Titel des Vorhabens: *Every Immigrant is an Emigrant: How Migration Policies Shape the Paths to Integration (IMISEM)*

Projektnummer/Aktenzeichen: P86/2016

Executive Summary

The project "*Every Immigrant is an Emigrant: How Migration Policies Shape the Paths to Integration (IMISEM)*" carried out at the German Institute of Global and Area Studies (GIGA) is the first effort of its kind -comparative across countries and regions- to have applied a comprehensive view of migration policy, bridging the two sides of emigration and immigration to apprehend the field in its full complexity. The main research question was: How do policies offer paths for migrants to become (or remain) an integral part of the polity (of origin/reception)? The answers looked for render fine-grained differentiations among seven groups of migrants who are usually treated differently by state regulations. A team of 3 core researchers and 17 research assistants of 15 nationalities (65% women) in different career stages amassed information on hundreds of policy indicators organized around 288 questions for 32 political communities (mostly nation-states) in three world regions: Asia, Europe and Latin America and the Caribbean. Among the milestones achieved by the IMISEM Project are 32 Case Reports, the IMISEM Dataset, and two key documents published for research replicability and transparency (the Data Collection Tool and the Codebook). All are Open Access publications with cc-by licenses, as recommended by the Leibniz Gemeinschaft (henceforth LG), and duly acknowledge the funding received by the LG and its logo. These products facilitate further applications and extensions by the scientific community because they can be adapted to bigger and smaller endeavours, whether to collect information on more cases in the three regions studied, in other regions (e. g. Africa or Oceania), or to apply a longitudinal lens. The core researchers also completed several publications, including articles in highly ranked journals, edited volumes, and an OA Working Paper that presents an ambitious theoretical framework. Two more articles are now ready to be sent for review and five more are in planning, all based on the original qualitative and quantitative data collected. The Team made changes to the original research plan due to the Covid-19 pandemic, which forced us to halt the multi-sited fieldwork after having completed only 1/3 of the data collection planned for that phase. With the aim of purposefully potentiate the work we had done, we re-allocated funds towards the edition of our 32 Case Reports and a stronger knowledge transfer strategy.

1. Zielerreichung und Umsetzung der Meilensteine

The IMISEM project adopted a comprehensive view of migration policy that includes both emigration and immigration, bridging the two "sides" of migration policy for the first time in a large comparative migration policy research project. Our objective was to discover, with a mixed methods approach, how do policies offer or hinder paths for migrants to become or remain an integral part of the polity (of origin/reception), that is, how they regulate the "stages" from entry to integration. The IMISEM Dataset allows discovering how migration policies that regulate phases of migration are linked to each other and observe if there are overarching principles across the different "sides" and "stages" of migration policy. With qualitative, in-depth analyses we wanted to dig deeper into a few selected cases from our sample to find out how policy configurations develop over time. Unfortunately, the qualitative phase was truncated by the Covid-19 pandemic, which hit Asia as we were doing fieldwork in that region (Dr. Pedroza had just completed fieldwork in Indonesia) or preparing for it (Ms. Chang was preparing fieldwork in Ireland after having completed fieldwork in South Korea; Dr. Palop was preparing for fieldwork in for Spain and Ecuador).

Nevertheless, were able to achieve our most important milestones, original contributions to scientific community: 32 Case Reports and the IMISEM Dataset. These products will enable us, and others, addressing the overarching research question that we posed and to do so from varied theoretical, disciplinary, and methodological angles. These products will allow us and the larger scholarly community to chart data and look for connections between policies of mobility, settlement and belonging across the two "sides" of migration regulation (emigration and immigration) for a myriad of policy-relevant issues: from admission, naturalization, family reunification, to political inclusion. Besides these original products, the research team has already published several articles that deal with aspects of the data. To name a few that exemplify the variety of products: an article in a highly ranked policy journal (*Global Policy*), an article in an edited book, a GIGA Focus publication that explored the highly topical issue of outreach of origin countries to emigrants during the pandemic, and an Open Access Working Paper that presents an ambitious framework to interpret and develop theory starting from the data collected in the context of the state of the Art in the field of comparative migration policies. More articles in planning will contain original data (qualitative and quantitative) that will serve comparative migration policy scholars, as well as the policymaker and civil society communities working across a range of subjects related to international migration.

2. Aktivitäten und Hindernisse

Our project faced important limitations which impeded the achievement of some of our objectives. The biggest one was the Covid-19 pandemic. We managed to complete field research in 2 countries (Indonesia and Korea) out of the 6 that we had chosen for in-depth study: Ecuador, Germany, Indonesia, Korea, Mexico, Spain. The first wave of the pandemic hit Asia as Dr. Pedroza was finishing her fieldwork for the Indonesian case, conducting interviews with leaders of Indonesian migrants' organizations active in Malaysia. Counting on the cost-neutral extensions we requested to the LG, we postponed the field trips twice more. However, border closures, the ever-changing regulations for travel, the uncertainty of our access to vaccinations and health services, and ultimately an ethical obligation to care for the well-being not only of ourselves but of our interviewees, subjects, and assistants on the field obliged us to cancel those plans. Adapting to the circumstances, we decided to prioritize the construction of our very ambitious IMISEM Dataset: it now spans a web of migration policies that is unprecedented in breadth and complexity. We invested in the human resources (researchers) component to expand it, providing employment, training, and safe work for more students through a very challenging period of confinement. Concomitantly, we redirected funds towards a strategy for a more far-reaching dissemination of our products. All in all: this led to a stronger validation of the data, a website, and a promotion video for social media distribution.

3. Ergebnisse und Erfolge

New theoretical inroads: IMISEM is the first comparative project that bridges the regulation of sides and stages of migration in looking for patterns of migrant inclusion in or exclusion from political communities of different kinds and across regions. A theoretical framework to embark on this search for patterns is laid out in a publication by the principal investigator, entitled "A Comprehensive Framework for Studying Migration Policies (and a Call to Observe Them beyond Immigration to the West)" published as an Open Access Working Paper by the GIGA in 2020. As part of what she calls a "comprehensive framework", Pedroza proposes to systematically analyse for whom (i.e. which groups of migrants) the paths of entry, settlement and citizenship are open, and for whom they are truncated -and at which stage- so that we can understand the policy nexus between "admission", "settlement" and "access to citizenship" policies, which remains understudied. Next, Pedroza proposes to consider the "emigration side" of policy, observing that, compared with immigration policies, we still have little knowledge about the policies that regulate emigration, the rights of emigrants, and their retention of citizenship. Pedroza attributes this to a bias in research produced in the Global

North which addresses mostly issues of immigration and immigrant integration, relegating questions about emigrant policies to so-called "countries of origin". As the very name of the research project affirms, however, "every immigrant is an emigrant" and even countries perceived as mainly having emigration also host immigrants (and vice versa for those associated only with immigration). Pedroza proposes that only when we cover this lacuna will the theoretical developments in the field of migration policies be able to address questions about coherence in a comprehensive picture of migration policy. Pedroza highlights a third lacuna which emanates from another bias in research design: our knowledge and theorization about migration policies are mostly based on the study of a handful of "usual suspects": Western countries that are mostly immigrant-receivers, and just a few countries in the Global South. Pedroza contends that our grasp of policy models (and options) remains impoverished if we do not consider a wide range of policies that exist across cases with different migration profiles. This theoretical framework corrects these biases and enables to develop theory in a truly cross-regional manner that can capture the diversity of migration profiles and policy configurations that exist in the world.

An unprecedented scope to understand migration policy due to our sample: Using a comparative area study angle, resonant with the outlook of research made at the GIGA, IMISEM has accomplished an impressive data collection on hundreds of policies by which political communities try to steer migration processes. The sample of 32 cases was chosen to cover a wide spectrum of migratory profiles and institutional contexts across three world regions: Asia, Europe, and Latin America and the Caribbean. Our indicators make fine-grained differentiations that relate to seven different groups of migrants who are usually treated differently by state regulations yet seldom disaggregated by researchers: (1) Asylum seekers, (2) Refugees, (3) Co-ethnics, (4) Agricultural workers, (5) Domestic workers, (6) Medical doctors*, and (7) Permanent residents. This granular perspective will allow the scientific community to compare indicators between forced migrants and "voluntary" or "economic" migrants, who are usually seen through a binary and studied in parallel spheres, but also to rigorously compare how "economic/labor" migration is treated by countries with different demographic, economic and geographic profiles.

A strengthened methodology: A major milestone of the project was achieved in November 2019 when team members Dr. Pau Palop-García and So Young Chang presented the IMISEM Data Collection Tool at the GLOBALCIT Annual Conference held at the EUI, Florence. Every year, this conference brings together researchers working at the frontiers of data collection, systematization, and analysis on citizenship and migration issues. As presented at the conference, the IMISEM Data Collection Tool is a contribution to the comparative study of migration policies that acknowledges and strengthens pre-existing efforts. While 2/3 of the Data Collection Tool was adopted (or adapted) from four well-known previously published datasets (CITLAW, IMPIC, MIPEX, and EMIX), 1/3 of the 288 questions are totally original. This epistemic effort involved an exhaustive exercise of comparing indicators across the datasets to identify the overlaps and complementarities and consolidate a Data Collection Tool that would both serve to expand our knowledge on new phenomena but also to update what has been done in the past. Because of this double aim the IMISEM Data Collection Tool represents a weighty contribution to the scientific community. Once the questions were consolidated, the data was collected by out multinational (and multilingual) team. Later, the qualitative information collected was codified by two different coders to provide further validation. This stepwise, carefully documented process led to the production of the IMISEM Dataset. The process, which spanned 3 years, represents a conscientious step forward in cumulative and transparent knowledge production, which is further enhanced by the Open Access nature of all (both content and meta-instruments) of the outputs.

A New, Open Access Dataset and 32 Systematically produced Case Reports for a wide range of migration profiles: The result of applying the Data Collection Tool to 32 cases are 32 Case Reports, each spanning an average of 250 pages in length. These Reports, which span 8,000 pages if put together, are published as Open Access documents, with DOIs (for

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* The categories 4, 5, and 6 serve as proxies for observing how migration policies differ according to professions and different levels of qualification of the migrants.

sustainability) and will be accessible both through the IMISEM website and public repositories. These constitute highly valuable products for academic case/country and area experts, as well as CSOs and IOs working on migration in the cases of our sample. Our Dataset, on the other hand, which after data collection, systematization, and codification came to contain over 800 indicators of migration policies, will let us -and the larger policy and academic communities- explore policy configurations and theorize about their relation to variables that define migration systems in a global scale. In it, 31.3 % of the 288 questions are original IMISEM-created indicators, while the rest (198) are based on indicators developed previously by projects such as IMPIC, EMIX, GLOBALCIT and MIPEX. IMISEM makes an important contribution to cumulative scientific knowledge by updating data for several cases that these other research projects had covered (mostly in Europe) and adding new data on new cases (mostly in Asia, and Latin America and the Caribbean). Only the metadata registration in the SSOAR is pending in February 2022 for its publication.

A long-lasting outreach strategy: Our commitment to transfer knowledge started early into the project (as will be visible in the list of Events for policy expert and wider audiences) and has not ceased with its formal conclusion. In the past months we prepared for the launch of the IMISEM Website, which -in alignment with our publicly made commitment to transparency, emancipatory knowledge and open research collaborations (see Palop-García & Pedroza 2019 and Pedroza & Palop-García, forthcoming 2022)- will host the original outputs from our intense three-year data collection and coding endeavour.

4. Chancengleichheit und Internationalisierung

Dr. Palop-García, male, Spaniard, defended his PhD in Political Science at the FU Berlin in May 2019 with a Dissertation entitled "Institutional Representation of Emigrants in their States of Origin: How much Presence from Abroad?". Ms. So Young Chang, female, Korean-Canadian, is expected to defend hers at Bielefeld University in (hopefully the summer of) 2022, preliminarily entitled "Invisible Hands: Targeted policies for migrant domestic workers". Moreover, 17 other researchers of 15 different nationalities, backgrounds and career stages were competitively hired by our project and trained in research skills such as data collection, coding, document research, data analysis, programming, and editing in our team. We think that this training has been a steppingstone and a motivating force for their careers: 2/3 of them are now enrolled in further graduate (MA or PhD) studies and the remaining third works for international or civil society organizations that deal with migration policies.

5. Strukturen und Kooperationen

IMISEM established fruitful collaborations with research consortia and institutes that carry out comparative research of the highest quality in our thematic field: the Global Observatory of Citizenship at EUI, the MiTSoPro research project on migration and social policies the at the University of Liège, and the Migration Policy Group in Brussels. We convened or participated in workshops with these partners to discuss research instruments that would allow for the expansion and complementarity of our projects. For policy impact and knowledge transfer, we cooperated with the BMZ and GIZ in Germany, the Goethe Institutes in Chile, Peru and Argentina, and the Ministries of Foreign Affairs of Germany and Mexico, as well as with the Heinrich Böll Foundation in Mexico, Argentina and Peru and the German Embassy in Peru. At the Berlin GIGA Office we held an event to discuss the regional perspectives on the Global Compact for a Safe, Orderly and Regular Migration shortly before its official endorsement by the UN General Assembly on 19 December 2018, with the participation of three renowned experts on migration policies in Europe and Asia and the attendance of the policymaking and diplomatic community in Berlin. A collaboration with the EU-LAC Foundation (an EU led international organization) led us to jointly organize a Conference on Migration Policies as the inaugural event of the new Antigua & Barbuda campus of the Universities of the West, which gathered scholars, policymakers and CSO representatives of European, Latin American and,

of course, Caribbean nations in January 2020. Almost simultaneously, we convened a workshop at the International Forum of Migration Statistics, in Cairo, on the developments and challenges in measuring migration policy outputs.

6. Qualitätssicherung

As it should be clear by now, to create something that would be both significant and useful we developed our project in frequent and open collaboration with peers. In addition to our 32 Case Reports and Dataset, we produced two key documents for research transparency: the IMISEM Data Collection Tool (the questionnaire that was used by the IMISEM team to gather the information from primary sources for each case) and our Codebook (which allows one to trace back how we codified the qualitative information in the IMISEM Case reports into numeric indicators in the IMISEM Dataset). These will also be available soon, only pending a repository registration simultaneously with the Dataset. Our Case Reports are already published on our website, with clear information about their linkages to pre-existing datasets, to provide cross-validation. Altogether, these 35 OA publications (with CC-BY license, as recommended by the Leibniz Gemeinschaft) constitute important contributions to the scientific community because they allow for quality control, replicability, re-coding or adaptation to smaller or bigger endeavours -just as we were able to build from previous efforts thanks to scientific openness and collaboration- to collect information on more cases in the regions studied, or in other regions (e. g. Africa or Oceania) or in the same cases over time. We strongly encourage the LG to invest in efforts that might allow us and/or others to collect more data points in the future to update the ambitious scheme we created: the IMISEM Data Collection Tool.

7. Zusätzliche Ressourcen

The GIGA provided in-kind contributions to the project in the form of infrastructure and administration (office buildings and equipment, IT hard- and software, administrative personnel in the management of funds and HR, marketing and dissemination activities on social media and website, etc.), as well as personnel from the GIGA Publication Department for layout and proofreading of project publications.

8. Ausblick

To date, we have published several articles that focus on specific portions of the dataset. After having been presented at several international conferences and in workshops which we convened, two more articles are ready for review (one on the regulation of admission and rights of labor migrants across the IMISEM sample, and another on migration policies in the interface of sovereignty and statehood, which compares migration regulations in a subset of the sample: the PRC, Taiwan, Hong Kong and Macau). Even though we could not complete the fieldwork that would have given us a longitudinal perspective on a sub-sample of cases, the Dataset, the data in the Case Reports, as well as the and the information we were able to gather through fieldwork before the onset of the Covid-19 pandemic, will allow us to publish several scholarly papers in the coming years. We plan with at least 4 more papers on the following topics, exploring comparatively the different configurations of migration policies found through our data: 1) The coherence of definitions of the freedom to move and to settle in migration policies, 2) A conceptualization and indexing exercise of what counts today as emigration policy across countries and regions; 3) Refugee Regimes across Regions; 4) Family Reunification as a form of Social Policy across Migration Regimes. The core researchers are hoping to give impulse to the dissemination of the 32 reports by means of online presentations with guest speakers who are experts in the cases and regions. We are also currently exploring a collaboration with Dr. Thibaut Jaulin from Centre de recherches internationales (CERI) at Science Po to apply our Data Collection Tool to African cases.