migrants in place (covering inter alia language skills training and protection against discrimination), as part of the World Population Policies report.

Some concrete tools developed by the International organization on Migration (IOM) to measure the migration aspect of sustainable development include the Migration Governance Index (MGI), the Migration Governance Framework (MiGOF), Migration Crisis Operational Framework (MCOF), the Migrants in Countries in Crisis (MICIC), and the Joint Migration and Development Initiative (JMDI). The tools all show that national approaches to migration governance are not fully coherent, and provide policy solutions and institutional mechanisms to improve migration-development linkages.

Developed by KNOMAD of the World Bank, OECD and UNDP, two dashboards on Policy Coherence for Migration and Development (PCMD), one on originating countries and another on destination countries, seek to promote a better understanding and implementation of a holistic and multi-sectoral approach to migrant integration in decision-making and public services. The dashboard takes stock of existing policies and institutional arrangements. PCMD assesses countries in terms of five criteria: promotion of institutional coherence; reduction of cost of migration; protection of the rights of migrants and of their families; (re)integration of migrants; and expansion of the development impact of migration. Indicators associated with these criteria include: assessment of whether there exists an inter-agency mechanism, e.g. a body or committee that allows for the consideration of migration (and development) in other policy sectors; whether there is a regulation framework for the recruitment process (such as a monitoring agency) and if it is properly implemented; whether migrants and their family members have the same right to education as citizens; whether re-integration programmes and assistance (e.g., in the socio-cultural sphere and areas of employment, housing, education, health, investment and access to credit) exist; and whether there are restrictions on remittance flows.

**Horizontal integration**

A first step in policy integration with respect to migration and development is to have a national migration policy. Mainstreaming migration in national development strategies is one approach through which coherence can be pursued. IOM has supported this since 2011, including in Bangladesh, Ecuador, Morocco, Serbia and Tunisia. The Global Migration Group has developed guidance in this regard.

Examples of institutional mechanisms that can promote integration with respect to migration policies and their implementation were mentioned. Inter-agency mechanisms were highlighted as useful, but participants underlined the importance of ensuring that they are sustainable, mentioning countries where political changes had resulted in the disbanding of existing coordination mechanisms. It is therefore important that coordination mechanisms are institutionalized and avoid politicization.

As an example of specific issue needing cross-sectoral coordination, it was mentioned that addressing the needs of victims of trafficking requires multidisciplinary approaches ranging from the use of law enforcement to awareness-raising and education, access to healthcare and the effective management of the factors that led to trafficking and smuggling in the first place. Early detection and coordination requires the involvement of all relevant actors, including national and local government agencies, the police, courts, social workers, healthcare personnel, educators and non-governmental organisations.
Countries have adopted sector policies and services specifically targeting migrants. For example, Thailand offers access to health services to migrants. Many countries, including Germany and Portugal, have put in place one-stop shops for migrants, which provide a range of services. One-stop-shops have proved to be a useful institutional innovation, although their effectiveness is likely to vary depending on the context.

Participants mentioned that firewalls between different sectors, e.g. between healthcare institutions, schools and law enforcement, can be instrumental in effectively protecting and enhancing the inclusion of migrants in service delivery chains, and ultimately, in development and governance.

Examples of innovation in administrative processes and services offered to migrants, for example in the aftermath of the so-called “refugee crisis” in Europe, attest to opportunities for public institutions and public administration to enhance their approaches in this area.

**The local level as a frontrunner in linking migration with development**

Cities are where jobs and social networks are. They are the prime targets of both domestic and international migration. Their role, authority and competencies are affected by economic globalization and trends in decentralization. Two-thirds of all refugees worldwide live in cities. Returning migrants and refugees, even though they may originate from rural areas, often return to cities. Kabul in Afghanistan was mentioned as an example of this.

Clearly, local governments have taken the lead in developing innovative administrative practices and services to address migrants’ needs. They have designed and implemented innovative services to migrants. Many cities have provided mechanisms for migrants and refugees to participate in decision-making, including voting in local elections. Others have introduced consultative councils to start and maintain a dialogue between migrant and host communities and the local government.

There is a great variety of practices and outcomes in relation to migrants at the local level, even when jurisdictions operate under the same legal and regulatory framework. This has been observed in a range of contexts, from USA to Greece to Turkey.

Cities can be more or less proactive in developing policies and adapting administrative practices in response to migration. One example developed during the meeting highlighted two cities in the same country, which took different approaches to migration governance. It was reported that while one was proactive in integrating and providing services to migrants and refugees, the other began acting only when migration became a crisis. Correspondingly, the outcomes in terms of migrant integration and development impact of migration also differed.

Among many factors that determine the engagement of local governments in migrant integration and in policy integration on migration and refuge, the dynamics of local and national politics, including the political affiliation of municipalities, is important.

Other important factors include resources available to the local level and the legal framework governing relationships between levels of government. Since municipal budgets are often determined and allocated centrally, some cities and municipalities may lack the necessary resources to provide services to migrants and refugees. Involvement of the local level in migration governance also depends on whether the overall system of government is federal or unitary. In Germany, which has a federal system of government, for instance, the involvement of municipal associations into nation policy making and legislation is mandated by law.

Differences in how local governments choose to address migration can also come from varying interpretations of the law. In Turkey, for instance, municipal law stipulates...
that municipalities should provide services to citizens. Some municipalities interpreted this as referring to all their residents and have extended their services to refugees; others have taken a more limited interpretation.

It was mentioned that cities’ activism in migration governance may be spurred by the tenor of national policies. Inflexions in national approaches to migration towards more restrictive policies may be accompanied by moves in the opposite direction from some local governments. In this regard, tensions can appear between the national and local levels with regard to law enforcement in relation to the legal status of migrants. The case of sanctuary cities in a country was mentioned as an example of this.

Despite the increasing importance of cities and territorial and local governments for managing migration, local governments often complain that their views are not taken into account when designing migration policies. Enhancing the participation of and consultation with local governments in the design of migration policies is important not only because they are critical actors in their implementation, but also because in this way national governments can reap the benefits from local innovation in terms of public administration approaches to migrations.

Vertical integration and multi-level coordination among administrations are paramount. Given the complexity of horizontal and vertical coordination in relation to migration issues, it is important to clarify the responsibilities and accountability of different parts of government, as well as to recognize the comparative advantages that different levels of government have. For example, the local level is influential in identifying employment and training opportunities. Local governments are often de facto or de jure policy implementers and service providers on the ground. As such, the local level is often the best place to solve horizontal coordination issues – in particular in relation to migrants’ access to housing, employment, education, health, and other services. In all these tasks, the alignment of policies, integration of service provision processes and channels, and cooperation of the local level with the national level of administration and with non-state actors is decisive.

At the same time, it is important to recognize the differences that may exist across jurisdictions in terms of capacity to manage migration – e.g. between rich and poor municipalities. Burden-sharing and appropriate allocation of resources are critical aspects of this issue.

Engagement with non-State actors

Engagement and whole-of-society approaches in migration policy-making and service delivery are also key. Faith-based organizations, youth, women and municipal associations, cooperatives, ethnic and professional associations, regional and hometown associations, trade and labour unions, migrant and diaspora associations, and organizations led by refugees provide essential services to migrants and refugees.

Engagement of non-governmental actors in migrations, including local communities, civil society organizations, has proven critical in different contexts. For example, it was said at the meeting that the involvement of volunteers had been critical in achieving the integration of refugees in Germany in recent years. Yet, it seems that the participation dimension is often neglected.

Because of the critical importance of employment for the integration of migrants, partnerships with stakeholders such as employers, businesses and labor unions can also play a role.

It is important to develop the capacity of local NGOs, as opposed to international NGOs, which in some countries may be suspect in the public opinion.

While the role of the private sector in the migration-development nexus was not discussed in detail at the meeting, a private sector perspective was provided by the Tent Foundation. Founded in 2015, it seeks to mobilize the private sector to improve the lives and livelihoods of refugees through its Tent Initiative, of which more than 80 companies are part.

The work of the foundation has explored how the private sector can link migrants and refugees with development opportunities through three channels: hiring and supply chains whereby businesses employ and promote the employment of refugees; direct services geared to refugees as customers; and impact investment directed at refugee entrepreneurs, refugee-owned SMEs and social enterprises that seek to meet refugee needs.

The current Tent Initiative seeks to map where businesses have a comparative advantage in supporting refugees. A recent report covers the top 20 refugee hosting countries, looking at the capacity of businesses there to link with their supply chains to generate and match employment opportunities with refugee skills and locations. The next Tent Initiative will focus on business-government-civil society partnerships to develop refugee skills, to buttress
the pipeline of potential suppliers, and to multiply the platforms that match the two together.

**Labour as a critical migration-development linkage**

Labour appears as one of the critical linkages between migration and development. A large part of international migration occurs due to lack of decent employment opportunities in some countries and labour shortages in others. According to ILO, 70 percent of migrants are either employed or looking for employment. Ability to generate income and livelihoods is a prerequisite to migrants’ integration in the society of host countries.

Many countries provide legal access to employment to regular migrants and refugees. However, large numbers of refugees and migrants in vulnerable situations continue to lack access to formal employment. Other employment-related challenges facing migrants include informal employment, exploitation, child labour, and expensive and cumbersome employment procedures.

The fragmented nature of global and national migration governance and the precarious access of migrants to labour markets have led ILO to adopt guiding principles and support countries in their initiatives to integrate policies towards providing migrants and refugees with fair, inclusive and institutionalized access to decent employment.

Participants emphasized the importance of ensuring that legal pathways exist for migration to meet the need of the labour markets in host countries. Some countries such as Germany and Sweden were mentioned as good examples in this regard. Working to reduce or eliminate recruitment fees, often paid by migrant workers, which can represent several months of pay, is also a policy response that was underlined as important. The ILO is supporting work in this area. Mutual recognition of skills, portability of entitlements (e.g. pension systems) based on cross-border cooperation, implementation of the international labour standards and the extension of protection to migrant workers in general were other policy issues that were highlighted.

From a labour perspective, exploitation of migrants in the informal economy is often accompanied with trafficking. Exploitation of migrants and informal labour not only undermine efforts to formalize the economy, they also fuel corruption in public administration. Public administration can play a central role in making sure that there are no dual labour markets for migrants and refugees, and for nationals.

In the case of refugees, it was mentioned that a fundamental aim of interventions should be to avoid the creation of parallel systems and structures with the longer-term view of “building back better”. For example, in Jordan, the ILO has provided information and capacity building support to the local offices of the Department of Labour on a streamlined system of delivery of work permits to refugees.

Migrant worker resource centres (MRCs) are found across South East Asia, supported by the ILO in partnership with labour departments, trade unions and civil society organizations. They are tasked with providing information to potential and actual migrant workers about their rights and entitlements in legal, occupational health and safety related issue areas.

Regarding skills recognition, Recognition of Prior Learning (RPL) systems and Mutual Recognition Agreements (MRA) to evaluate skills and knowledge acquired outside one’s country may facilitate the mobility of migrant workers. Examples come from the Caribbean Vocational Qualification (CVQ) at the regional level, and the Philippines’ Skills Registration Database for returning migrants in Davao province.

Some specific examples of integrated policy-making at the national level regarding labour and migration were provided during the meeting.

In Ethiopia, the Overseas Employment Proclamation adopted in February 2016 led to the establishment of a directorate within the Ministry of Labour and Social Affairs that handles issues related to labour migration. It also introduced stricter requirements for licensing private employment agencies and the appointment of labour attachés in countries of destination.

In Turkey and Jordan, access to labour market and the issuance of work permits to people displaced by the Syrian conflict have been accompanied with measures to
strengthen social cohesion and inclusive growth. Processes have been led by inter-ministerial bodies often under the auspices of the Office of the Prime Ministers, and liaising with relevant ministries such as Labour, Social Protection, Education, Interior, Foreign Affairs, Health, and others. In Turkey, recent expansion in vocational training opportunities and self-employment and start-ups established by Syrians have contributed to increasing formal labour participation of Syrian refugees. Local and international NGOs have provided training on job finding and career counselling, in addition to forging links with the private sector and cooperating with municipalities to increase the employability of refugees.

In Malaysia, trade unions, worker organizations and other civil society actors have developed agreements to promote ILO standards and action plans to protect the rights of migrant workers. The Malaysian Trade Unions Congress (MTUC) and the civil society organization Tenaganita have provided legal assistance to migrants and refugees. Likewise, in Morocco and Tunisia, partnerships with non-governmental actors have provided financial literacy training to migrants and refugees.

An example of holistic approach to integration of migrants with engagement at its core is the Kivo Project in Sweden. The project aims to develop structures and methods to rapidly increase the employability of migrants in the formal economy while also building their linguistic, vocational and other skills to enhance their social integration. It works to establish uniform recruitment standards and increase the involvement of employers in administrative process and in the provision of education and skills to migrants. The project is built on collaboration between agencies at various levels of government and other stakeholders.

Data as an enabler of integration of migration and development

Substantial progress has been made in measuring international migration in the past two decades. However, Member States, local governments and non-governmental stakeholders face challenges in terms of collecting and assessing data on migrants and refugees. Irregular migration is hard to estimate. Availability of reliable and comparable disaggregated data is often an issue.

In comparison to other policy areas, participants mentioned the lack of systematic evaluation of migration-related initiatives, and agreed on the need for more attention to be paid to monitoring and evaluation across all policy areas and in the entire spectrum of public services in this regard.

Digitization and enhanced processes for exchanging information among administrations is an area where potential for enhanced efficiency exists. For example, measuring the number of victims of trafficking and smuggling of migrants is difficult and typically requires the use of multiple sources. The Netherlands, in cooperation with UNODC, has put in place a whole-of-government approach to data estimation in this regard.

A delicate balance between safeguarding rights of migrants and enhancing the efficiency and effectiveness of public institutions in dealing with migrations has to be struck with respect to sharing information among administrations. The creation of appropriate “firewalls” in terms of data exchange (for example, between health and law enforcement, between education and law enforcement) was pointed as necessary in this respect.

Building capacity in the public service

In some countries, the stock of migrants is of the same order of magnitude as that of nationals. Massive inflows such as those witnessed in some countries of the Middle East after the Syrian conflict and in Africa cause a stress on public administration and its capacity to deliver services. In many cases, this happens in contexts where national administrative capacity is already weak and unable to fulfil the needs of the country’s citizens. Even in developed countries that have witnessed smaller numbers of migrants in relation to their population, public administration can be overloaded by migrations. Within countries, there is also often a difference in capacity between the central and local levels of administration, as well as between large cities and small towns.

Hence, there are important needs in terms of capacity building in public administration, at all levels. During the meeting, it was emphasized that beyond a Weberian focus on public institutions and administrative processes,
Training for the public service had to encompass a broader set of issues, including awareness of public and civil servants to the situation of migrants and refugees and their rights, and cultural awareness, including language skills and value systems.

Training of government officials, in particular through the adjustment of curricula of public administration schools, is important. Dimensions such as integrated planning, forecasting, crisis and disaster management and project management were mentioned as important in relation to enhancing the capacity of the public sector to manage migration. It was suggested that national agencies for disaster management, where they exist, could play a role in helping public administration schools develop training on crisis management in relation to migration.

As an example of holistic approach to migration in the context of a country’s development, the Lebanese Crisis Response Plan has aimed at: ensuring the protection of vulnerable populations; providing them with immediate assistance; providing services through national systems, and reinforcing the country’s social, economic and environmental stability.

One example of holistic institutional integration based on both horizontal and vertical collaboration and engagement with non-state actors comes from Mexico’s 3x1 Programme for migrants. The programme supports the initiatives of Mexicans living abroad, by giving them the opportunity to exert social impact in their home communities in Mexico. Implementation is secured through support from migrant federations and associations abroad, as well as state and municipal governments. For every peso sent by migrants, the federal, state and the municipal governments add three pesos in total to build infrastructure or to provide services needed by the local communities.

In Sri Lanka and Ethiopia, the recently adopted return and reintegration policies have addressed social, physical and psychological wellbeing of returnees and their family members. In both cases, relevant government departments and agencies, provincial and local authorities, and a wide range of stakeholders including employers’ federations, trade unions, national antitrafficking taskforces, micro and small enterprise agencies, UN agencies and the donor community have contributed to the process.

Examples of integrated approaches to migration and sustainable development

Many examples of integrated approaches that link migration and other dimensions of sustainable development were presented during the meeting.
ANNEX I: AGENDA
UN Division for Public Administration and Development Management

Expert Group Meeting on “Integrated approaches to international migrations: the perspective of public institutions and public administration”

Inputs to chapter 5 of the World Public Sector Report 2017
United Nations Headquarters, New York, 1 November 2017

PROGRAMME

9:00-9:30  Registration

9:30-10:00  Opening of the meeting

Opening remarks: Thomas Gass (Assistant Secretary-General for Policy Coordination and Inter-Agency Affairs, UNDESA)

Welcoming statement and EGM expectations: Marion Barthélémy (Director, DPADM/UNDESA)

Organizational matters: Peride K. Blind (DMB/DPADM/UNDESA)

10:00-12:00  Session I: Towards an integrated approach to international migrations: Key challenges for public institutions

Guiding Questions:

(i) Do public institutions at the national and local levels have enough information about migrants and their needs?

(ii) What are the major challenges faced by governments and public institutions in dealing with migrants and refugees? What are the implications of flows of migrants and refugees for public services, and how are national and local governments equipped to address them?

(iii) How can governments work with donors to address the impact and conditions of migrants and refugees in the poorest countries?

(iv) Are different parts of governments engaged in issues related to refugees compared to issues related to migrants? If so, does it lead to gaps or negative impact on these groups?

Moderator: Marion Barthélémy (Director, DPADM/UNDESA)

Keynote speech - Sabine Kuhlmann (Professor, Potsdam University, Germany) - Managing Migrations, Integration and Poverty: A Global Challenge for Governance and Public Administration: main messages from the 2017 IIAS Congress

Michelle Leighton (Chief of the Labour Migration Branch, ILO) via video

Georges Labaki (Director, ENA-Lebanon)

Kieran Gorman-Best (Senior Policy and Liaison Officer, IOM)
13:30-14:30  **Session II: Integration among various parts of national governments: key challenges, lessons learned and approaches to various issues related to SDGs and migration**

Guiding Questions:

(i) How can various parts of national and local governments get engaged in decisions on national migration policies in various political systems?
(ii) What are concrete challenges to ensuring “whole-of-government approaches” to defining policies related to migration and the needs of migrants?
(iii) What are examples of modalities that have ensured cross-agency and cross-sectoral cooperation at the national level in policy-making for migrants and sustainable development?
(iv) What kind of skills should public servants have to support integrated approaches to migrations, and what does this mean for public administration’s characteristics and functioning?

Moderator: **David Le Blanc** (Chief, DMB/DPADM/UNDESA)

*Sonia Plaza* (Policy Coherence and Integration, KNOMAD, World Bank-Washington DC)

*Yu Ping Chan* (Special Policy Advisor, UNODC-New York)

14:30-15:30  **Session III: How can national and local governments work together to respond to the needs of migrants and promote the SDGs?**

Guiding Questions:

(i) How can national and local governments work together to respond to migrants’ and refugees’ needs and support their empowerment?
(ii) What are concrete challenges to coherence and effective collaboration among different levels of governments in relation to policies related to migration and the needs of migrants and refugees?
(iii) What are the promising interaction and cooperation modalities across levels of government that address critical linkages between policy-making on migration and policies in sustainable development?
(iv) What are examples of modalities of interaction and cooperation across levels of government that have shown success in enhancing public service delivery for migrant and refugee populations?

Moderator: **Sabine Kuhlmann** (Professor, Potsdam University, Germany)

*Kemal Kirisci* (Senior Fellow, Brookings Institute, United States)

*Sabine Henning* (Senior Population Affairs Officer, Population Division, UNDESA)

*Ioannis Grigoriadis* (Professor, Bilkent University, Turkey)

15:30-16:30  **Session IV: People’s engagement in integrated approaches to migrations at the national level: what have we learned**

Guiding Questions:

(i) What are some interesting examples of national and local mechanisms for engaging non-state actors that help address linkages between migration and sustainable development?
(ii) How can governments work with other actors in responding to migrants’ and refugees’ needs, protecting their rights and empowering them? What are successful innovations?
(iii) What are some of the common and emerging modalities, enablers and hurdles for engagement of non-governmental actors, including local communities, in migration- and refugee-related issues?
(iv) What is the experience with engaging migrants and refugees in making decisions that affect them and their communities, including migrant- and refugee-led and funded organizations?

Moderator: **Ioannis Grigoriadis** (Professor, Bilkent University, Turkey)

*Cristina Alicia Rodríguez-Acosta* (Deputy Director, Institute for Public Management and Community Service, Florida International University, United States)

**Scarlet Cronin** (Senior Director, Partnerships and Philanthropy, Tent Foundation, United States)

16:30-16:45 Coffee break

**16:45-17:15 Wrap-up - main messages**

Guiding Questions:

(i) What have we learned? What are the most common challenges to and success factors for integrated approaches to international migrations at the national level from the point of view of public institutions and public administration?

Moderator: **David Le Blanc** (Chief, DMB/DPADM/DESA, United Nations)

Rapporteur: **Peride K. Blind** (DPADM/DESA, United Nations)

**17:15-17:30 Closing of the meeting**

Concluding remarks: **Marion Barthélemy** (Director, DPADM/DESA, United Nations)