Background paper[1]

Theme 2: Regional mobility to promote transferable learning and policy coherence

Roundtable Session 2.2:
Regional mobility and policy coherence to support development

INTRODUCTION

In 2017, the number of people[1] residing in a country other than their country of birth was 258 million, the highest ever recorded, up from 173 million in 2000. About 64% of all international migrants worldwide lived in high-income countries, with about half residing within the region of their birth[2]. Given the constantly growing number of people residing in a country other than the one they were born in, addressing migration and its effects has become an essential issue for development policy-making at all levels of governance. The need to look at how migration affects and is affected by all areas of governance, both in origin and destination countries, using a whole-of-government approach, is increasingly acknowledged, including consideration of how other policies like housing, health or agriculture affect and are affected by migration and what sectors and actors are involved. This new approach has replaced the traditional vision of migration and development that mainly focused on migrants´ contributions to their countries of origin.

The need to harness the positive development effects of migration will intensify in the future due to income disparities and climate change, but also population growth – according to available estimates, by 2040, the number of working-age people in low-income countries will increase by 91%, or over 330 million. In middle-income countries, the number is predicted to expand by 625 million.[3]

At the same time the process of population ageing is expected to accelerate in some regions, especially in Europe and Northern America putting pressures on both health care systems and labour markets in a form of growing labour market shortages and difficulties in keeping up with the pace of innovation and structural changes.

The intergovernmentally negotiated and agreed Global Compact for Migration (GCM) recognizes the regional nature of migration flows – including the progressive regionalization of migration governance – as a testament to the growing importance of the regional level in governing safe, orderly and regular migration. Regional, cross-regional and sub-regional organisations, processes and mechanisms are mentioned throughout the text, particularly with regard to the implementation,

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[1] This paper has been prepared by ICMPD under the guidance of the RT 2.2 co-chairs Egypt, Philippines and Zambia, and with valuable inputs from the OSCE, IOM and ILO as well as other RT team members during and between the Roundtable consultations. Though all attempts have been made to make sure that the information provided is accurate, the authors do not accept any liability or give any guarantee for the validity, accuracy and completeness of the information in this paper, which is intended to solely inform and stimulate discussion of Roundtable session 2.2 during the GFMD Summit meeting in December 2018. It is not exhaustive in its treatment of the RT session 2.2 theme and does not necessarily reflect the views of the authors, the GFMD organizers or the governments or international organizations involved in the GFMD process.

follow-up and review of commitments. It also mentions whole-of-government and whole-of-society approaches among its guiding principles.

While economic and trade integration have often been key drivers for regional cooperation, mobility policies have only recently gained growing attention within such frameworks, or even resulted in various forms of mobility governance. These reach from highly formalised to informal regional cooperation, with a mature free movement regime at one end; trade related agreements including mobility components, regional dialogues or consultative processes in between; and, ad-hoc regional programmes and projects at the other end. Facilitating the movement of people may constitute a primary or secondary objective of these formal and informal regional integration processes, ranging from full-fledged free movement arrangements to regulating specific aspects of mobility. The categories of people entitled to certain rights may also vary, from labour migrants to businesspeople, service providers, highly skilled professionals or family members.

The purpose of this paper is to discuss the interactions between **regional mobility cooperation** and **development** of countries of origin, transit and destination. In this context, the issue of **policy coherence**[4] at different levels will be discussed as well. Additionally, the paper aims to offer lines for discussion on how to harness the potential of regional mobility and regional mobility arrangements for development objectives and how it can lead to the enhanced policy coherence.

This paper is focused on the supra-national level of cooperation **within a specific region** (intra-regional) and **between regions** (inter-regional), and more specifically, two main types of cooperation: (1) formal (agreements and organisations) and (2) informal (e.g. Regional Consultative Processes)[5]. As labour mobility constitutes the most prominent element of existing frameworks, work related issues are a central element of the text, such as rights of entry, residence and work, recognition of skills and portability of social security rights.

KEY ISSUES

POLICY COHERENCE, MIGRATION AND DEVELOPMENT

The potential development effects of migration may differ in **countries of origin and destination** as they depend on many factors, including migration patterns in relation to existing (positive or negative) economic, social and political development processes. Various public policies affect migration patterns and their developmental outcomes, including the decision to leave or stay in the country, the transnational life of migrants, the use of remittances or integration. At the same time, migration influences a variety of sectors that are essential for development. Policy and institutional coherence is therefore **fundamental** to foster positive developmental effects and avoid negative side-effects.

Coherent policies for regular migration at the regional level have significant development potential for regions, notably in the areas of skills matching, facilitation of regional skills mobility of specific professional categories, and facilitation of recognition of skills as well as the protection of rights of migrant workers. Such policies may lead to better working conditions and a reduction of skills shortages on the labour markets[6]. They can also have an impact in terms of facilitating and regularising movements across international borders in transnational spaces, which have often existed long before the erection of international borders[7] and are usually referred to as '*sustained ties of geographically mobile persons, networks and organizations across the borders across multiple nation-states*[8].

In practice, the inclusion of migration in different public policies is not yet systematic, because it is costly and complex to do so. Policy coherence, as a process linked to the public policy cycle, requires resources, **coordination mechanisms** and up-to-date knowledge among different stakeholders of the effects of migration on their specific sector policies and, conversely, of the effects of these policies on

migration.[9] As a result, quite often migration policies concentrate on short-term gains and omit to sufficiently consider development-related dimensions. For instance, this is the case when because of political reasons destination countries restrict the access to the labour market, even if the certain economic sectors report labour shortages that could potentially be filled by migrants. Another example of incoherence in the area of labour migration is often seen in schemes aimed at attracting highly skilled or skilled workers[10] without facilitation of the procedures related to skills and qualifications recognition.[11]

Current policy responses to migration may therefore be limited. Furthermore, the lack of data, capacity or knowledge also increases the risk that policies remain theoretical and fail in their implementation. This may then lead to a gap between the intended and the actual level of policy coherence. At the same time, political considerations are likely to impact both the debate and the policy-making. In Europe, for example, development cooperation is increasingly expected to address the root causes of migration, leading to a challenge in balancing priorities between policy coherence for migration and policy coherence for development.[12]
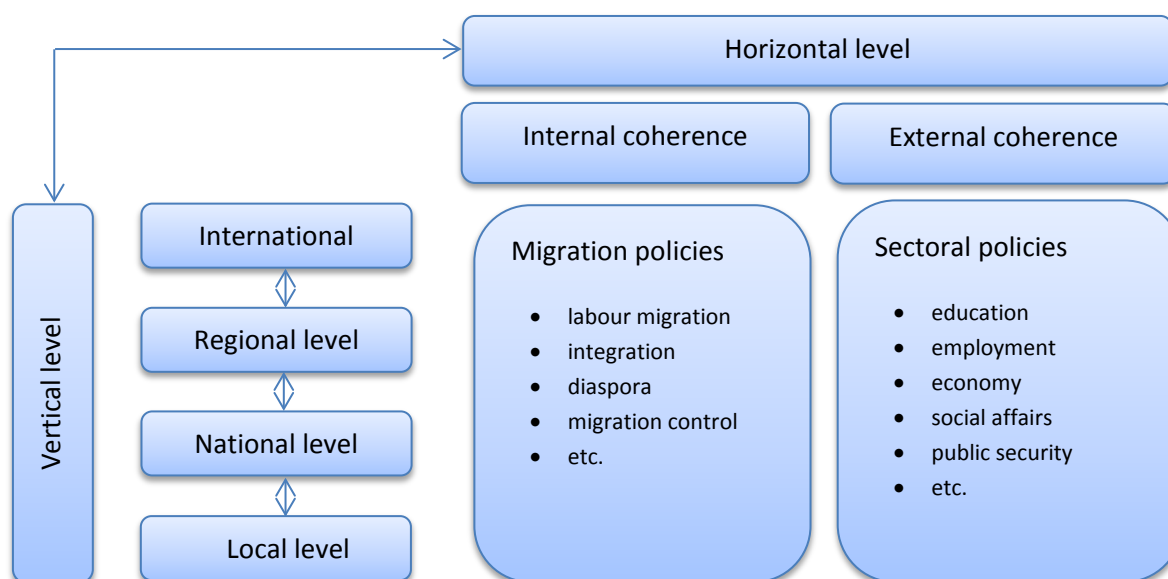
The interrelations between migration and development as well as the need to intensify the work on policy coherence and the role regional cooperation frameworks can play in such processes have been reflected both in the 2030 Agenda and in the GCM. The former refers to migration in several of its targets[13] and the latter acknowledges the need for **policy coherence** by underlining the need to involve different policy sectors and pursue a multi-stakeholder approach with a view to effective migration policy-making.

Such a whole-of-government approach means ensuring policy coherence between migration governance and all other policy areas such as transport, urban policies or health. Therefore, policy coherence needs to be ensured both at the **vertical** level, between different levels of governance and at the **horizontal level**, between the different policy areas.[14]

With regard to the latter, a distinction can be made between **internal coherence** among different policy areas within the field of migration, such as labour migration, integration, diaspora engagement and migration control, and **external coherence** between migration policies and other relevant policy areas, such as education, employment, economy, social affairs and public security (see Graph 1).[15]

In the context of vertical and horizontal coordination mechanisms, the involvement of both relevant governmental and non-governmental actors, such as civil society organisations, the private sector and academia, is considered important. In order to adequately respond to a country's migration realities it is especially important for actors at the local level to be included in the whole process to make legislation and policies more relevant to the realities on the ground.[16] Support and coordination between the local and national levels allows for local and regional authorities to feed their expertise and knowledge into national policy making for more responsive and pertinent national policies. These policies can, in turn, be more successfully implemented at the local level if local authorities have been involved in their design already at an early stage.

Graph 1: Vertical and horizontal policy coherence

Horizontal level

Internal coherence

External coherence

Vertical level

International

Regional level

National level

Local level

Migration policies
- labour migration
- integration
- diaspora
- migration control
- etc.

Sectoral policies
- education
- employment
- economy
- social affairs
- public security
- etc.

It should be also underlined that policy design and implementation are mutually influencing processes; therefore coherence should take place at each stage of the policy cycle. While it is often the case that migration policy documents are in line with the internationally agreed rules and frameworks, there should be an interlinkage between the general and specific national objectives and the way they have been transformed into measurable results. Therefore, in the policy cycle, a coherence assessment is recommended both at the stage of policy design (analysis of policy documents and how they are suited to reaching the objectives) and at the stage of policy implementation (analysis of coherence of policy implementation at vertical level - with national policy objectives - and at horizontal level – with relevant sectoral policies). Policy coherence should hence take place at each stage of the policy cycle requiring constant monitoring.[17]

COOPERATION ON REGIONAL MOBILITY

There is no single definition of regional mobility[18]. The glossary published by the Hague Process on Refugees and Migration and the United Nations Educational, Scientific and Cultural Organization distinguishes the term migration *'from the larger umbrella term of **human geographic mobility**, which encompasses any kind of movement of people, regardless of length, composition and causes [...], whereas the term mobility also includes movements that do not entail a change of residence.'* Migration, on the other hand, is defined as '[*a] process of moving, either across an international border, or within a state, which results in a temporary or (semi-) permanent change of residence'*. In this paper, the term regional mobility refers to different forms of mobility, including international migration.

While the United Nations provides a definition of geographic regions and sub-regions of the world[19], regions may also be defined according to regional political cooperation frameworks. This includes, for example, Regional Economic Communities at the sub-regional level, such as the Economic Community of West African States or the Southern African Development Community, cooperation frameworks at a broader regional level, such as the African Union, or even those reaching across continents, such as the regional Organisation for Security and Cooperation in Europe. Regions defined according to political or economic cooperation frameworks do not necessarily correspond to those defined geographically. Neither do they necessarily correspond to migration systems that '*link people, families, and communities over space in what today might be called transnational or translocal communities*'[20]. Such migration systems may be intra-regional, inter-regional or trans-continental[21], and they may develop within the margins of different geographic regions and formal regional

cooperation frameworks, or go beyond their boundaries. However, regions defined according to political or economic cooperation frameworks are more pertinent to the scope of this paper, as they may constitute frameworks for cooperation on specific themes relevant to regional mobility or for cooperation on free movement.

Regional cooperation can be instrumental in contributing both to vertical and to horizontal policy coherence and therefore shows **various advantages**. While free movement of people is rather unlikely at the global level, it may be attainable at the regional level primarily because patterns of migration and mobility are concentrated within regions. It may be easier to reach consensus on mobility schemes when a smaller number of countries are involved, especially if they share a common history, language and cultural proximity as well as similar levels of socio-economic development. Furthermore, regional specificities may not receive the same level of attention in the global discourse and can be addressed more effectively at the regional level[22]. Regional integration frameworks, if relying on an institutional base, broad mandates and genuine regional ownership, may provide fertile ground for comprehensive and effective regional migration governance.[23] Unilateral approaches might fail to address long-term migration-related challenges and opportunities. Finally, beyond such formalised cooperation settings, cooperation may also take place in more informal regional settings as described below. Such cooperation settings also provide an important potential for cooperation with non-governmental actors, e.g. representing civil society, academia or the private sector. As mentioned above, regional level of cooperation also constitutes an indispensable level of cooperation needed to ensure the vertical policy coherence, as it constitutes a link between national and international levels.

As observed by the ILO in the 2014 report on Fair Migration, regional and sub-regional processes *are distinctive in the overall policy approach to migration, because they indicate readiness to facilitate labour migration within defined circuits as a recognized and integral component of the benefits of closer economic integration, even at a time when the global policy stance towards interregional migration appears more restrictive.*[24]

At the same time, regional mobility agreements may have **certain weaknesses.** Intensified intra-regional cooperation may positively but also negatively impact bordering countries excluded from the integration processes. Moreover, overlapping membership may have detrimental effects, especially when it leads to poor implementation of commitments, or even incoherence. It may also result in duplicated efforts and wasted resources[25]. Migration systems are not always taken into account in policy development, which may lead to '*a mismatch between migration dynamics and policy responses*', at the regional level or beyond[26]. At the same time, migration systems have the potential to challenge regional cooperation frameworks and impact on national and regional policies, especially in the field of development and security, requiring increased efforts related to policy coherence.

Regional cooperation might not always be the most effective framework to discuss certain migration issues. The bilateral level can be more relevant and efficient, especially in the case of areas that are either extremely sensitive or rely mostly on national competence. Therefore, there is a need to identify issues that should be dealt with at the bilateral level and cross-cutting issues at the regional level. Finally, mobility and migration take place not only regionally but also between regions and should therefore be addressed by appropriate policies; currently, structured supra-regional dialogue and cooperation between regional blocs seems to be insufficient. This situation might be linked to lack of political commitment but also due to the fact that regional blocs tend to present different levels of integration and varying approaches to migration issues.

DIFFERENT FORMS AND AREAS OF COOPERATION ON REGIONAL MOBILITY

Regional agreements or blocs aiming at general free movement of people
The primary aim of regional cooperation frameworks is usually economic cooperation. However, some economic (and customs) unions, including the European Union, the Economic Community of West African States, Eurasian Economic Union or the East African Community, have introduced

general free movement of people in view of strengthening economic, political and social integration. Yet, this may take various forms, starting '*from simple removal of visa requirements to facilitate intra-regional travel, to a more comprehensive approach granting the right to reside and work in any other Member State',* and there are varying degrees of implementation (capacities)[27]. Full regional mobility requires harmonisation of national laws and regulations with the regionally agreed policies and instruments, which requires a progressive cession of certain national sovereign prerogatives, particularly those related to the control of borders, to regional institutions. This applies to the legal framework on entry, residence and establishment and – given the cross-cutting nature of migration – other relevant policy areas such as education, employment, economy, the portability of social benefits/rights, social cohesion and public security.

Regional agreements or blocs not aiming at general free movement of people
Not all regional blocs have gone down the way of introducing free movement of people. They may, however, decide to cooperate on specific thematic areas related to mobility and facilitate the movement of certain categories of migrants – this often only applies to the highly skilled, which puts low-skilled workers at a disadvantage. Examples include the Association of Southeast Asian Nations region, where free movement initiatives focused on the movement of service providers, as well as the North American Free Trade Agreement region, where temporary entry is granted to certain categories of highly skilled migrants[28].

Regional Consultative Processes and migration dialogues
Policy coherence can also be attained by aligning policies in an informal regional setting. Regional consultative processes and migration dialogues, such as the Budapest Process, the Almaty Process, the Khartoum Process or the Colombo Process, to name a few, are not binding, yet they play an important role in building consensus and shaping a common understanding of migration issues, in facilitating networks and partnerships. They can hence indirectly contribute to aligning policies in a region that is not necessarily joined by a Regional Economic Community but often follows the logic of bringing together countries of origin, transit and destination situated along important migration routes. While most migration dialogues are not directly linked to regional organisations, regional dialogues may also support existing regional organisations by providing a platform for discussing common migration issues among the Member States and hence accelerating the regional integration process, such as the Migration Dialogue for West Africa.

Cooperation between regional blocs / economic and political unions and between regional dialogues
Cooperation between regional blocs or economic and political unions can take place in other cooperation frameworks, such as the Africa-EU Strategic Partnership, through which the European Union and the African continent work together on a wide range of relevant policy areas (including migration) or through operational cooperation on specific programmes and projects. Regional dialogue frameworks also have the potential for cross-regional fertilisation of policy ideas, for example through the involvement of 'observers' representing other regional organisations or dialogues, or states from other regions. Overall, formalised and structured supra-regional dialogue and cooperation between regional blocs would need to be built up in tandem with intensified regional cooperation on migration and mobility.

MAIN CHALLENGES

As presented above, various regional blocs have adopted policies to govern the movement of people within their respective region, and their approaches vary significantly, ranging from complex free movement to limited rights only for selected groups of migrants. Regional mobility understood as free movement is a long-term and complex process prone to numerous challenges at each stage of the policy cycle. As a result, rights granted on paper quite often do not become a reality for migrants.

CHALLENGES RELATED TO THE AGREEMENT ON REGIONAL MOBILITY POLICIES

A major stumbling block on the road to regional mobility, prevalent in international relations, is the difficulty in finding agreement on the scope of cooperation. A number of factors may be connected to the lack of common political will/interests to pursue regional mobility: concerns about public spending, public opinion and security or complicated interactions between certain (member) states as well as reluctance to t transfer certain aspects of national sovereignty to regional institutions in relation to entry and exit, right of residence, labour and social rights as well as education to regional institutions

Reservations about intensified mobility cooperation may also be related to imbalanced or slow regional integration with continued socio-economic disparities within regions. Concerns about potentially uneven mobility patterns and the concentration of migrants in a small number of destination countries reflect the general asymmetry of interests and benefits between countries of origin and destination.[29] Slow or partial ratification processes may also impede cooperation.

CHALLENGES RELATED TO THE IMPLEMENTATION OF COHERENT REGIONAL MOBILITY POLICIES

Other challenges are linked to the ineffective implementation of the provisions. Potential reasons include capacity bottlenecks – inadequate time and resources allocated to the harmonisation of policies, including developing capacities and new institutions, changing laws and regulations. Implementation may also be impeded by persisting restrictions to regional free mobility, selective implementation of commitments and slow or missing legislative instruments. In the absence of coordination and monitoring mechanisms it is also difficult to assess the real effects of mobility commitments. Furthermore, the lack of enforcement mechanisms for slow progress or non-compliance poses a barrier as well.

In this context, incoherent migration and interdependent non-migration policies may put the entire existence of regional mobility cooperation in question. As an example, successfully implemented mobility commitments without adequate integration, antidiscrimination, education, healthcare and migrant workers' protection policies – whether by flaws in their design or implementation – make regional cooperation frail to political tensions and disagreements. In this context, the problem of skills mismatch should be highlighted as it often results from incoherent educational and vocational standards in the country of origin and destination. Lack of coherence may also lead to even greater fragmentation of migration governance in the presence of various layers of regional frameworks (semi-formal regional frameworks at the margins of geographic and regional frameworks).

METHODOLOGICAL CONSTRAINTS

Any **comparison** of regional mobility cooperation is prone to certain challenges of conceptual, methodological and theoretical nature. The intended results (legal provisions) and actual effects (implementation) of these different forms of regional cooperation may also vary significantly. It is particularly **difficult to assess the effects** of cooperation as there are often no mechanisms to monitor and evaluate the actual enforcement.

Furthermore, the relationship between emerging regional cooperation and migration is complex; intensified free movement cooperation may not necessarily lead to major increases in migration flows. In contrast, intra-regional mobility rates may be high despite persistent challenges related to implementation[30].

Additionally, migration data collection is associated with a number of interrelated challenges, namely gaps in the availability of data, scarcity of human and material resources, and lack of facilities and

equipment to ensure timely, accurate, and comprehensive filing of the data. Issues arising from the ownership of and access to the available data and the regularity of the updates represent additional challenges. Difficulties accompanying the process of detailed and regular migration data collection, the use and analysis of administrative data sources, and data sharing also play a role. The methodology and the process of data collection and further management thereof feature a number of challenges related to the identification of relevant populations, concepts used, data sources, and their reliability.

IDEAS FOR ACTION

Depending on the geopolitical context and level of regional integration (in other policy fields), the facilitation of (safe, orderly and regular) regional mobility may be regulated to varying degrees. For example, by pursuing convergence and coherence of national policies in specific fields where joint interests have been identified, such as on the recruitment of migrant workers, through political but not legally binding agreements; or, by adopting legally binding regulations in regional blocs/economic communities to transpose to national law. Turning migration challenges into opportunities for destination countries, origin countries and migrants at the regional level will be increasingly relevant in the future. To achieve these goals, concrete actions related to the implementation of regional mobility governance are required, including:

- **Further harmonisation of national laws and regulations** both within the field of migration, including issues such as labour migration, integration, diaspora engagement or migration control, and of policy areas outside of but connected to the field of migration, such as education, employment, economic and public security policies.

- **Strengthened mobility cooperation within regions**, both formally and informally, taking into consideration the specificity of regional dynamics and regional development. States committed to formal regional integration processes can cooperate on regional mobility issues either through full-fledged free movement regimes or through regional agreements in specific thematic areas, such as skills matching or recognition of skills and qualifications.[31] Policy alignment in such formal cooperation frameworks can be supported through informal dialogue and cooperation or through common regional migration policy frameworks, such as for example the Migration Policy Framework for Africa. Such policy frameworks may also initiate the development of comprehensive migration policies in case of countries within a given region that did not yet have such policies in place[32]. Regional projects and programmes (time-bound initiatives) may also support the implementation of free movement regimes or kick-start and pilot new initiatives that can turn into joint policies.

- **Developing and initiating stronger cooperation between regions,** which may be facilitated through informal discussions in global dialogue fora, such as the Global Forum on Migration and Development. This may be supported through platforms to share good practices such as the online hub on Migration and Development, the M4D Net.[33] Enhanced formal and structured dialogue and cooperation between regional blocs is also needed. Such enhanced cooperation between regions is specifically relevant to avoid incoherence between bordering regional blocs, notably in the case of overlapping memberships and particularly to promote functioning cross-border sub-regions.

- The **role of regional fora** in global migration governance should be defined and operationalised to enhance cooperation horizontally and vertically. After contributing to the consultation process leading to the Global Compact on Migration regional organizations and blocs have the opportunity – and responsibility – to ensure that global commitments have a tangible impact across a variety of local contexts and organisations that deal primarily with regular migration and those focusing particularly on irregular migration.

- The GCM acknowledges the role of regional organizations, in particular the Regional Economic Commissions of the UN, in the **review of the implementation** of the GCM. It would be relevant to promote a discussion about indicators and methods to measure progress and set-backs in the implementation of the GCM commitments.

In the framework of such regional mobility cooperation, the following should be noted:

- There is a continued **need for monitoring and evaluation** of existing free movement regimes and thematic mobility cooperation frameworks in view of improving development outcomes of this cooperation. Although efforts to monitor and report on political and operational commitments have been intensified recently in some regions, a need to ensure better coherence among the involved actors remains.

- **Improved data collection and exchange of information to enhance understanding of the interconnections of aspects of mobility and development at the regional level.** At the same time, it should be recognised that various migration policies depend to a significant extent on the ability of countries to produce and exchange reliable data and information on movement of people. Regional blocs/agreements can therefore play a vital role in building capacity of countries to design and implement evidence-based policies but also review policies and practices that may create, exacerbate or unintentionally increase migrant vulnerability[34]. In this context, the deployment of metadata offers definite advantages related to data sharing and its comparability across countries and regions.

- **Development of Regional Skills Development Programmes -** could enable sharing of knowledge of labour market needs within the region and enable countries of origin and destination to collaborate on training programmes of potential migrants before the departure. This could help achieve objectives related to the recognition of skills and qualifications as well as to ensure that migrants can safely pursue international opportunities. A notable mismatch between the labour market demands and the skills, education, and professional training among the youth (e.g. in Africa) could be further specifically addressed at the policy level.[35]

GUIDING QUESTIONS

1. Are existing regional cooperation mechanisms and policies effective enough in supporting a coherent approach to regional migration and mobility patterns? How could we improve knowledge on the actual outcomes of such mechanisms and policies?

2. How could existing forms of formal and informal regional cooperation (binding and non-binding) on migration and mobility be further strengthened? How could informal cooperation contribute to the development of more formalised cooperation? What could the role of the GFMD be in this respect? How could regional consultative processes or dialogues on migration be more efficiently used to promote regional initiatives related to migration and mobility?

3. How can implementation gaps (e.g. capacity bottlenecks, absence of coordination and monitoring) of regional migration governance be overcome?

4. How can policy coherence in the context of regional mobility governance be improved? What are challenges with regard to design and implementation? What are ways of addressing them?

ANNEX

Submitted examples of good practices on regional mobility cooperation:

- Egyptian-Jordanian Cooperation in the Field of Labour Management (Egypt)
- ASEAN Framework Agreement on Services (submitted by the Philippines and Indonesia)
- Recruitment of teachers and other specialists in the education sector from Mauritius by the Republic of Seychelles (submitted by Mauritius)
- The Budapest Process (submitted by ICMPD)
- The EU-Horn of Africa Migration Route Initiative, Khartoum Process (submitted by ICMPD)
- The Rabat Process – Euro-African Dialogue on Migration and Development (submitted by ICMPD)
- Harmonisation of labour practices within the ECOWAS sub region (IOM)
- Continent-wide free movement in the African Union (IOM)
- The facilitation of the mobility and residence in the Mercosur region (IOM)

REFERENCES

[1] For the purpose of this report, voluntary migration is analysed, excluding forced displacement. The term mobility is used as an umbrella term that includes migration as well as various other types of movement (e.g. short-term, temporary, free movement), regardless of their length, composition and causes.

[2] The majority of the international migrants originating from Europe (67%), Asia (60%), Oceania (60%) and Africa (53%) resided in a country in the region of their birth. On the contrary, international migrants from Latin America and the Caribbean (84%) and Northern America (72%) lived mainly outside their region of birth. Sub-Saharan Africa is the region with the highest share of intra-regional migration, with 63% of migrants remaining within the region. These shares tend to further increase when looking at the sub-regions, such as West Africa, where 86% of migrants were moving within the sub-region in 2008. International Migration Report 2017. Highlights, United Nations New York, 2017; SWAC-OECD. West African Mobility and Migration Policies of OECD countries, OECD Publishing, Paris, 2008; S. Nita, A. Pécoud, P. De Lombaerde, K. Neyts and J. Gartland Migration, Free Movement and Regional Integration, UNESCO – UNU-CRIS, 2017, p. xiv.

[3] United Nations 2017 World Population Prospects Data: https://esa.un.org/unpd/wpp/; Center for Global Development, Migration Is What You Make It: Seven Policy Decisions that Turned Challenges into Opportunities, Center for Global Development, 2018.

[4] There is currently no one agreed definition neither on policy coherence for development nor on policy coherence for migration and development. The background paper of the 2017 GFMD Roundtable session 1.1, however, discussed tools and safeguards for policy coherence, using the following definition for policy coherence for migration and development, based on the KNOMAD Thematic Working Group on Policy and Institutional coherence: 'Policies related to migration and development, across various policy domains, are coherent to the extent that they: i) pursue synergies to advance shared objectives and actively seek to minimise or eliminate negative side effects of policies and ii) prevent policies from detracting from one another or from the achievement of agreed-upon development goals', Source: GFMD Background paper roundtable session 1.1 Tools and Safeguards for Policy Coherence – Finding the right policy mix to balance different interests and objectives, 2017; Better Policies for Sustainable Development. A new framework for policy coherence, OECD, 2016. At the same time the 2030 Agenda for Sustainable Development requires efforts in terms of integrated policy-making due to multiple linkages between the Sustainable Development Goals. Based on a first definition of the OECD, policy coherence for sustainable development *is an approach and policy tool to integrate the economic, social, environmental and governance dimensions of sustainable development at all stages of domestic and international policy-making. It aims to increase governments' capacities to achieve the following objectives: i) foster synergies across economic, social and environmental policy areas ii) identify trade- offs and reconcile domestic policy objectives with internationally agreed objectives and iii) address the spill-overs of domestic policies'*, Source: Policy coherence and the 2030 agenda: Building on the PCD experience, ECDPM Discussion Paper No 210, March 2017.

[5] Regional cooperation can involve various levels and forms of governance: formal, informal, the sub-national, supra-national, inter-regional or transregional.

[6] A significant number of regional frameworks have started to address this issue in the form of Recognition Agreements (EU, ECOWAS) or in a form of positive (ASEAN) and negative lists of occupations (NAFTA), S. Nita, A. Pécoud, P. De Lombaerde, K. Neyts and J. Gartland Migration, Free Movement and Regional Integration, UNESCO – UNU-CRIS, 2017. Popova, Natalia and Panzica, Francesco, General practical guidance on promoting coherence among employment, education/training and labour migration policies, ILO, Geneva 2017, pp. 1 & 44

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[8] Faist, T. The transnational social spaces of migration (COMCAD Working Papers, 10). Bielefeld: Universität Bielefeld, Fak. für Soziologie, Centre on Migration, Citizenship and Development (COMCAD), 2006, https://nbn-resolving.org/ urn:nbn:de:0168-ssoar-350692

[9] Interrelations between Public Policies, Migration and Development, OECD, Paris 2017.

[10] The ILO refers to skilled workers as '*those directly and closely involved in the generation, development, spreading and application of knowledge*' and highly skilled labour as '*characterized by advanced education (college and higher), possession of knowledge and skills to perform complicated tasks, ability to adapt quickly to technology changes, and creative application of knowledge and skills acquired through training in their work*' in: International Labour Organisation and Institute of Labour Science and Social Affairs Policy Brief Vol. 1 2014. Skilled Labour. A determining factor for sustainable growth of the nation.

[11] Expert Voice Series: The Global Compact for Migration - Informal Thematic Sessions, #6, ICMPD, Vienna 2017.

[12] Policy coherence and the 2030 agenda: Building on the PCD experience, ECDPM Discussion Paper No 210, March 2017.

[13] The Agenda 2030: Five targets of the Agenda 2030 specifically mention 'migration', 'migrant' or 'trafficking', and migration is relevant to many of the other SDGs. The GCM states that 'The Global Compact is rooted in the 2030 Agenda for Sustainable Development, and builds upon the recognition that migration is a multidimensional reality of major relevance for the sustainable development of countries of origin, transit and destination – for further information please refer to the Concept Note, Thematic Workshop on Migration for Development: a roadmap to achieving the SDGs, 18-19 April, 2018, Morocco.

[14] GFMD Background paper roundtable session 1.1 Tools and Safeguards for Policy Coherence – Finding the right policy mix to balance different interests and objectives, 2017.

[15] Popova, Natalia and Panzica, Francesco, General practical guidance on promoting coherence among employment, education/training and labour migration policies, ILO, Geneva 2017.

[16] Possibilities for coordination mechanisms include setting up coordination committees or expert groups that are tailored to the political context and institutional set-up. In the Philippines, for example, Committees on Migration and Development have been set up in different regions within the regular structure of the Social Development Committee in the Regional Development Council, which is the highest planning and policy-making body in the region. These Committees take a multi-stakeholder and multi-level approach and include inter alia relevant government entities from welfare to economic services, from social security to training and skills development, local governments, nongovernmental organizations, migrant groups, family organizations, faith-based groups, private sector, academia and the league of local planning and development coordinators. UN Joint Migration and Development Initiative, Ensuring Vertical Policy Coherence in Migration Management for Development through Strategic Coordination Mechanisms.

[17] N. Popova, and F. Panzica, General practical guidance on promoting coherence among employment, education/training and labour migration policies, ILO, Geneva 2017, p. 22.

[18] According to UNESCO – UNU-CRIS the term regional is understood as follows: 1. Member States belong to the same geographical subregion or to neighbouring geographical subregions, 2. A minimum participation of three states is required therefore bilateral cooperation will be excluded, 3. The issue of free movement of people must be of relevance. S. Nita, A.Pécoud, P.De Lombaerde, K. Neyts and J. Gartland Migration, Free Movement and Regional Integration, UNESCO – UNU-CRIS, 2017.

[19] UN Department of Economic and Social Affairs, https://unstats.un.org/unsd/methodology/m49/, accessed at 16.10.2018.

[20] O. Bakewell, H. de Haas and A. Kubal, Migration systems, pioneers and the role of agency, NORFACE Migration Discussion Paper No 2011 – 13.

[21] H. de Haas, North African Migration Systems: evolution, transformations and development linkages, University of Oxford, International Migration Institute Working Paper 6, 2007, p. 34.

[22] Compare: GDI, Regional Migration Governance: Contributions to a Sustainable International Migration Architecture, E. Dick, B. Schraven, Regional Migration Governance in Africa and Beyond. A Framework of Analysis, GDI, 2018.

[23] Prof. Guild, Elspeth, and Dr Basaran, Tugba, First Perspectives on the Zero Draft (5 February 2018) for the UN Global Compact on save, Orderly and Regular Migration, Queen Mary University of London, Centre d´étude sur les Conflits – Liberté et Securité.

[24] Report of the Director-General, International Labour Conference, 103rd Session, 2014, Report I (B) Fair Migration – Setting an ILO agenda, ILO, Geneva, 2014.

[25] ICMPD (2013) MME on the Move. A Stocktaking of Migration, Mobility, Employment and Higher Education inSix African Regional Economic Communities.

[26] Giorguli-Saucedo Silvia, Garcia-Guerrero, Victor, Masferrer, Claudia, A migration system in the making. El Colegio de México, October 2016.

[27] S. Nita, A.Pécoud, P.De Lombaerde, K. Neyts and J. Gartland Migration, Free Movement and Regional Integration, UNESCO – UNU-CRIS, 2017.

[28] ibid.

[29] Compare: OECD, Tackling the Policy Challenges of Migration: Regulation, Integration, Development Development Centre Studies, OECD Publishing, 2011.

[30] S. Lavenex, T.E. Givens, F. Jurje, and R. Buchanan Regional Migration Governance, The Oxford Handbook of Comparative Regionalism, 2016.

[31] Skills matching and the recognition of skills and qualifications, or even – beyond that – the alignment of (parts of) educational and vocational training systems are likely to facilitate mobility and labour market integration and increase positive developmental outcomes of migration; above all, such convergence of policies and practices is easier to address at a regional rather than a global level.

[32] ICMPD and IOM, A survey on Migration Policies in West Africa, 2016; an example is the is the African Union Migration Policy Framework for Africa (MPFA), which 'serves to provide the necessary guidelines and principals to assist governments and their Regional Economic Communities in the formulation of their own national and regional migration policies as well as, their implementation in accordance with their own priorities and resources' (Source: The MPFA, Banjul, 2006 [EX.CL/276 (IX)]) that has been taken up as guiding principles for migration policy development at sub-regional and national level).

[33] www.migration4development.org, accessed 16.10. 2018.

[34] Global Compact for Safe, Orderly and Regular Migration. Zero Draft, 5 February 2018.

[35] M. A. Clemens, Global Skill Partnerships: a proposal for technical training in a mobile world, IZA Journal of Labor Policy, 2015.