

Migration Governance from an Institutional Perspective: An Index for “Good” Migration Governance

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Abstract

The widespread socio-economic effects of migration make migration governance critical from an administrative and institutional perspective. Based on good governance principles, this article develops an Index for Good Migration Governance (IGMG). For this purpose, five principles of good governance (effectiveness, transparency, accountability, participation and legal framework) were selected. These principles are contained in documents published by the World Bank, the United Nations or the International Monetary Fund, which have made significant contributions to the development of good governance principles. The index is calculated using the methodology used by the European Commission in business and consumer surveys. Unlike the migration indexes developed in the past, IGMG builds on the selected principles of good governance from an institutional perspective and focuses on institutional structures related to migration governance. IGMG aims to raise the awareness of organizations on migration policies and practices and enable them to take the necessary steps for good migration governance.

Keywords: *Migration, Migration Governance, Good Governance, Migration Governance Index*

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1. INTRODUCTION

Migration means changing the place of residence, either by human will or by necessity, and it is an issue that is increasingly emphasized and needs to be solved in the international arena and relations due to immigrant influxes. Recently, there has been migration from countries such as Haiti, Cuba, Nicaragua, Venezuela, Syria, Ukraine, and Palestine-Gaza to the surrounding regions, and it continues to be an increasingly important phenomenon in the international arena. Considering a movement of displacement that expresses and emphasizes the borders of states, the issue of migration falls within the scope of the discipline of international relations. Emphasizing the relationship between the phenomenon of migration and borders also brings the issue of "security" to the fore. The issue of "security", which has a different dimension from the known dynamics of migration, forms the basis of addressing the phenomenon of migration on the international agenda.

International migration and its socio-economic impacts on states and societies increasingly occupy the global governance agenda. The total estimated 281 million people living in a country other than their countries of birth in 2020 was 128 million more than in 1990 and over three times the estimated number in 1970. The number of international migrants corresponds to 3.6 percent of the world population (IOM, 2021).

The term migration is used in different contexts. Movement can be driven by many reasons such as the search for better living conditions, studying and gaining new skills, or escaping from armed conflict, authoritarian regimes, natural disasters, or the negative effects of climate change (Delidji & Valeria, 2022). It may include internal mobility between rural and urban areas or international movement across state borders. It may include a permanent reorientation to a destination or an ongoing connection to an origin (Gamlen & Marsh, 2011).

Human mobility has rapidly increased across international borders, reflecting wider trends in transboundary interconnections (Betts & Kainz, 2017). In a broad sense, governance is a concept related to the institutional environment in which all stakeholders, including citizens, interact with each other and participate in public affairs. Since governance is related to the institutions by which authority is exercised and affects planning, strategies and practices, the success to be achieved in these areas also determines the success of development (Chaudhary, 2020). The two key features of the concept of 'governance' are plurality and self-organization. Governance includes the interaction of a wide variety of traditional and non-traditional actors, including nation-states, NGOs, corporations, and various networks and 'communities'. Governance requires self-organizing interactions between actors (Gamlen & Marsh, 2011). Migration governance operates through a multi-level framework that includes interrelated sub-national, national, regional and international (multilateral) policies (Delidji & Valeria, 2022).

By their very nature, international migration and displacement are transnational issues concerning states of origin, destination, and ‘transit’ states. Yet, paradoxically, most migration governance has historically remained in individual States, and migration-related policies and regulations have typically been made at the national level (IOM, 2015; IOM, 2019). The concerns of states about losing their sovereignty over immigration slowed down their initiatives in establishing formal institutions and binding norms (Gamlen & Marsh, 2011). However, migration is a transnational, complex and multifaceted issue that affects most states as countries of origin, transit and destination. It cannot be governed only by the unilateral policies of the countries (Crepeau & Atak, 2016). Despite the need to manage migration through global cooperation, no global regime encompasses the full spectrum of migration (Robinson, 2018).

This study aims to provide a quantitative indicator as a practical instrument to enable migration-related institutions to assess and improve migration governance in line with good governance principles. For this purpose, this paper establishes a conceptual bridge between good governance and migration, and constructs an Index for ‘Good’ Migration Governance (IGMG) based on good governance principles, to identify the migration governance attributes of institutions. From an institutional perspective, IGMG is designed to be applied to employees of organizations responsible for determining or implementing immigration policies. The following section summarizes the concept of governance and good governance with its principles referring to the agenda of international organizations. Section 3 focuses on the migration governance in both theory and practice. Section 4 presents the IGMG. Its first sub-section presents the principles of good governance selected for IGMG and the second sub-section addresses the method for calculating the IGMG. The last section concludes the paper with some policy suggestions.

2. GOVERNANCE THROUGH THE LENS OF INTERNATIONAL ORGANIZATIONS

International organizations have played an important role in developing the concepts of good governance and in conceptualizing its principles. Good governance is particularly high, is on the agenda of the World Bank, the United Nations, and the International Monetary Fund (IMF). International organizations emphasize the concept of governance for their activities that promote political, administrative and public policy changes in developing countries. Many definitions of good governance relate it closely to the government's management and performance and the government's regulatory framework (Kaufmann et al., 2003).

The World Bank has made a great contribution to the development of the concept of governance. The word ‘governance’ came to be widely used in connection with the Bank’s work on public sector management (Lateef, 2016). The World Bank first used the word ‘governance’ in its 1989 report titled ‘Sub-Saharan Africa – from Crisis to Sustainable Growth’ to describe the need for institutional reform and a better and more efficient public sector in Sub-Saharan countries (Tripathi, 1997). In 1991, the

World Bank, in its discussion paper entitled 'Managing Development - The Governance Dimension' identified four dimensions (key areas) of governance: (1) improving public sector management; (2) accountability; (3) predictability and the legal framework for development; (4) information and transparency.

As noted in Lateef (2016), the paper focuses specifically on the last three dimensions. The concept of accountability in this paper means holding public officials accountable for their actions. At a broad level, the economic objectives of public accountability include alignment between public policy and actual practice, effective allocation, and use of public resources. According to Brautigam (1991), the paper defines predictability as standard operating procedures, institutionalized rules, non-personalized decision-making and, modest levels of discretion and regularized procedures for establishing and implementing policies. A sound legal framework or the rule of law is a key element of predictability. The paper includes several conditions regarding the basic dimensions of the rule of law. First, there must be a set of coherent rules already known and actually in force. On the other hand, the execution should include the executive branch's flexibility and discretion. Disputes arising during execution should be resolved by binding decisions of an independent judicial body or by arbitration. Finally, in the face of changing conditions, there should be procedures for changing the rules that lose their functionality and do not serve their purpose. Information and transparency, another dimension of good governance, refers to the availability of information and the transparency of decision processes related to accessing them. Transparency in decision-making processes is a safeguard against corruption and abuse of executive authority (World Bank, 1991).

In 1992, the World Bank conceptualized governance in its report titled 'Governance and Development'. In this publication, governance was defined 'as how power is exercised in the management of a country's economic and social resources for development' (World Bank, 1992). World Bank, in its 1998 annual report 'Governance in Asia: From Crisis to Opportunity', elaborated the four key components of governance as accountability, transparency, predictability, and participation. Accountability is the capacity to call authorities to account for their actions. Transparency ensures cost-effective and timely access to relevant information. Predictability arises from laws and regulations that are clear, established in advance, and effectively enforced. Participation is essential to gather reliable information and to validate government actions with real-world perspectives (World Bank, 1998).

The United Nations is another international organization that emphasizes the concept of good governance. The term 'good governance' is included in the Report of the Second United Nations Conference on the Least Developed Countries held in 1990. According to the Report, good governance is essential for economic and social progress for all countries. UN Development Program (UNDP) underlines that human development cannot be sustainable without good governance and that capacity building for good governance will be the main tool for eradicating poverty. UNDP (1997) defines governance as 'the exercise of political, economic and administrative authority in managing a country's

affairs at all levels. Governance comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests.’

UNDP details three interrelated basic types of governance: economic, political, and administrative. Good governance, which encompasses these three elements, defines the processes and structures that shape socio-economic and political relations (UNDP, 1997; UNDP, 2007). Governance also covers the social and economic fields and includes civil society organizations and the private sector as well as the state. Good governance is characterized as participatory, transparent, accountable, effective, equitable, and promoting the rule of law. Participation provides the opportunity to voice views directly or through legitimate intermediaries or representatives. This principle also includes freedom of expression and an organized civil society. The principle of transparency means that those who will be affected by decisions and their implementation have free access to information. Accountability refers to the responsibilities of government agencies, the private sector or non-governmental organizations to the public and their corporate stakeholders who will be affected by their decisions or actions. Effectiveness means that processes and institutions can produce results that meet the needs of society while using resources. According to the principle of equality, all groups, including especially the most vulnerable, have opportunities to improve or maintain their well-being. The rule of law requires establishing and impartially applying fair legal frameworks (UNDP, 1997; UNESCAP, n.d.).

The International Monetary Fund (IMF) has always emphasized good governance in its activities and relations with member countries. In 1996, the policy-making committee of the Board of Governors emphasized that promoting good governance in all its aspects, such as ensuring the rule of law, improving the efficiency and accountability of the public sector, and fighting corruption, are key elements of a framework in which economies can prosper (IMF, 2005). In order to promote greater attention to governance issues, the IMF Executive Board adopted in 1997 a Guidance Note titled ‘The Role of the IMF in Governance Issues’ and a Policy Paper titled ‘Review of 1997 Guidance Note on Governance – a Proposed Framework for Enhanced Fund Engagement’ in 2018. In the Guidance Note, the IMF states that policy recommendations should be based on the broadly agreed best international practices of economic management and the principles of transparency, simplicity, accountability, and fairness (IMF, 1997).

The IMF defines governance as a broad concept that encompasses all aspects of how a country is governed. This concept includes elements such as a country’s economic policies, regulatory framework, and adherence to the rule of law (IMF, 2020). According to IMF (2018), good governance, is a normative concept that recognizes that the quality of governance can affect its effectiveness and efficiency in achieving desired results. Greater transparency and accountability may be expected to improve the quality of economic decisions and to make and strengthen the international financial system (IMF, 2005). From the mid-1990s to the present, the IMF’s role in promoting good governance has greatly increased, though still limited to the economic aspect of governance. Good governance is also

followed in IMF-supported programs. Technical assistance provided by the IMF is also directly linked to improved governance (IMF, 2020).

3. MIGRATION GOVERNANCE IN THEORY AND PRACTICE

Migration governance has a different conceptual content than migration management. The concept of ‘migration management’ was introduced in the early 1990s to obtain a new international framework for global mobility and migration. The management function is concerned with running of programs in the context of strategies, policies, processes and procedures. However, global developments in the field of migration have transformed migration management into migration governance. Thus, states have chosen a more structured and strategic approach to migration in order to address economic, social, demographic, and other relevant issues in coordination with other countries and especially neighboring countries, while maintaining the day-to-day functioning of their national migration policies (Crepeau & Atak, 2016).

Governance is at the core of the development and implementation of any migration measure or policy involving key actors (IOM, 2019). In the Glossary on Migration of IOM, migration governance is defined as ‘the combined frameworks of legal norms, laws and regulations, policies and traditions as well as organizational structures (subnational, national, regional and international) and the relevant processes that shape and regulate states’ approaches with regard to migration in all its forms, addressing rights and responsibilities and promoting international cooperation. (Sironi et al, 2019).

In parallel with the increasing importance of the phenomenon of migration on the world stage, the effects of international migration in practice and various dimensions of migration governance theoretically have attracted the attention of many researchers, (i.e., Batista & Vicente, 2011; Aksoy & Tumen; 2020; Lavenex & Piper; 2021; Delidji & Valeria, 2022). Migration flows are reshaping traditional ties between governments, international organizations and regional integration actors. The migration crisis rearranges the balance of power between the global, supranational, regional and national levels. The concept of multi-level governance (MLG) developed by Marks (1993) has been examined as an appropriate approach to make these power shifts and changes understandable (Panizzon & Riemsdijk, 2018). MLG refers to the dispersion of authority from the central government upstream to supranational jurisdictions, downstream to subnational jurisdictions, and sideways to public-private networks (Marks & Hooghe, 2004).

The primary purpose of global migration governance is to transform a traditionally unregulated phenomenon into a more regular and predictable process by regulating the causes and consequences of migration by enabling states to work together to better fulfill their goals (Crepeau & Atak, 2016; Betts & Kainz, 2017). Betts and Kainz (2017) defines global migration governance as the norms and organizational structures that regulate and facilitate states’ and other actors’ responses to migration. Unlike many other cross-border policy areas, there is no coherent global governance regime for global

migration governance. However, there is numerous regional and global initiatives. In addition to states and non-state actors such as NGOs and private companies, migration governance involves global and transnational bodies and institutions (Geiger & Pecoud, 2010; Likić-Brborić, 2018). The biggest obstacle to the development of global migration governance is the concern that the increase in migration governance will reduce the sovereignty of states. Sovereign states usually decide on their migration policies. On the other hand, the political perspectives towards migration and the fact that countries cannot always solve this issue in isolation bring increased international cooperation to the agenda in order to cope with the challenges faced by international migration (Betts, 2011).

UN has taken a several important initiatives in terms of global migration governance. Among them, the adoption by the UN General Assembly, of the UN Convention on Migrant Workers in 1990; the Global Commission on International Migration in 2003; creation of the Global Migration Group (GMG) by the UN Secretary-General in 2006 and the General Assembly’s organization of the first high-level Dialogue (HLD) on International Migration and Development in 2006 have been major milestones in the field of global migration governance. However, as stated in Crepeau and Atak (2016), global migration governance discussions largely fall outside the UN framework. Among them, the Global Forum on Migration and Development (GFMD) was created by States, outside the UN framework. Furthermore, several non-UN IGOs have experienced rapid and substantial growth over the last decades at the global level. The International Organization for Migration (IOM) and, to a lesser degree, the International Centre for Migration Policy Development (ICMPD) emerge as key players in this respect.

4. AN INDEX FOR ‘GOOD’ MIGRATION GOVERNANCE

Various institutions have developed indexes that quantify the migration policies of many countries in order to measure and compare migration policies. These indexes aggregate and measure the components that underpin countries’ migration policies and compare them over time. The report titled “Migration Policy Indexes” prepared by Joint Research Centre (JRC), the European Commission’s Science and Knowledge Service maps and analyzes the main migration policy indexes and presents their methodologies and main findings (Scipioni & Urso, 2018).

The table below lists the main migration indexes included in the report in terms of the years covered, the specific policy areas they focus on and their scope:

Table 1. Main Migration Indexes

	Family Reunification	Borders	Labour Migration	International Protection	Irregular Migration	Students	Years Covered
Comprehensive Approach							
DEMIG	+	+	+	+	+	+	1945-2013
Global Migration Barometer	+	-	+	-	-	-	2007
ICI (Immigrants' Climate Index)	-	-	+	-	-	-	2005-2012
IMPALA (International Migration Policy and Law Analysis)	+	+	+	+	+	+	1999-2008
IMPIC (Immigration Policies in Comparison)	+	+	+	+	+	-	1980-2010
MGI (Migration Governance Index)	+	+	+	-	+	+	2015-2016
MIPEX (Migrant Integration Policy Index)	+	-	+	-	-	+	2004, 2007-2014
Ortega&Peri (Tightness of immigration reforms over time)	-	-	+	+	-	-	1980-2005
Sectoral Approach							
Cerna's Index	-	-	+	-	-	-	2007, 2012
The Openness Index and Migrant Right Index	-	-	+	-	-	-	2009
Deterrence Index	-	-	-	+	-	-	1985-1999
Asylum Policy Index	-	-	-	+	-	-	1996-2006

Source: Scipioni and Urso, 2018

Among these indexes, MGI, prepared by the Economist Intelligence Unit, specifically focuses on the migration governance. This report analyzes 15 countries' migration policies between October 2015 and February 2016. The MGI evaluates the countries across the following five domains, (1) Institutional capacity, (2) Migrant rights, (3) Safe and orderly migration, (4) Labor migration management, and (5) Regional and international cooperation and other partnerships. The institutional capacity domain measures the availability of countries' institutional and legal frameworks, migration strategies, data and transparency (The Economist Intelligence Unit, 2016).

These indexes have been applied to developed and developing countries in different cultural, economic and political contexts. The evaluation criteria, scope and focus of these indexes vary. Migration indexes aim to assess countries' migration policies and identify areas for improvement. For

this aim, they provide policymakers with data on migration management and practices, enabling them to make comparisons and identify best practices in the field of migration.

Unlike indexes developed to date, the index for ‘Good’ Migration Governance (IGMG) builds on selected principles of good governance from an institutional perspective and focuses on institutional structures related to migration governance. In this respect, IGMG is at the intersection of good governance principles and migration governance. The following sections will first describe the principles of good governance selected for the IGMG and then the method of calculating the index.

4.1. The Principles and Questions

The scope and nature of good governance principles may vary according to sectors, institutions or objectives. In this study, six principles were selected considering the governance perspectives of international organizations. These principles are contained in documents published by at least two of the World Bank, United Nations and International Monetary Fund. The selected principles of good governance are (1) Effectiveness, (2) Transparency, (3) accountability, (4) Participation, and (5) Legal framework.

From an institutional perspective, IGMG is designed to be applied to employees of organizations responsible for determining or implementing migration policies. To measure good migration governance, twenty questions were included within the scope of each principle. Below are brief explanations of each principle:

4.2. Effectiveness

Effectiveness in the public sector refers to the extent to which public services provided using public resources meet the needs of society. While evaluating the effectiveness in the public sector, the criteria such as institutional structure and decision-making mechanisms, human resources, physical and technological infrastructure, consultation and feedback mechanisms, and the use of public resources are considered. Institutional structure and decision-making mechanisms include the determination of the strategic goals and objectives of the institution, the duties and responsibilities of the employees, keeping accountability at the forefront, an institutional structure suitable for cooperation, coordination and adapting to changing conditions, and a participatory decision-making process.

Human resources refers to the presence of qualified and highly motivated employees for providing quality service. In this respect, it is related to corporate culture and strategic vision. Physical and technological infrastructure refers to the existence of the physical and technological infrastructure necessary for quality service delivery and cost-effectiveness. Consultation and feedback mechanisms mean taking the opinion of the public before the service provided by the Institution and receiving feedback on its quality. Finally, the use of public resources refers to cost-effectiveness and value for money. The questions for the principle of effectiveness for IGMG are included in Table 2.

Table 2. Principle of Effectiveness

		Yes	No
1	Do you have information about the strategic goals and objectives and the contribution of your migration unit towards their realization?		
2	Are there mechanisms to measure the extent to which your migration unit's operational goals have been achieved?		
3	Are indicators of the migration unit's performance clearly defined?		
4	Is there an institutional monitoring mechanism for the migration unit for the systematic monitoring of performance indicators and their modification when necessary?		
5	Are business, processes and processes being improved by taking into account the opinions/feedbacks of the employees who are served?		
6	Are there written procedures regarding the activities, financial decisions and transactions of your migration unit, covering the initiation, implementation and conclusion stages?		
7	Have you associated the performance indicators with the use of corporate resources?		
8	Are performance expectations and the capacity of employees (authorities, abilities, resources) linked, consistent and balanced?		
9	Is there a regular review mechanism to ensure that job descriptions are properly implemented?		
10	Are the training needs required for each task determined in your migration unit, and training activities to meet this needs are planned and carried out every year?		
11	Are process models reviewed periodically to ensure that work is done most effectively?		
12	Does your organization have mechanisms to prevent task conflicts?		
13	Is there an institutional impact analysis or impact assessment that reveals the possible effects of the decisions taken by the migration unit or the outputs produced?		
14	Is the physical working environment of your unit/institution suitable for efficient working?		
15	Is there a study that analyzes the strengths and weaknesses of your unit and the opportunities and threats it faces?		
16	Are there precautionary mechanisms to strengthen weaknesses and eliminate threats?		
17	Are the possible effects and probabilities of the risks identified, measured and prioritized according to their importance?		
18	Is there a risk management system or action plan in which duties and responsibilities are clearly and in writing in order to minimize the effects of risks if they occur?		
19	Have you been adequately informed about your duties and responsibilities regarding risk management?		
20	Is the effectiveness of control activities implemented in your migration unit regularly reviewed?		

Source: Authors

4.3. Transparency

This concept refers to stakeholders' quick and accurate access to information about institutional mechanisms. In the context of public administration, transparency means making the information necessary for the public and citizens' proper evaluation of institutions available to relevant stakeholders.

Transparency is examined in two dimensions as internal and external transparency. In terms of public institutions, the policies and strategies carried out affect all stakeholders in the society. External transparency relates to the responsibilities of institutions to the public for their policies and performance. In this framework, obtaining information about the functioning of institutions and being informed about which policy and strategy is implemented at what level is considered a right and responsibility of the stakeholders. Internal transparency is the sharing of information necessary for achieving individual or corporate goals by managers with those in a hierarchical relationship.

Internal communication patterns can potentially have positive and negative effects on transparency. In addition, information systems are an important component in ensuring transparency as they enable effective information sharing among individuals and within the organization. Table 3 includes questions for the principle of transparency.

Table 3. Principle of Transparency

		Yes	No
1	Does your migration unit have a documented transparency or disclosure strategy?		
2	Are strategic plans prepared and shared with the public, including the objectives, principles and policies, goals and priorities, performance indicators, methods to be followed to achieve these, and resource allocations of your institution?		
3	Are the migration unit's activity reports prepared and shared with the public?		
4	Do the activity reports of your unit include the degree of realization of the targets and the deviation from the target, and if any, the reasons for these and the measures to be taken in this direction?		
5	Do you prepare and share with the public the financial reports (eg, corporate financial situation and expectations report) that include the periodic budget implementation results of your unit, as well as the periodic expectations, targets and activities?		
6	Is there a communication strategy to ensure that the public is informed about the outputs produced by your migration unit, regardless of demand?		
7	Has a standard been developed in the migration unit regarding the duration and method of the services provided directly to the relevant stakeholders?		
8	Do you think that the migration unit provides timely, accurate and sufficient information to relevant stakeholders regarding its fields of activity?		
9	Are periodic studies carried out to ensure that the web page of the migration unit reflects the content of your work areas accurately and up-to-date?		
10	Do you think the official document filing plan is clear and simple enough to facilitate in-departmental information gathering?		
11	Are there electronic and interactive communication channels (online system, web questionnaire, etc.) that enable or facilitate information sharing for citizens or service units and individuals?		
12	Are there written documents/mechanisms that reveal the process for resolving complaints regarding access to information?		
13	Are there clearly defined standards for the protection of the right to know of the persons or institutions and employees served?		
14	Does the migration unit have a communication strategy or a written procedure regarding horizontal and vertical communication between employees in its fields of activity?		
15	Does your migration unit have an electronic internal communication system (intranet) that enables or facilitates communication between employees in its fields of activity?		
16	Is there a systematic sharing process for transmitting the outputs (meeting reports, related documents) produced in your migration unit to other relevant departments..?		
17	Are periodic information meetings attended by the employees in the migration unit?		
18	Can you easily access all kinds of information about your job, printouts and files that do not bear the phrase ‘confidentiality’?		
19	Are there institutional mechanisms to accurately inform and guide employees on business procedures and processes?		
20	Are training programs organized to ensure that the migration unit's employees are familiar with the new system, regulations, procedures, and rules?		

Source: Authors

4.4. Accountability

Accountability means that a person or institution makes a statement against another authority due to their actions, attitudes, and behaviors. Accountability requires public institutions and organizations to be accountable to the public and other stakeholders and to be responsive, especially about the policies they follow, the decisions they make, and the actions they take regarding the use of public resources.

The principle of accountability and the principle of transparency are two intertwined concepts. Effective and well-functioning accountability processes are needed to ensure transparency in management, and open and transparent policies are needed for effective and well-functioning accountability processes. The questions concerning the principle of accountability are included in Table 4:

Table 4. Principle of Accountability

		Yes	No
1	Has a written accountability framework been established (is there a written document containing the accountability standards) that sets out the powers and responsibilities for accessing or disclosing the information and documents requested from your migration unit?		
2	Have the employees been informed in writing about their rights and obligations and the limits of their authorities?		
3	Have employees been informed about their financial and human resources and their appropriate use?		
4	Are there communication channels (web page, social media, etc.) that will provide information to the public or interested parties regarding the migration unit's activities?		
5	Do existing internal and external communication systems allow staff or external stakeholders to communicate their expectations, suggestions and complaints in a timely and complete manner?		
6	Are there consultation mechanisms to receive public feedback on the work carried out in your migration unit?		
7	Are there systematic checks and periodic compliance audits to measure that goods and services are procured by procurement procedures?		
8	Is there an internal compliance audit that allows to measure the relevance of the goods and services received and the full value for money?		
9	Could you associate the performance indicators with the use of corporate resources in your migration unit?		
10	Is there an administrative control mechanism for detecting the irregular actions of the employees and applying the necessary sanctions?		
11	Are the approval, implementation, recording and control tasks of each activity or financial decision and transaction performed by different persons in your migration unit?		
12	Are measures (periodic monitoring mechanisms, control of expenditures) taken for expenditures subject to preliminary financial control to undergo preliminary financial control?		
13	Is there an archive and documentation system by the determined standards covering the recording, classification, protection and access of the business and transactions of the migration unit?		
14	Have the procedures regarding who will prepare which reports in your unit, how often, when, and to whom they will be submitted, and their control procedures been announced to the personnel?		
15	Is regular monitoring done through an internal audit?		
16	Are necessary measures taken to improve the negative issues in the internal audit reports?		
17	Is the internal control system implemented and periodically reviewed?		
18	Do the migration unit manager and employees have information about their authority and responsibilities in establishing the internal control system?		
19	Are there monitoring mechanisms (e.g., reporting system, periodic unit meetings, etc.) that reveal the compliance of the work produced in the unit with the standards?		
20	Are the personnel informed about the methods and methods of monitoring and evaluation of their work?		

Source: Authors

4.5. Participation

Participation refers to the involvement of citizens in policy-making processes or the representation of all different ideas and interests in a local, national, regional and global context. Participation can be provided directly or through legitimate intermediary institutions or representatives.

Today, the policies created, and the services carried out by public institutions are in close relation with the duties of other public institutions. On the other hand, the decisions taken by public institutions and the policies implemented are closely related to other stakeholders (citizens, universities, non-governmental organizations, etc.). In this framework, public institutions' achievement of their goals depends not only on their own efforts but also on their cooperation with other stakeholders. In accordance with the principle of participation, the inclusion of stakeholders in the decision-making processes of the institutions will ensure the efficient use of resources and achieve the targeted results.

Participation of relevant stakeholders in decision-making processes, continuous information flow and cooperation between stakeholders is necessary for effective participation. Making decisions in

the public sector with a participatory approach and at a level that covers those affected by the decision will increase the likelihood of successful implementation of these decisions. The questions concerning the principle of participation are included in Table 5:

Table 5. Principle of Participation

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Source: Authors

4.6. Legal framework

It is necessary to ensure the compliance of the works and transactions with the relevant legislation while considering the public interest. In this context, public institutions should be based on public integrity in all actions and decisions and should be in a strong commitment to ethical values and legal regulations at every stage. The questions concerning the principle of legal framework are included in Table 6:

Table 6. Principle of Legal Framework

		Yes	No
1	Does your migration unit have written business standards for its employees?		
2	Are there monitoring mechanisms in place to ensure that the business standards established by your migration unit are applied consistently and without discrimination?		
3	Are there monitoring mechanisms that ensure the accuracy and compliance of the outputs produced by your migration unit with business standards?		
4	Is there a monitoring system that ensures that the outputs produced by your migration unit comply with laws and regulations?		
5	Is there a monitoring mechanism that follows the legislation or legislative changes related to the working areas of your migration institution/unit?		
6	Are there written ethical values for the employees of your migration unit?		
7	Are employees informed in writing about ethical behavior principles and their responsibilities regarding these principles (Have employees signed an ethics agreement?)		
8	Are there verbal or written mechanisms to prevent employees from engaging in behavior that undermines the public's confidence in the public service, raises suspicion, and undermines the principle of justice?		
9	Are the values necessary for observing the public interest in the works and transactions carried out by your migration unit included in the written documents created in your unit?		
10	Do you think that the monitoring and inspection mechanisms to combat corruption and prevent bribery and corruption have been adequately established?		
11	Are awareness-raising measures taken in the fight against corruption and the prevention of bribery and corruption?		
12	Are measures taken in your migration unit for the use of public goods and resources by employees within the framework of public purposes and service requirements?		
13	Are measures taken to ensure that employees fulfill their duties without providing personal benefits?		
14	Are measures taken to prevent the relatives, friends and relatives of employees from benefiting from public services in a privileged way?		
15	Are measures taken to prevent employees from accepting gifts that affect or may affect impartiality, performance and performance of the task?		
16	Is there an official communication mechanism (whistleblowing) that ensures that unethical acts that violate the policies of your migration institution/unit are reported to the relevant authorities and that those who communicate are responsible for their actions?		
17	Do the employees of your migration unit know about the procedures for notifications and complaints to be made from inside and outside the administration?		
18	Do you know what to do if bribery, corruption or fraud is suspected?		
19	Does the whistleblowing system (if any) contain appropriate means for reporting potential or ongoing irregularities, corruption and problems from within and outside your migration unit?		
20	Does the whistleblowing system (if any) include procedures to ensure the safety of the reporting personnel (such as not being subjected to unfair and discriminatory treatment) in your migration unit?		

Source: Authors

5. THE CALCULATION METHOD

The Index for Good Migration Governance is an indicator that aims to reveal the migration governance scores of administrative units. The index is calculated using the methodology used by the European Commission in its business and consumer surveys. According to the method, balances calculated for each question are the difference between positive and negative answering options measured as a percentage score of total answers (European Commission, 2016). The total index is calculated by taking the arithmetic average of the balances of each question. Values approaching 200 (or 1) in the Index, which takes values in the range of 0 - 200 (or 0-1), indicate that a good migration governance score is high and, thus, indicates better migration governance. On the contrary, values approaching zero indicate that good migration governance score is low for the relevant administrations and indicates that migration governance is insufficient. In order to calculate the administration's index score on good migration governance, the average of the scores obtained by the employees who answered these questions should be taken.

The questions in the sample below are assumed to be asked of five people working in an administration that takes responsibility for migration governance. The numbers in the following example indicate the total number of ‘yes’ or ‘no’ answers to each question. Measurement questions is given in Table 6:

Table 6. Measurement Questions

Measurement Questions	Yes	No
Q1	4	1
Q2	2	3
Q3	0	5

For each question, the percentage of those who answered ‘yes’ is subtracted from the percentage of those who answered ‘no’ and 100 is added to this difference:

$$(80-20) + 100 = 160$$

$$(40-60) + 100 = 80$$

$$(0-100) + 100 = 0$$

The arithmetic mean of the numbers is: $(160 + 80 + 0) / 3 = 80$. Based on this result, the administration’s ‘good’ migration governance score is 0.4 by calculating $80/200$.

6. CONCLUSION

Nowadays, the concept of governance is transforming due to reasons such as the phenomenon of globalization, the inability of the bureaucracy to manage complex social and economic organizations, and the innovations brought by information technologies. These changes are forcing institutions to adapt and to cope with these changes, institutional functions, roles and their impacts need to be reconsidered. In this context, the concept and principles of good governance can be considered tools to achieve the change and transformation institutions need in their managerial roles and functions.

Parallel with migration's increasing importance in the global arena, migration governance is one of the areas where organizations need to adapt and progress. Effective migration governance paves the way for the development of ideal structures and mechanisms and contributes positively to the relationship between the state and migrants. To this end, this study links good governance with migration governance.

IGMG provides a quantitative indicator of the extent to which good migration governance can be achieved from an institutional perspective. As listed below, the index has the potential to contribute to migration governance in five dimensions from an administrative perspective:

- The Index provides an opportunity for the administration better to understand itself in the context of migration governance. In this context, the index functions as a checklist, enabling the administration to increase self-awareness about its strengths and weaknesses and institutional needs.

- The index enables the administration to develop appropriate strategies and policies to achieve better migration governance. Thus, the administration can increase its self-management capability to take appropriate measures to improve migration governance and to achieve its objectives effectively.

- By applying the index periodically within the same administration, it allows the administration to periodically compare its practices in migration governance. Thus, the index functions as an institutional mechanism for the administration to improve its weaknesses and maintain its strengths over time.

- By applying the index to sub-units within the same administration, it allows for inter-unit comparisons and identifying institutional differences in the field of migration governance. This paves the way for seeing the best practices among the units and making use of these practices throughout the administration.

The Index provides a comparative view of the scores of administrations working in the field of migration governance. Thus, it is possible to make comparisons and evaluations between institutions and benefit from good practices across the country.

Furthermore, this study provides a theoretical framework for researchers working on migration governance and provides guidance for structuring applied studies in this context. With IGMG, researchers have the opportunity to conduct practical, measurable and comparable studies on migration. Linking the principles of good governance to migration governance offers a unique perspective on clarifying the theoretical criteria that can be considered in migration governance. As this study provides researchers with a practical methodology, they will be able to adapt this methodology in their own data collection and analysis processes. Since the IGMG provides a basis for researchers to compare migration policies and practices, researchers will be able to conduct analyses within countries or across regions or countries using IGMG. The index's focus on institutional operating structures offers a unique perspective to develop concrete institutional recommendations from an academic perspective. This will allow researchers to have a more direct impact on migration issues and society through their studies.

It is important for policy-makers to ensure proper communication of migration issues to relevant stakeholders and to develop a corporate communication strategy for this purpose. As stated in Cornelissen (2019), a communication strategy involves establishing a desired position on how the organization wants to be perceived by different stakeholder groups. In this sense, it is significant to develop a written communication strategy that provides a framework for effective coordination of all internal and external communication to build and maintain a positive corporate reputation among stakeholder groups on migration. In this regard, institutions involved in migration management should

coordinate with relevant stakeholders within the framework of a written communication strategy, using media, websites and other communication channels.

This paper highlights the possible contributions of the concept and principles of good governance for migration governance. In this sense, the study broadens the administrative and institutional perspective for organizations to have better migration governance.

The study does not necessitate Ethics Committee permission.

The study has been crafted in adherence to the principles of research and publication ethics.

The authors declare that there exists no financial conflict of interest involving any institution, organization, or individual(s) associated with the article. Furthermore, there are no conflicts of interest among the authors themselves.

The authors declare that they all equally contributed to all processes of the research.

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