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PUB2019/014/E MGI Germany

With research and analysis by



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GERMANY | PROFILE 2018

MIGRATION GOVERNANCE INDICATORS



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OBJECTIVE

The MGI aims to support well-managed migration policy by helping countries assess the comprehensiveness of their migration governance structures and identify priorities on the way forward.

The MGI can be used to spark a discussion within governments, with other relevant stakeholders in the country, on their migration policy structures. It can help assess whether these structures, which have often been in place for several years, still address the main challenges and opportunities of today's reality.

INTRODUCTION

This is an era of unprecedented mobility, and the need to facilitate orderly, safe, regular and responsible migration and mobility is becoming increasingly relevant.¹ The need to face the challenges and to maximize the opportunities that this mobility brings has been recognized with the inclusion of migration in the 2030 Agenda for Sustainable Development, which highlights the positive contribution of migrants to inclusive growth and development. Migration is integrated in a number of Sustainable Development Goal (SDG) targets, such as ending modern slavery and addressing the vulnerability of migrant workers. However, the central reference to migration in the SDGs is Target 10.7 on facilitating "orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies".²

The incorporation of Target 10.7 into the 2030 Agenda created the need to define "planned and well-managed migration policies". This is why, in 2015, the International Organization for Migration (IOM) developed the Migration Governance Framework (MiGOF). This Framework offers a concise view of an ideal approach that allows a State to determine what it might need to govern migration well and in a way that suits its circumstances.³ The Framework was welcomed by IOM member States in the same year.

In an effort to operationalize the MiGOF, IOM worked with The Economist Intelligence Unit to develop the Migration Governance Indicators (MGI), a standard set of approximately 90 indicators to assist countries in assessing their migration policies and advance the conversation on what well-governed migration might look like in practice.

The MGI helps countries identify good practices as well as areas with potential for further development and can offer insights on the policy levers that countries can use to develop their migration governance structures. However, the MGI recognizes that all countries have different realities, challenges and opportunities that relate to migration. Therefore, the MGI does not rank countries on the design or implementation of their migration policies. Finally, the MGI does not measure migration policy outcomes or institutional effectiveness. Instead, it takes stock of the migration-related policies in place and operates as a benchmarking framework that offers insights on policy measures that countries might want to consider as they progress towards good migration governance.

This country profile presents a summary of the well-developed areas of the migration governance structures of the Federal Republic of Germany (hereinafter referred to as Germany), as well as the areas with potential for further development, as assessed by the MGI.⁴

¹ IOM Standing Committee on Programmes and Finance, seventeenth session (S/17/4 of 29 September 2015), article 2.

² IOM Council, 106th session, Migration Governance Framework (C/106/40 of 4 November 2015), page 1, footnote 1. Available at: https://governingbodies.iom.int/system/files/en/council/106/C-106-40-Migration-Governance-Framework.pdf.

³ Ibid.

⁴ The MGI initiative is a policy-benchmarking programme led by IOM and implemented with the support of The Economist Intelligence Unit. Funding is provided by IOM's Member States.

CONCEPTUAL FRAMEWORK

MiGOF

The IOM MiGOF sets out the essential elements to support planned and well-managed migration. It seeks to present, in a consolidated, coherent and comprehensive way, a set of three principles and three objectives which, if respected and fulfilled, would ensure that migration is humane, orderly, and benefits migrants and society.

PRINCIPLES

At the basis of

- **1. Adherence** to international standards and fulfillment of migrants' rights.
- **2.** Formulates policy using evidence and "whole-of-government" approach.
- **3. Engages** with partners to address migration and related issues.

OBJECTIVES

- Advance the socioeconomic well-being of migrants and society.
- **2.** *Effectively address the mobility dimensions of crises*.
- **3. Ensure** that migration takes place in a safe, orderly and regular manner.

MGI

WHAT IT IS



A set of indicators that offers insights on policy levers that countries can use to strengthen their migration governance structures



A tool that identifies good practices and areas that could be further developed



A consultative process that advances dialogues on migration governance by clarifying what "well-governed migration" might look like in the context of SDG Target 10.7

WHAT IT IS NOT



Not a ranking of countries



Not assessing impacts of policies



Not prescriptive

Which supports the measurement of



SUSTAINABLE GOALS

TARGET 10.7

"Facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and **well-managed migration policies.**"



FINDINGS

The MGI is composed of around 90 indicators grouped under the 6 different dimensions of migration governance that draw upon the MiGOF categories:



MIGRANTS' RIGHTS PAGE 12 Indicators in this domain look at the extent to which migrants have access to certain social services such as health, education and social security. It also looks at family reunification, access to work, and access to residency and citizenship. The international conventions signed and ratified are also included.



WHOLE-OF-GOVERNMENT APPROACH PAGE 14 Indicators in this area assess countries' institutional, legal and regulatory frameworks related to migration policies. This area also looks at the existence of national migration strategies that are in line with development objectives and overseas development efforts, as well as institutional transparency and coherence in relation to migration management.



This category focuses on countries' efforts to cooperate on migration-related issues with other States and with relevant non-governmental actors, including civil society organizations and the private sector.



Indicators in this area assess countries' policies regarding the recognition of migrants' educational and professional qualifications, provisions regulating student migration and the existence of bilateral labour agreements between countries. Aspects of diaspora engagement in the country of origin and migrant remittances are also under this domain.



MOBILITY DIMENSION
OF CRISES
PAGE 18

This category looks at the type and level of preparedness of countries when they are faced with mobility dimensions of crises. The questions look at the processes in place for nationals and non-nationals both during and after disasters, including if humanitarian assistance is equally available to migrants as it is to citizens.



SAFE, ORDERLY AND REGULAR MIGRATION PAGE 19 This area looks at countries' approach to migration management in terms of border control and enforcement policies, admission criteria for migrants, preparedness and resilience in the case of significant and unexpected migration flows, as well as the fight against trafficking in persons.



ADHERENCE TO INTERNATIONAL STANDARDS AND FULFILMENT OF MIGRANTS' RIGHTS

I.I. International conventions ratified

Table 1. Signature and ratification of international conventions

Convention name	Ratified
International Covenant on Economic, Social and Cultural Rights	Yes (1973)
International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW), 1990	No
Convention relating to the Status of Refugees, 1951	Yes (1953)
Convention on the Rights of the Child (CRC), 1989	Yes (1992)
International Labour Organization (ILO) Migration for Employment Convention (Revised), 1949 (No. 97)	Yes (1959)
ILO Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143)	No
Convention relating to the Status of Stateless Persons, 1954	Yes (1976)
Convention on the Reduction of Statelessness, 1961	Yes (1977)

1.2. Migration governance: Examples of well-developed areas

Migrants have the same status as citizens in accessing government-funded primary and secondary education. The right and the obligation to attend school extend to all children who reside in Germany, regardless of their status. However, compulsory education ends at the age of 16 in several federal states.

Access to social security is provided regardless of nationality to anyone with a residence title. However, there may be limitations on the level of protection offered for those lacking stable employment and for those on temporary permits. While Germany has frameworks in place to facilitate the portability of social security benefits with more than a dozen countries, it imposes restrictions on the dispersal of these benefits based on length of time working in Germany. There are bilateral arrangements for pension portability with more than a dozen countries, including Australia, Japan, Serbia, Turkey, the Republic of Korea and the United States.

Temporary legal residents are entitled to apply for a permit to remain in Germany permanently, provided they fulfil a number of conditions, including: having legally and continuously resided in Germany for five years; having a secure livelihood with long-term and regular income, fulfilling tax obligations and adequate provision for old age; acquiring an adequate knowledge of the German language and a basic knowledge of the legal and social systems and living conditions in Germany; representing no risk to public security and order by violating the legal system and having an adequate living space. Permanent residents can apply for naturalization after eight years of lawful habitual residence in Germany.

Foreign residents from the European Union (EU) countries can vote in municipal elections.

1.3. Areas with potential for further development

While access to health care is not limited for undocumented migrants, they face the dissemination of their data to other administrations. There are recent efforts from the Ministry of Health to enhance access to health care for documented migrants.

Family reunification with regular migrants is a recognized reason for immigration, but eligibility depends on varying conditions, depending on residence status of the family member who is joined in family reunification.



FORMULATES POLICY USING EVIDENCE AND WHOLE-OF-GOVERNMENT APPROACH

2.1. Migration governance: Examples of well-developed areas

Most activities relating to migration are performed by the Federal Ministry of the Interior, Building and Community (Bundesministerium des Innern, für Bau und Heimat, BMI) and the Federal Länder acting by their Aliens Authorities, as well as the Federal Office for Migration and Refugees (Bundesamt für Migration und Flüchtlinge, BAMF). The BMI is in charge of designing migration policy, while the Länder and the BAMF, within the portfolio of the BMI, are responsible for enacting the country's migration policies. Further, the Commissary for Migration, Refugees and Integration (Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration), a position directly below the German Chancellor, is in charge of supporting the Government in policymaking on the topic of integration.

In addition, the Federal Ministry of Labour and Social Affairs (Bundesministerium für Arbeit und Soziales, BMAS), with its Federal Employment Agency (Bundesagentur für Arbeit, BA), is in charge of migration for the purpose of employment as well as integration into the labour market, which is a precondition for sustainable integration. Together with the BMI, the BMAS especially provides basic and vocational German language training for foreigners in the context of the Comprehensive Language Programme (Gesamtprogramm Sprache). Both are conducted by the BAMF.

The country has a clear and transparent set of rules and regulations pertaining to migration. The Residence Act (Aufenthaltsgesetz) regulates immigration. On its website,⁵ the BAMF aims to clearly explain what needs to be known about migrating to Germany, including the legal bases and practical processes.

The BAMF publishes regular data on migration flows and relevant socioeconomic issues, such as enrolment by migrants in State-backed integration schemes.

Germany is making efforts to enhance both vertical and horizontal policy coherence. The Bund-Länder Coordination Office is tasked with enhancing the collaboration of the Federal Government with the federal states on migration matters. Political questions on international migration are also discussed regularly in a working group of State secretaries of all line ministries. The Government's Make It in Germany initiative, which informs qualified professionals who are interested in migrating to Germany, is jointly coordinated by the Federal Ministry for Economic Affairs and Energy and the BA, in cooperation with other federal ministries and stakeholders and the BAMF. There is also an interministerial working group on integration of refugees.

2.2. Areas with potential for further development

Germany has not published a comprehensive integrated national migration strategy. There are programmatic documents that deal with distinct aspects of migration. For instance, Germany adopted the National Integration Plan in 2007, and it is in force. In 2016, the Government published a strategy for migration and development. The Asylum Act (AsylG) defines the rules of Germany's asylum and refugee policy including a formula for the nationwide distribution of asylum seekers by state.

⁵ For more information, see: www.bamf.de/.

The Federal Foreign Office (Auswärtiges Amt) engages with Germans abroad through its missions, and the Federal Bureau of Expatriates and Employees Abroad (Bundesstelle fuer Auswanderer und Auslandstaetige) provides information services to emigrating Germans and Germans abroad. There are programmes to support Germans emigrating, such as the Carlo Schmid internship programme and the Junior Professional Officer Programme (JPO), funded by the Government of Germany, encouraging work in international organizations. However, there is no formal strategy for diaspora engagement.



Germany has played an important role in governance of intraregional mobility. Germany is a member of the EU, which promotes intra-European labour mobility. Germany is an active member of the International Organization for Migration (IOM) and works closely with the United Nations High Commissioner for Refugees (UNHCR).

Additionally, some German Länder have also signed bilateral cooperation agreements with other subnational regions. The State of Hesse, for instance, signed a cooperation agreement in 2012 with the Region of Madrid, Spain. The aim was to encourage skilled workers from the Spanish region to take up work in Hesse.

Germany has signed bilateral agreements with Albania, Bosnia and Herzegovina, North Macedonia, Serbia, Turkey and the Russian Federation on the employment in certain occupations.

The BA and the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH jointly run the programme Triple Win for the recruitment of nursing professionals from Bosnia and Herzegovina, the Philippines, Serbia and Tunisia. The programme is implemented on the basis of agreements between the BA and with the employment agencies of the partner countries on the procedure, selection and placement of nursing professionals. Together, the BA and the GIZ select suitable candidates for vacant positions in Germany on behalf of employers. The candidates are prepared before they leave their home countries by arranging language courses and providing information about everyday and working life in Germany and are further supported after their arrival in Germany. Through the Triple Win programme, the nurses are able to explore new career opportunities, the partner countries benefit from a reduction in unemployment, and the nursing homes and hospitals in Germany benefit from well-prepared and qualified staff.

The Government of Germany is also actively partnering with civil society organizations that work on migration issues. This entails an array of topics including migration, integration, return, sports and other everyday needs. The BAMF lists a number of private organizations that are engaged in migration-related issues, including the Chambers of Industry and Commerce (Industrie und Handelskammer) and the Chambers of Skilled Crafts (Handwerkskammer).

3.2. Areas with potential for further development

The country does not formally engage members of the German diaspora in agenda-setting and the implementation of development policy.



Every six months the BA publishes an analysis of needs for skilled workers, which assesses the situation of skilled workers in Germany with regard to occupational groups. The assessment provides the basis for the so-called "white list". People from outside the EU can generally take up employment in Germany, if their foreign qualifications have been recognized as equivalent to the German reference qualifications and their occupations are on the "white list".

Foreigners and Germans can apply to have their foreign qualifications recognized through the reciprocity process (*gleichwertigkeitsprüfung*). The Federal Ministry of Education and Research (Bundesministerium für Bildung und Forschung) hosts a website that defines occupational profiles and states whether an equivalence review is available and whether such a review is mandatory to pursue the profession.⁶ Furthermore, Germany participates in the European Qualifications Framework (EQF), which was adopted by the European Council and Parliament in 2008.

The country allows international students access to education. Nationals of non-EU countries can obtain a residence permit of a duration of one to two years initially for the purpose of studying. Even those who wish to study in Germany but have not yet been admitted to a university can obtain a residence permit for up to nine months. International students are permitted to work for 120 full days or 240 half-days per year during their studies. Foreign students who have graduated in Germany may have their residence permits extended for up to 18 months for the purpose of seeking employment relevant to their fields of study.

4.2. Areas with potential for further development

According to the World Bank calculations, the total average costs of sending remittances from Germany lie at about 8–23 per cent. Thereby, Germany has higher average remittance costs in comparison to other G20 countries.

⁶ See: www.bmbf.de/en/index.html.



The Government has a national disaster risk reduction strategy with specific provisions for addressing the displacement impacts of disasters. Germany's Federal Office of Civil Protection and Disaster Assistance (Bundesamt für Bevölkerungsschutz und Katastrophenhilfe, BBK) has comprehensive crisis management procedures and emergency planning in place. Germany has a comprehensive legislation regulating the State's response to disasters, including the provision of food, energy and water, among others. The Federal Agency for Technical Relief (Bundesanstalt Technisches Hilfswerk, THW) is a cornerstone of civil protection in Germany; it helps in case of natural disasters and accidents.

There is a comprehensive set of laws and rules that manage big population movements, including those inside the country's borders. The BBK conducts regular catastrophe response exercises. There are institutional mechanisms in place to deal with disasters and their consequences, including the Joint Information and Situation Centre of the Federal Government and the federal states.

The humanitarian assistance provided by the country is equally accessible to all, irrespective of legal status, thus including immigrants. Protection of human rights and the right to humanitarian assistance are enshrined in Germany's constitution. Germany has received hundreds of thousands of people from crisis-hit countries since 2015. In May 2016, the Government of Germany passed a new Integration Law, which aims to better facilitate the integration of refugees and sets out the State's assistance programmes as well as the rights and responsibilities of refugees. Germany's National Action Plan on Integration is a long-term scheme that sets out the Federal Government's assistance programmes for migrants.

Germany addresses human mobility dimensions in crises in partner countries through its different instruments such as humanitarian assistance, transitional development assistance, peace efforts and long-term development cooperation. Germany engages in international processes on migration and forced displacement, including the Global Compact for Migration and the Global Compact on Refugees.

National development strategies have measures regarding displacement. For example, Germany's National Action Plan on Integration specifies the assistance provided by the Federal Government to migrants and refugees across dimensions, such as health, education and the labour market. As Germany is predominately a country of destination, its policies and strategies focus on the integration of those who have been displaced or have fled their countries and are in Germany.

5.2. Areas with potential for further development

The country does not have any strategies in place for addressing migratory movements caused by the adverse effects of environmental degradation or climate change. The Government is engaged in climate change and forced migration by supporting resilience of affected populations, including through adaption strategies as well as mitigating effects of climate change. A focus is put on the resilience of urban populations and urban migration. Moreover, Germany held the 2017 chairmanship of the Platform on Disaster Displacement (PDD), focusing on the protection needs of people displaced across borders in the context of disasters.

The BBK has comprehensive communication strategies in place in the event of a disaster; however, the languages used by warning systems (e.g. NINA and KATWARN) are limited.



The Federal Police (Bundespolizei) is responsible for border control and security. Its police officers, civil servants and immigration inspectors are regularly trained, including language training, at its five training centres, with headquarters in Lübeck.

The Federal Foreign Office's website clearly outlines visa options and gives answers to frequently asked questions.⁷

On behalf of the Ministry for Economic Cooperation and Development (Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung, BMZ), Germany established migration advisory centres in a range of countries in the Western Balkans, North Africa, West Africa and the Middle East, providing customized advice on the possibilities and conditions for legal migration and work in Germany.

Government programmes focusing on facilitating migrant return and reintegration in countries of origin are a central element of Germany's migration policy. Examples include the Reintegration and Emigration Programme for Asylum Seekers in Germany (REAG) and the Government Assisted Repatriation Programme (GARP). The BMZ launched the programme "Returning to New Opportunities", which assists returning migrants with their reintegration by providing information about job prospects and possibilities for receiving support in the country of origin. For this aim, the aforementioned migration advisory centres in the respective countries link returnees with development cooperation projects and other supporting institutions. For the implementation of this programme, a close cooperation between the Federal Foreign Office, the BMZ and the Ministry of Interior (BMI) was established to develop a coherent approach for sustainable return and reintegration. Germany is also part of Project ERIN – the European Reintegration Instrument Network – a joint reintegration project supported by seven European countries and the European Commission.

The German Federal Criminal Police is the lead agency dealing with human trafficking (along with state-level police). It publishes an annual report on trafficking in Germany, describing law enforcement efforts, victim trends and challenges in addressing the crime. There are efforts to coordinate the fight against human trafficking, led by the Ministry for Family Affairs, Senior Citizens, Women and Youth (Bundesministerium für Familie, Senioren, Frauen und Jugend, BMFSFJ).

The IOM Family Assistance Programme (FAP) is funded by the Federal Foreign Office to facilitate the reunification of vulnerable migrant families, with a recognized refugee in Germany displaced by conflicts in the Syrian Arab Republic and Iraq. Through FAP, Germany dissuades Syrian and Iraqi families from seeking unsafe and irregular journeys to reunite with their family members in Germany.

6.2. Areas with potential for further development

Although there is a formal system for applying for specific visa types prior to arrival, according to the Federal Foreign Office, the application must be submitted in person. The application forms can be downloaded from its website, but the application process is paper-based.

There is no formal government programme focused on attracting German nationals who emigrated.

 $^{^{7} \ \ \, \}text{For more information, see: www.auswaertiges-amt.de/DE/EinreiseUndAufenthalt/03_Visabestimmungen/Visabestimmungen_node.html.}$

⁸ For more information on return, see: www.returningfromgermany.de/. For more information on reintegration, see: www.build-your-future.net/.

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ANNEX

MiGOF: Migration Governance Framework¹⁰

In an attempt to define the concept of "well-managed migration policies", the International Organization for Migration (IOM) devised a Migration Governance Framework (MiGOF), which was welcomed by the IOM Council in November 2015. For the purposes of the Migration Governance Framework, IOM defines governance as "the traditions and institutions by which authority on migration, mobility and nationality in a country is exercised, including the capacity of the government to effectively formulate and implement sound policies in these areas".

The Framework sets out the essential elements of "good migration governance" – 3 principles and 3 objectives which, if respected and fulfilled, would ensure that migration is humane, safe and orderly, and that it provides benefits for migrants and societies. ¹¹ IOM's view is that a migration system promotes migration and human mobility that is humane and orderly and benefits migrants and society:

When it:

- (i) Adheres to international standards and fulfils migrants' rights;
- (ii) Formulates policy using evidence and a "whole-of government" approach;
- (iii) Engages with partners to address migration and related issues;

As it seeks to:

- (i) Advance the socioeconomic well-being of migrants and society;
- (ii) Effectively address the mobility dimensions of crises;
- (iii) Ensure that migration takes place in a safe, orderly and dignified manner.

The MiGOF does NOT create new standards or norms. In drafting the Framework, IOM relied on its expertise and analytical work, as well as on existing commitments, non-binding declarations and statements. It does NOT address global migration governance that is the international architecture for dealing with issues related to migration and human mobility. Instead, the focus is on the governance and management of migration from the point of view of the State as the primary actor. It does NOT propose one model for all States. The Framework presents a "high road" or ideal version of migration governance, to which States can aspire.

The MiGOF is based on the understanding that, as the primary actor in migration, mobility and nationality affairs, a State retains the sovereign right to determine who enters and stays in its territory and under what conditions, within the framework of international law. Other actors – citizens, migrants, international organizations, the private sector, unions, non-governmental organizations, community organizations, religious organizations and academia – contribute to migration governance through their interaction with States and each other.

¹⁰ IOM Council, Migration Governance Framework, 106th session, C/106/40 (4 November 2015). Available at https://governingbodies.iom.int/system/files/en/council/106/C-106-40-Migration-Governance-Framework.pdf.

¹¹ Migration Governance Framework infosheet (2016). Available at https://publications.iom.int/books/migration-governance-framework.

The MGI process



aunch of the

The first step of the process is to explain what the MGI entails to key government officials, in order to ensure full understanding of the project and complete buy-in.



The second step of the process is to start the collection and analysis of data, based on about 90 indicators grounded in the 6 dimensions of the MiGOF. A migration governance profile based on the analysis of the findings is then drafted and shared with the government counterparts.



Interministerial consultation

The third step of the process is to convene an interministerial consultation where all relevant ministries and other stakeholders discuss the good practices and main areas that could be developed identified in the draft migration governance profile, as well as priorities on the way forward. It is also an opportunity for them to comment and provide suggestions on the draft profile.

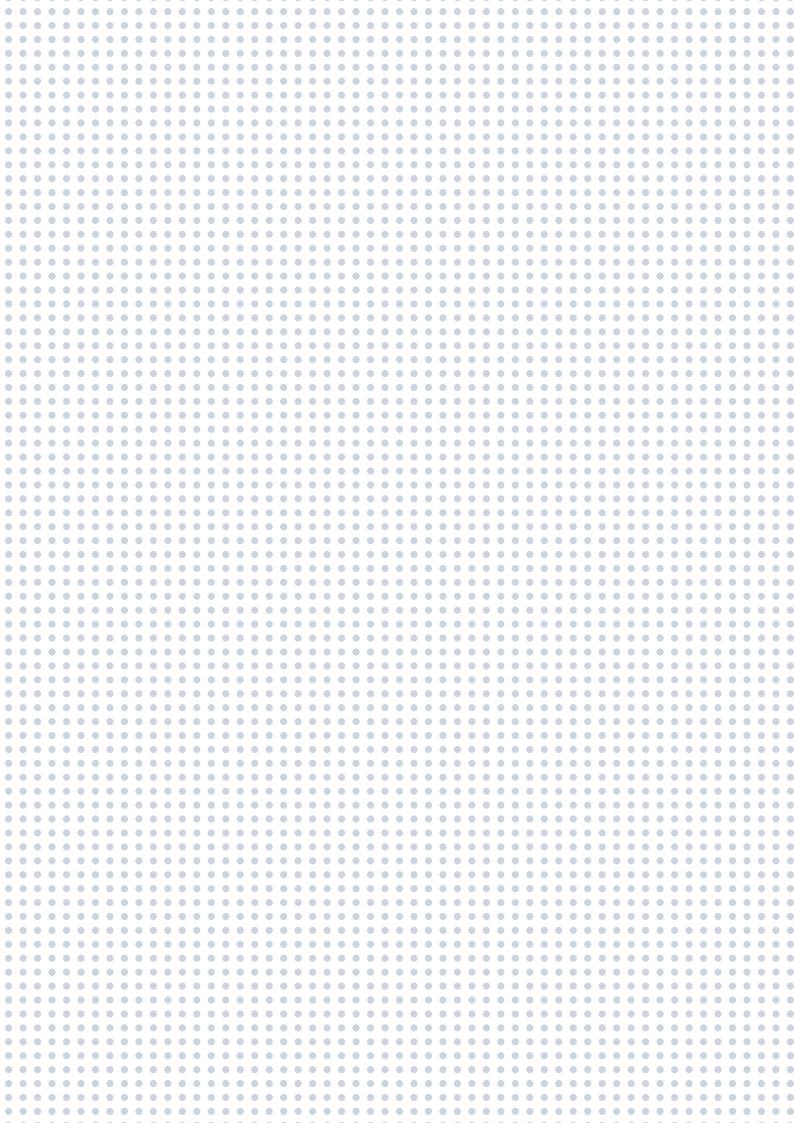


Publication of the report in the Global Migration **Data Portal**

After the migration governance profiles are finalized and vetted by government counterparts, they are published on the Global Migration Data Portal¹² and uploaded on IOM's Online Bookstore.¹³

¹² You can find the profiles at: https://migrationdataportal.org/overviews/mgi#0.

¹³ Please see: https://publications.iom.int/.





www.migrationdataportal.org/mgi









