

Background paper¹

Theme 3: Good migration governance for sustainable development

Roundtable Session 3.1: Aligning governance with contemporary drivers of migration

1. Introduction

Views on the relationship between migration and development have been going through considerable changes in recent years. It is now widely recognised that migration and migrants have an impact on development processes, but that also development processes can have an impact on migration, both in positive and negative ways². The challenge of migration and development policies is thus to consider migration in all political, economic and social planning processes in countries of origin, transit and destination, in order to ensure that sustainable development indeed translates into "leaving no one behind". In this context, it is important to discuss in further detail what it is that drives people to migrate and the different emerging forms of migration governance that can address these opportunities and challenges.

Knowing more about the reasons why people move and how these movements interact with and are affected by economic, political, social, demographic, environmental and development processes would allow governments, humanitarian and development actors to better consider these factors in long-term policy and programme planning. This could allow for reducing migration as an "act of desperation" and support informed, safe, orderly and regular migration that can empower people and promote their human development. In this context, the discussions on drivers and governance structures in the context of the Global Compact for Safe, Orderly and Regular Migration (GCM) and its inclusion in Objective 2 of the final draft is very timely and relevant for this background paper.

The purpose of this roundtable is thus to explore the ways in which drivers of migration have traditionally been understood, how this has changed and how we could be considering this in today's migration governance efforts within the context of the 2030 Agenda for Sustainable Development and the Global Compact for Migration.

¹ This paper has been prepared by the International Organization for Migration (IOM), under the guidance of the RT 3.1 Co-Chairs, Bangladesh and Zimbabwe and based on the RT 3.1 team discussion 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 3.1 during the GFMD Summit meeting in December 2018. It is not exhaustive in its treatment of the session 3.1 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.

² Hein de Haas (2009) Mobility and Human Development

2. How have drivers been understood and studied to date?

Drivers are often seen as the underlying factors that motivate people to move, yet there is no universal definition recognised at the international level.³ They influence a person's decision to migrate both internally or internationally. They can operate on the individual and community level and are conditioned by national and international structural aspects. In short: "Drivers can get migration going, or keep it going once begun." Drivers affect the scale, location, distance and duration of the migration process. Thus, they can promote internal migration movements as well as international movements. In forced or voluntary return processes, drivers can also impact the likelihood of a successful (re-) integration and even trigger secondary migration movements. It is therefore important to note that drivers are context specific and depend on individual and community-level resilience to external stresses and shocks.⁵ This highlights the importance of understanding drivers of migration and the effects on local development which may be extremely varied even within the confines of one country. Thus, applying a national lens only limits this understanding and consequently renders policy making to address drivers and promote regular migration pathways less effective.

Existing research suggests the need to divide the analysis of drivers into different categories, whilst recognising that the ultimate decision to move relies on the individual or the community. Possible approaches for this have been the analysis of structural and immediate factors, the division between the short-term, mid-term and long-term factors, or the attempt to distinguish between predisposing, proximate, precipitating factors and mediating factors.⁶ There is, however, no universally accepted approach to this topic. People may migrate to access better economic, employment and educational opportunities for themselves and their families. They may move in response to crisis – both natural and human-made – and, increasingly, in response to environmental change.

Generally, at the structural level, drivers have been understood to include economic, demographic and environmental factors, as well as social and political dynamics. Also, lack of access to fundamental human rights such as the access to health, food, basic education, discrimination, poverty, or insecurity and crime can have a decisive impact on a person's decision to move. These structural conditions can influence individual rapid-onset events and cause short-term shocks or crises that have the potential to trigger forced migration movements. Conflicts and natural hazard-related disasters have traditionally been recognised as drivers for mass displacement and forced migration; others include economic crises, increased violence or institutional fragility. Studies have also identified the importance of discrimination, gender-based violence and other violence, as well as the access to land as important factors that can ultimately determine a person's decision to move⁷. Inequality, both at the community level, internally and between countries is an additional factor that can influence the decision of people to move.⁸

Whilst the migration process itself can be beneficial for human development and well-being on the individual level, its impact can be both positive and negative for communities or countries

 $\frac{\text{http://www.un.org/en/development/desa/population/migration/events/coordination/15/documents/Report\%20of\%20SRSG\%20on\%20Migration\%20-\%20A.71.728 ADVANCE.pdf.}$

³ SRSG "Sutherland Report" 2017;

⁴ Van Hear, Bakewell, Long (2012) Drivers of Migration; http://migratingoutofpoverty.dfid.gov.uk/files/file.php?name=wp1-drivers-of-migration.pdf&site=354

⁵ IOM issue brief 2017

⁶ ODI (2015) Why people move – Understanding the drivers and trends of migration in Europe; https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/10209.pdf

⁷ IOM (2015) World Migration Report – Background Paper, p.22; https://www.iom.int/sites/default/files/our_work/ICP/MPR/WMR-2015-Background-Paper-CTacoli-GMcGranahan-DSatterthwaite.pdf

World Bank (2006) World Development Report - Migration and Inequality http://siteresources.worldbank.org/INTWDR2006/Resources/477383-1118673432908/Migration and Inequality.pdf

themselves. Emigration of workers can negatively impact a community's demographics and thus possibilities for local development, yet it can also help to reduce unemployment pressure. Diaspora populations can support their families at home with money transfers, savings and investments, yet this can also increase inequalities among those that receive and those that do not receive such support in the communities of origin, promoting further emigration. These examples show the importance of considering drivers for migration in their specific territorial context and developing participatory and needs- and capacity-based strategies that consider the different factors that can influence migration, but also the impact migration can have on communities.

Overall, while an important aspect of mobility is related in some way to the search for better living conditions and employment, it is also important to recognise that it is linked to a much broader context. For instance, a recent study on the effects of free movement in the European Union has shown that even though this policy has not led to mass migration flows, the inequalities between countries have had a decisive impact on the type of mobility occurring.

3. How have drivers been discussed in the GFMD and other multilateral fora?

Throughout the past ten years, the GFMD has discussed several ways to address drivers of irregular and forced migration. Conflicts, adverse effects of environmental change, disasters linked to natural hazards, human rights violations, lack of opportunities, economic, demographic or environmental factors have been discussed individually or jointly in national, cross-border or regional contexts. The GFMD has also looked at effective practices and to assure regular pathways and guarantee humanitarian visas or temporary protection for persons in situations of conflict or affected by climate change and natural hazard-related disasters. The GFMD has recognised the need to develop specific protection frameworks for people displaced across borders in the context of disaster and climate change, in particular people forced to move through deteriorating environmental conditions linked to adverse effects of climate change and other natural hazards¹². Concrete policy actions were gathered in the area of climate change induced migration and root causes of forced migration. Furthermore, the GFMD has underlined the importance of using the SDGs in the context of migration as an overarching framework.¹³ Moreover, the GFMD recommendations to the GCM on addressing drivers included:

- Addressing the vulnerability and long-term needs of migrants in situations of crises and crisis recovery through greater policy coherence and the recognition of interconnection of migration and development, as well as other specific policy areas, such as climate change, trade or labour policies.
- Involving development actors in interventions at the very beginning of large movements of people to provide adequate response to long-term displacement.
- Combatting root causes of migration through further research on drivers and types of migration.

⁹ GFMD background paper

¹⁰ IOM (2017). MECC publication http://publications.iom.int/system/files/pdf/mecc_outlook.pdf

¹¹ https://ec.europa.eu/jrc/sites/jrcsh/files/kjna29060enn.en_.pdf

Please refer to relevant discussions within the context of United Nations Convention to Combat Desertification (UNCCD),
 the Human Right Council (HRC) and resolution A/HCR/35/20 , the Sendai Framework for Disaster Risk Reduction 2015-2030,
 the Paris Agreement and UNFCCC Cancun Adaptation Framework Agenda for Humanity, May 2016
 GFMD brief

• Develop preventive and preparatory measures to mitigate the scope and scale of forced migration and minimize risks and vulnerabilities of migrants. ¹⁴

At the global level, a 2017 survey among all inter-state consultation mechanisms of migration (ISCMs) showed that the issue of addressing drivers of migration is prioritized by ISCMs in all regions of the world, including through strengthened efforts in development, poverty eradication and conflict prevention and resolution as well as addressing the situations of migrants in countries in crisis. Irregular migration has been a thematic focus for 16 ISCMs, six ISCMs focused on asylum and another three focused on disaster risk reduction, environment and climate change. In 2017 only, 82 meetings were organized by ISCM, most of which addressed directly or indirectly various type of drivers of migration – either as a distinct issue or in conjunction with discussions on the GCM or on the Sustainable Development Goals.

4. A new integrated approach to drivers

As has been demonstrated above, drivers have traditionally thought to be the aspects that, when properly addressed, can reduce the possibility of a specific type of migration; forced migration. Moreover, the focus on drivers has tended to be single-issue-driven and looked predominantly at negative aspects, such as poverty, conflict¹⁵, crises, etc. This has been very much in line with overall migration governance efforts which have traditionally been implemented very much separately from development efforts and dialogues. Thus, policy approaches so far have been developed mostly as a response to specific issues, such as natural disaster displacement or migration motivated by climate change and environmental degradation.¹⁷ Governance response strategies were therefore focused on disaster risk reduction strategies, preparedness and risk mitigation. The Sendai Framework, the Nansen Initiative and the Platform on Disaster Displacement have focused in particular on the area of drivers for migration and displacement following natural disasters. Drivers are also being discussed in the context of return and reintegration initiatives, in order to ensure the sustainable reintegration and stabilization of migrants in communities of origin. ¹⁸ Another good practice has involved information campaigns to ensure that people are aware of the risks of migrating irregularly. ¹⁹ IOM's Migration Governance Framework (MIGOF), adopted by the IOM Council in 2015, also addresses the issue of drivers in its principles and objectives.

Yet recent research²⁰ shows that this is a narrow approach which does not allow for the positive factors that can become drivers e.g.: existing social networks that attract further migration, economic factors like employment opportunities or access to services and support that do not exist in the home territory. Moreover, such an approach also does not consider how human development can be a driver by promoting mobility through increased financial capacities and educational skills that can lead to higher aspirations and the search for better opportunities. Other factors that need to be taken into

¹⁴ GFMD recommendations for the GCM

¹⁵ As discussed in GFMD RT 2.1, the New York Declaration outlines the multifaceted drivers and root causes that create or exacerbate large movements of migrants and refugees respectively, including: armed conflict, poverty, food insecurity, persecution, terrorism, human rights violations and abuses, the adverse effects of climate change, disasters or other environmental factors. These drivers and root causes interact or overlap in different ways; for example, armed conflicts and fragility tend to increase the impact of disasters dramatically, and climate change often has a negative impact on livelihood opportunities, income, wages and well-being, thereby tending to push people to move in search of better opportunities.

¹⁶ IOM brief

¹⁷ IOM brief by MECC, IOM brief on resilience

¹⁸ IOM brief on reintegration

¹⁹ The Bali Process (2015) Addressing Irregular Migration through Effective Information Campaigns. https://www.baliprocess.net/UserFiles/baliprocess/File/Project%20Booklet%20-%20Information%20Campaigns%202.pdf ²⁰ IOM (2017) – Briefing Drivers of Migration

account include social and transnational networks, trade relationships and existing regular migration channels.

In other words, there is an increasing understanding that migration can be a consequence of deficiencies in the spheres of sustainable development but it can also be an expression of the opportunities provided through human development, when occurring in a safe and regular manner, with the establishment of the concept of sustainable human development and the launch of the Agenda 2030 being important factors behind this shift.

It is therefore important to understand the discussion on drivers of migration not as a negative approach towards preventing migration, but as a way to reduce migration when it is forced as well as to consider drivers as a constant variable within development planning. The challenge is therefore to develop governance frameworks that can mitigate the risks of forced migration and irregular migration, and simultaneously develop proactive strategies to respond to peace and development challenges, accepting migration as a constant variable, rather than a problem to solve. This also means moving away from seeing drivers only from a perspective of sending countries only and applying the principle of universality that is enshrined in the 2030 Agenda. The applicability of all SDG targets to all countries underlines how each has a role to play in migration and provides a framework for progress towards more effective international governance of migration that is based on global partnerships. Such partnerships across origin, transit and destination countries would allow for migration governance that considers drivers of migration throughout the entire migratory cycle across the relevant sectors (health, education, employment etc.) for any given migratory context.

It is within this context that the Agenda 2030 is an important road map for the international community and member states and needs to be more closely linked also to the notion of drivers. Similarly, the commitments made within the context of GCM final draft, as highlighted in Objective 2, is also vital for consideration within this discussion.

5. Ideas for Action

Concrete steps for action in order to achieve a comprehensive approach on drivers could therefore entail:

- Development policies and international cooperation can affect migration and, hence, migration needs to be taken into account in development and policy planning and postconflict stabilization planning.
- Integrate into development and policy planning information on factors that shape both regular and irregular migration.
- Further global understanding on the interplay between different types of both positive and negative drivers and development through research and knowledge sharing among origin, transit and destination countries
- Promote global partnerships across origin, transit and destination countries and territories for enhanced migration governance efforts that consider the drivers of migration throughout the migration continuum
- Ensure migration governance efforts to address drivers of migration are implemented within the framework of overall efforts to achieve the 2030 Agenda and the Global Compact for Migration
- Strengthen the links between humanitarian and development actors, in order to work in parallel on drivers linked to humanitarian crises, as well as on the structural mid- and long-term factors that can promote sustainable development on the community and national level.

- Community stabilization programmes and disaster risk reduction strategies can complement other development strategies and increase resilience.
- Develop preparedness strategies to rapidly respond to short-term shocks that can cause forced and irregular migration.
- Work to create more legal pathways for regular migration to respond to demographic or economic challenges faced by many countries, both in origin, transit and destination.
- Assure overall policy coherence and comprehensive governance approaches, both on the national and local level, that can link up to the international stage and assure that migration is discussed not only from a national perspective, but from all levels of governance.

6. Guiding questions for RT debate

- How to understand and measure the positive and negative drivers that motivate people, particularly those that risk their lives through irregular migration?
- How can governments address drivers in their development planning and how should they be taken into account in discussions on international development cooperation?
- How to improve preparedness of governments to respond to immediate factors, such as rapid onset natural disasters or human-made crises while linking this to more mid to long-term development plans?
- What governance structures for migration exist and are they sufficient for the kind of migration that takes place and can emerge in the future?
- How do states intend to implement the GCM, in the context of Objective 2 (detailed below in Annex 1) and how can this be linked to other objectives like Objective 5 (detailed below in Annex 2)? on Enhancing availability and flexibility of pathways for regular migration in order to enhance the development impact when addressing drivers?

Literature

IOM issue brief on drivers

https://refugeesmigrants.un.org/sites/default/files/issue_brief_ts2_final.pdf

https://refugeesmigrants.un.org/drivers-migration

IOM GCM thematic paper on Migrants and Migration Policy in the context of the adverse effects of climate change and environmental degradation

 $\underline{https://www.iom.int/sites/default/files/our_work/ODG/GCM/IOM-Thematic-Paper-Climate-Change-and-Environmental-Degradation.pdf$

IOM GCM thematic paper on Enhancing Migrant Well-Being upon Return Through an Integrated Approach to Reintegration

https://www.iom.int/sites/default/files/our_work/ODG/GCM/IOM-Thematic-Paper-Integrated-Approach-to-Reintegration.pdf

IOM GCM thematic paper Migration Risk and Resilience in the Context of Sudden and Slow-Onset Disasterhttps://www.iom.int/sites/default/files/our_work/ODG/GCM/IOM-Thematic-Paper-Migration-Risk-and-Resilience-in-the-Context.pdf

IOM Human Development visa scheme

https://publications.iom.int/system/files/pdf/human_development_visa_scheme.pdf

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GCM Issue brief #2 drafted for the GCM Thematic Session 2 in May 2017:

https://refugeesmigrants.un.org/sites/default/files/issue brief ts2 final.pdf

ANNEX 1

Global Compact for Safe, Orderly and Regular Migration, Final Draft, 11 July 2018

OBJECTIVE 2: Minimize the adverse drivers and structural factors that compel people to leave their country of origin

18. We commit to create conducive political, economic, social and environmental conditions for people to lead peaceful, productive and sustainable lives in their own country and to fulfil their personal aspirations, while ensuring that desperation and deteriorating environments do not compel them to seek a livelihood elsewhere through irregular migration. We further commit to ensure timely and full implementation of the 2030 Agenda for Sustainable Development, as well as to build upon and invest in the implementation of other existing frameworks, in order to enhance the overall impact of the Global Compact to facilitate safe, orderly and regular migration.

To realize this commitment, we will draw from the following actions:

- a) Promote the implementation of the 2030 Agenda for Sustainable Development, including the Sustainable Development Goals and the Addis Ababa Action Agenda, and the commitment to reach the furthest behind first, as well as the Paris Agreement and the Sendai Framework for Disaster Risk Reduction 2015-2030
- b) Invest in programmes that accelerate States' fulfilment of the Sustainable Development Goals with the aim of eliminating the adverse drivers and structural factors that compel people to leave their country of origin, including through poverty eradication, food security, health and sanitation, education, inclusive economic growth, infrastructure, urban and rural development, employment creation, decent work, gender equality and empowerment of women and girls, resilience and disaster risk reduction, climate change mitigation and adaptation, addressing the socioeconomic effects of all forms of violence, non- discrimination, rule of law and good governance, access to justice and protection of human rights, as well as creating and maintaining peaceful and inclusive societies with effective, accountable and transparent institutions
- c) Establish or strengthen mechanisms to monitor and anticipate the development of risks and threats that might trigger or affect migration movements, strengthen early warning systems, develop emergency procedures and toolkits, launch emergency operations, and support post-emergency recovery, in close cooperation with and support of other States, relevant national and local authorities, National Human Rights Institutions, and civil society
- d) Invest in sustainable development at local and national levels in all regions allowing all people to improve their lives and meet their aspirations, by fostering sustained, inclusive and sustainable economic growth, including through private and foreign direct investment and trade preferences, to create conducive conditions that allow communities and individuals to take advantage of opportunities in their own countries and drive sustainable development
- e) Invest in human capital development by promoting entrepreneurship, education, vocational training and skills development programmes and partnerships, productive employment creation, in line with labour market needs, as well as in cooperation with the private sector and trade unions, with a view to reducing youth unemployment, avoiding brain drain and optimizing brain gain in countries of origin, and harnessing the demographic dividend
- f) Strengthen collaboration between humanitarian and development actors, including by promoting joint analysis, multi-donor approaches and multi-year funding cycles, in order to develop long-term responses and outcomes that ensure respect for the rights of affected individuals, resilience and coping capacities of populations, as well as economic and social self-reliance, and by ensuring these efforts take migration into account

g) Account for migrants in national emergency preparedness and response, including by taking into consideration relevant recommendations from State-led consultative processes, such as the Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster (MICIC Guidelines)

Natural disasters, the adverse effects of climate change, and environmental degradation

- h) Strengthen joint analysis and sharing of information to better map, understand, predict and address migration movements, such as those that may result from sudden-onset and slow- onset natural disasters, the adverse effects of climate change, environmental degradation, as well as other precarious situations, while ensuring the effective respect, protection and fulfilment of the human rights of all migrants
- i) Develop adaptation and resilience strategies to sudden-onset and slow-onset natural disasters, the adverse effects of climate change, and environmental degradation, such as desertification, land degradation, drought and sea level rise, taking into account the potential implications on migration, while recognizing that adaptation in the country of origin is a priority
- j) Integrate displacement considerations into disaster preparedness strategies and promote cooperation with neighbouring and other relevant countries to prepare for early warning, contingency planning, stockpiling, coordination mechanisms, evacuation planning, reception and assistance arrangements, and public information
- k) Harmonize and develop approaches and mechanisms at sub regional and regional levels to address the vulnerabilities of persons affected by sudden-onset and slow-onset natural disasters, by ensuring they have access to humanitarian assistance that meets their essential needs with full respect for their rights wherever they are, and by promoting sustainable outcomes that increase resilience and selfreliance, taking into account the capacities of all countries involved
- l) Develop coherent approaches to address the challenges of migration movements in the context of sudden-onset and slow-onset natural disasters, including by taking into consideration relevant recommendations from State-led consultative processes, such as the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change, and the Platform on Disaster Displacement

ANNEX 2

Global Compact for Safe, Orderly and Regular Migration, Final Draft, 11 July 2018

OBJECTIVE 5: Enhance availability and flexibility of pathways for regular migration

- 21. We commit to adapt options and pathways for regular migration in a manner that facilitates labour mobility and decent work reflecting demographic and labour market realities, optimizes education opportunities, upholds the right to family life, and responds to the needs of migrants in a situation of vulnerability, with a view to expanding and diversifying availability of pathways for safe, orderly and regular migration. To realize this commitment, we will draw from the following actions:
- a) Develop human rights-based and gender-responsive bilateral, regional and multilateral labour mobility agreements with sector-specific standard terms of employment in cooperation with relevant stakeholders, drawing on relevant ILO standards, guidelines and principles, in compliance with international human rights and labour law
- b) Facilitate regional and cross-regional labour mobility through international and bilateral cooperation arrangements, such as free movement regimes, visa liberalization or multiple country visas, and labour mobility cooperation frameworks, in accordance with national priorities, local market needs and skills supply
- c) Review and revise existing options and pathways for regular migration, with a view to optimize skills matching in labour markets, address demographic realities and development challenges and opportunities, in accordance with local and national labour market demands and skills supply, in consultation with the private sector and other relevant stakeholders
- d) Develop flexible, rights-based and gender-responsive labour mobility schemes for migrants, in accordance with local and national labour market needs and skills supply at all skills levels, including temporary, seasonal, circular, and fast-track programmes in areas of labour shortages, by providing flexible, convertible and non-discriminatory visa and permit options, such as for permanent and temporary work, multiple-entry study, business, visit, investment and entrepreneurship
- e) Promote effective skills matching in the national economy by involving local authorities and other relevant stakeholders, particularly the private sector and trade unions, in the analysis of the local labour market, identification of skills gaps, definition of required skills profiles, and evaluation of the efficacy of labour migration policies, in order to ensure market responsive contractual labour mobility through regular pathways
- f) Foster efficient and effective skills-matching programmes by reducing visa and permit processing timeframes for standard employment authorizations, and by offering accelerated and facilitated visa and permit processing for employers with a track record of compliance
- g) Develop or build on existing national and regional practices for admission and stay of appropriate duration based on compassionate, humanitarian or other considerations for migrants compelled to leave their countries of origin, due to sudden-onset natural disasters and other precarious situations, such as by providing humanitarian visas, private sponsorships, access to education for children, and temporary work permits, while adaptation in or return to their country of origin is not possible
- h) Cooperate to identify, develop and strengthen solutions for migrants compelled to leave their countries of origin due to slow-onset natural disasters, the adverse effects of climate change, and environmental degradation, such as desertification, land degradation, drought and sea level rise, including by devising planned relocation and visa options, in cases where adaptation in or return to their country of origin is not possible

- i) Facilitate access to procedures for family reunification for migrants at all skills levels through appropriate measures that promote the realization of the right to family life and the best interests of the child, including by reviewing and revising applicable requirements, such as on income, language proficiency, length of stay, work authorization, and access to social security and services
- j) Expand available options for academic mobility, including through bilateral and multilateral agreements that facilitate academic exchanges, such as scholarships for students and academic professionals, visiting professorships, joint training programmes, and international research opportunities, in cooperation with academic institutions and other relevant stakeholders