International Labour Organization

Manual on participatory assessment of policy coherence

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Preface

Why is policy coherence on labour migration important, especially in the context of a crisis such as the Covid-19 pandemic?

Labour migration usually challenges the existing migration management systems if not well linked to employment policy, but it requires expanded efforts in crisis situations when migrant workers can experience little or no protection or suspension of their rights. Therefore, it is now necessary to improve the governance of labour migration and facilitate cooperation among countries, particularly across migration corridors.

Labour migration governance challenges, which include, among others, the lack of coherent policies on migration, employment, education and training, is a subject addressed by the ILO in 2017 with the publication of *General practical guidance on promoting coherence among employment, education and training, and labour migration policies*. The guidelines were piloted in the Economic Community of West African States (ECOWAS) and generated updated analyses and recommendations on how policy coherence could be enhanced within the Regional Economic Community (REC). The results of the piloting were published by the ILO within the framework of the Support to Free Movement of Persons and Migration in West Africa project (FMM), funded by the EU and ECOWAS.[1]

This manual, developed with the support of the FMM project, aims to reinforce the assessment methodologies by including all relevant stakeholders through a structured participatory approach. In this way, the data collection and analysis will be more effective and the proposals for the adjustments of the policy coherence consistent with the identified challenges. Using a participatory approach and increasing the awareness of all partners will also ensure better and more active participation in the implementation process, and in the recovery efforts as countries emerge from the COVID-19 pandemic.

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[1] More information on this project can be found at: https://www.ilo.org/global/topics/labour-migration/projects/WCMS_350339/lang--en/index.htm.

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Abbreviations

AUC	African Union Commission
BLMA	Bilateral Labour Migration Agreement
ECOWAS	Economic Community of West African States
EU	European Union
FMM	Free movement of persons and migration
ICMPD	International Centre for Migration Policy Development
ILO	International Labour Office/Organization
IOM	International Organization for Migration
LMMIS	Labour Market and Migration Information System
NGO	Nongovernmental organization
ONEF	National Observatory on Employment and Vocational Training
PAPC	Participatory assessment of policy coherence
REC	Regional Economic Community

Introduction

Aims and objectives of the manual

This manual is a follow-up to ILO's publications on general practical guidance (ILO 2017) and coherence analysis undertaken in the ECOWAS subregion (ILO 2020). This manual aims to present a participatory assessment of policy coherence to allow countries, including those from the ECOWAS, to be able to assess and strengthen national policy coherence. A participatory approach has been selected instead of a conventional assessment as it increases ownership by local communities in the assessed policies and increases their commitment to adopt corrective measures to address identified challenges or weaknesses.

The manual considers regional experience with the challenges of the COVID-19 pandemic as it relates to labour migration and incorporates appropriate inputs.

Target audience

The manual can be used by government institutions looking to improve the degree of coherence of national migration policies. It can also be used by experts required to undertake migration policy assessments, as well as guiding peer review of these policies agreed with other countries.

Beneficiaries

The scope of beneficiaries is substantial. Enhancing the coherence of policies in the field of labour migration includes beneficiaries such as officials of institutions, agencies and organizations dealing with all aspects of labour migration. The ultimate beneficiaries will be migrant workers who can receive a stronger protection of their rights.

Structure of the manual

The manual is a step-by-step guide to a participatory assessment process. It consists of the following sections:

Section 1 describes labour migration policies, defines policy coherence and its participatory assessment. **Section 2** describes the preparation and implementation steps of the participatory assessment, and the identification of required human and financial resources. **Section 3** details the implementation process, including methodological indications for the desktop policy review, individual interviews and focus groups and presents mechanisms for concretizing the outcomes of the participatory assessment. **Section 4** focuses on data analysis and validation of conclusions. **Section 5** indicates the way forward in terms of possible next steps to be followed.

Throughout the manual useful tools have been appended to the relevant sections. A bibliography provides a non-exhaustive list of cited texts and suggested reading. Annexes include: 1: Model terms of reference for the Assessment Team; 2: Interview guidelines for focus group discussions: 3: Outline of labour migration participatory assessment report; and 4: Glossary of terms.

▶ Section 1 – Policy coherence on labour migration

1.1 Labour migration policies

In the context of this manual, labour migration policy is used as an overarching concept encompassing labour migration and employment, education, training and other sector policies that can be linked to labour migration (e.g. health, agriculture, tourism, etc.). Policies should be considered not only in terms of what governments want to do in a specific area (normally having to do with laws and regulations), but they should also be considered as drivers of strategies and action plans applying concrete steps for their implementation.

ILO analysis of over 55 countries worldwide (ILO 2017) demonstrates that most countries have mapped out a national migration policy or at least a legal framework that governs migration. Few countries have a specific labour migration policy. This could be explained by the lack of resources, lack of political will or because labour migration is not considered an issue. In some countries there are targeted policies to address specific aspects of migration (e.g. return migration, reintegration, readmission policies), or sector policies that contain provisions on labour migration, for example in fishing or agriculture.

Concerning linked policies on employment and on education and training, the situation appears even more articulated:

National employment policies

All mapped countries (ILO 2017) have a national employment policy,[2] which covers skills and employability aspects. The large majority (35 countries) includes labour migration issues; some countries include migration only in the background section/situation analyses, while others target specific goals and objectives.

[2] A national employment policy is a vision and a practical plan for achieving a country's employment goals, (see ILO 2015).

National education and training policies

All countries have an education policy[3] that includes early childhood to higher education. Many national education policies target also vocational education and training, aiming at responding to the needs of the economy, addressing skills deficits through initial and continued training, technological developments, and competitivity. These policies usually do not refer to migration issues. In some destination countries, there might be specific indications for the integration services of migrant workers through the recognition of migrants' qualifications and skills and language skills development. Many countries have a national qualifications system, as the recognition of qualifications is important for both domestic labour markets and employment abroad.

1.2 Policy coherence definition

Policy coherence [4] aims to ensure better protection of migrant workers, reducing abuse and exploitation in recruitment, adequately matching jobs with skills, higher wages, and enhanced contribution of labour migration to development.

Policy coherence may not have the same consideration in all countries, as the approach to labour migration depends on political, economic and social factors that can vary over time, and perspectives on adopted labour migration policies vary for countries of origin or destination. The origin countries look after establishing safe migration channels for their nationals and try to enhance the protection of their rights in destination countries. For destination countries, the main objective is to have migrant workers fill existing skills gaps in destination country labour markets. Therefore, it is important that both origin and destination countries ensure an effective coherence between labour migration, employment and other national policies in order to promote decent work for all (ILO 2006).

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[3] A national education policy includes priorities, principles, laws and regulations that govern the education systems of a country.

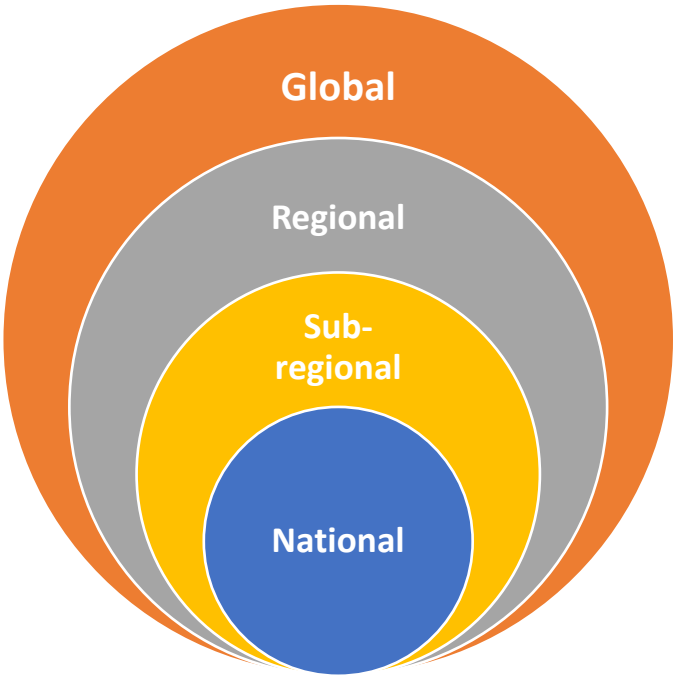
[4] The definitions used in this section are derived from the ILO's General practical guidance on promoting coherence among employment, education and training, and labour migration policies (Popova and Panzica, 2017).

Coherence should be ensured during the design of policies, but also during their implementation. In the design phase policy coherence should be considered through two different dimensions:

External policy coherence

This measures the degree of coherence through the interrelationships between international and national policies. This includes the i) Global level (e.g. UN Conventions and Treaties); ii) Regional level (e.g. European Union, African Union); iii) Subregional level (e.g. ECOWAS), and iv) National level. It is clear that the international obligations should be reflected consistently in the formulation of national policies (figure 1).

Figure 1: Different levels of policy coherence



Source: Authors' elaboration.

Internal policy coherence

The internal policy coherence can be measured at: i) horizontal level, which refers to the degree of complementarity between the diverse policies adopted by different institutions to address specific issues; and ii) vertical level, which refers to the degree of coordination and collaboration between the relevant

administrative units or between central and local institutions, but also the consistency between the policies and their effective implementation.

Coherence should be measured at both the design and implementation stages. At the design stage, the ministry in charge of labour migration could collect the relevant information on the design process and the involvement of different stakeholders through targeted questionnaires or semi-structured interviews.

Measuring policy coherence at both the internal and implementation stages is, however, more challenging and requires human and financial resources, especially when it comes to the assessment of policy impact on the final beneficiaries. The assessment of the implementation phase could be monitored against the indicators of achievement when included in the policies and implementing action plans. The engagement of social partners in periodic monitoring and review could help policymakers to adjust the policies.

1.3 Participatory Assessment of Policy Coherence (PAPC)

Conventional assessments of policies are usually conducted by an expert, without the involvement of stakeholders and beneficiaries. Therefore, it is particularly important that people directly connected to labour migration are fully involved in the design, adaptation or change of the policies that need to be assessed. The result is a partnership approach in which all stakeholders are actively engaged in all phases of the assessment. The main differences between conventional and participatory assessment are presented in the following table (see table 1).

Table 1: Differences between conventional and participatory assessment

Phases/Steps of the assessment process	Conventional assessment	Participatory assessment
Responsibility for the assessment process	Leading institution, funders and programme managers	Key decision-makers, public and private organizations, social partners and beneficiaries
Identification of indicators of achievement and expected assessment outputs	Professional evaluators and external experts	Shared responsibility of the participating stakeholders

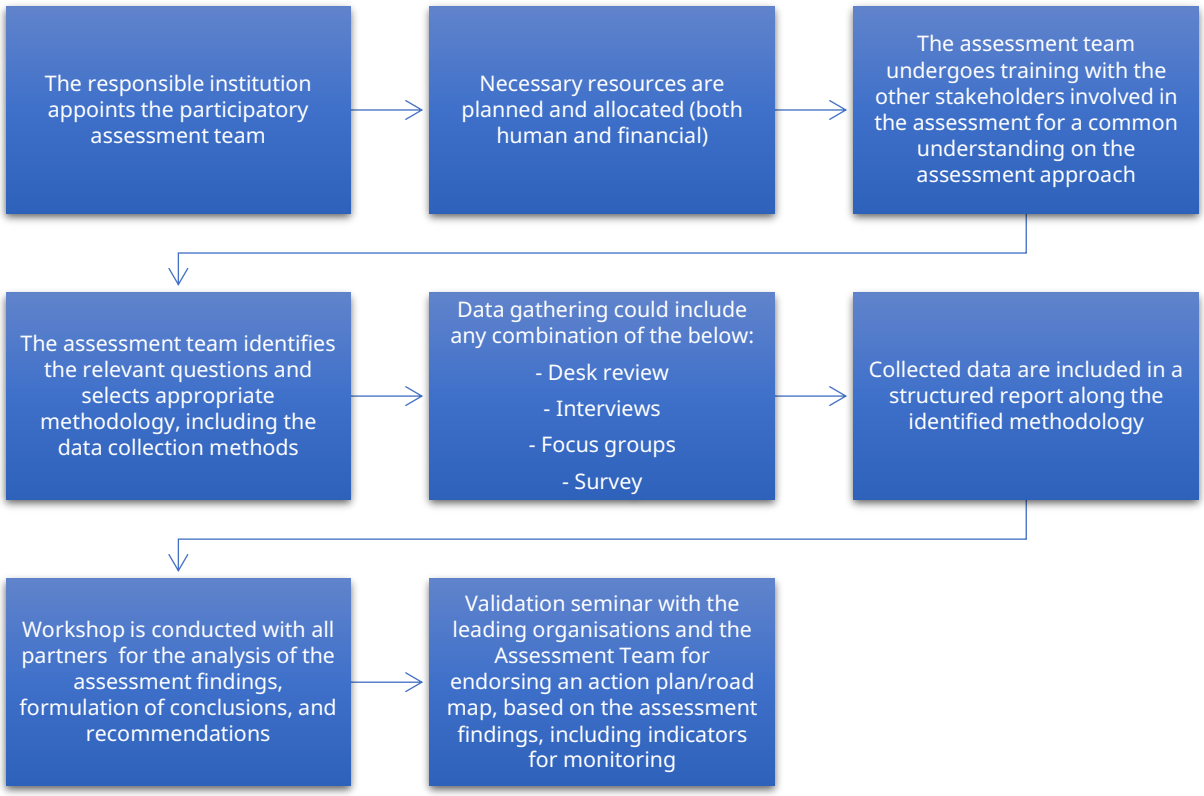
Responsibility for data collection, analysis and reporting	Professional evaluators and external experts	Shared responsibility of the participating stakeholders
Financial costs assessment	Expert fees	Facilitator fees; Costs of training, skills development and support for key stakeholders.
Non-monetary costs	Exclusion of important information that only stakeholders and beneficiaries could provide; Scarce ownership on findings and recommendations.	Time, energy, and commitment from all stakeholders involved; Coordination of many players.
Advantages	Independent judgement; Standardized indicators, which allow comparison with previous assessments and assessment literature findings at large.	Sustainability in terms of building capacity of local stakeholders on the assessment process that can be replicated in the future, as well as for other policies domains; Increasing the validity of the assessment due to the collection and validation of information by key stakeholders; Reinforcing the relationships among the stakeholders involved; and Increasing the ownership of the stake-holders over the assessment results, which increases the probability of their inclusion in policy development and implementation in the future.

Source: Authors' elaboration based upon a scheme found in Community-based Public Health Policy and Practice. Issue No. 5., 2002.

The governments which would like to assess their labour migration policies and improve their effectiveness must first decide if the assessment should be of a participatory nature. As Guijt (2014) explains, the motivations can be to obtain "better data, better understanding of the data, more appropriate recommendations, and better uptake of findings" as well as being considered politically necessary to include people affected by the policies. A participatory approach might also be complemented by a cost-benefit analysis. Once the

decision has been taken, the following actions are necessary for ensuring that the participatory assessment can get the expected results (see figure 2).

Figure 2: Activities of the Participatory Policy Coherence Assessment process



Source: Authors' elaboration.

▶ Section 2 – Preparatory phase

2.1 Appointing the Assessment Team

The choice of stakeholders for the Assessment Team is especially important to maximize the effectiveness of the assessment. A non-exhaustive list of organizations should include: the line ministries involved in labour migration (e.g. education, foreign affairs, health, interior, labour, and migration), as well as employers' and workers' associations, public and private employment agencies, civil society organizations supporting migrant workers, including diaspora organizations.

The institution in charge of the assessment should inquire about the will of the selected participants to actively participate in the exercise. The availability can be checked through an ad hoc meeting or correspondence that provides details of the scope, timeline, and modalities of the assessment. The participant organizations are requested to appoint both a representative and a substitute that will participate in the work of the Assessment Team. The composition of the Assessment Team should be gender-balanced and multidisciplinary. Appointed members should be familiar with labour migration issues. They do not need to be experts in assessment techniques as they will undergo specific training on the participatory approach.

Based upon the assessment strategies selected by the government, the Assessment Team will define the priorities of the assessment: identifying key objectives; agreeing on appropriate data collection methods; selecting relevant indicators that can document needs and identify progress in the assessed policies; and defining time and modalities for data collection, analysis and further actions. To define the indicators, the Assessment Team can refer to ILO's guiding principles for measuring the coherence of migration policies (see box 1).

Box 1: Guiding principles for the analysis of policy coherence in a country

Principle 1: The labour migration policy design process is clearly and timely organized by the designated institution/line ministry, in close consultation with other relevant institutions such as ministries of labour and other stakeholders, including employers' and workers' organizations.

Principle 2: Labour migration policies are evidence-based and gender-sensitive and reflect real labour market needs.

Principle 3: Labour migration policy contains clear commitments, is budgeted and time-bound.

Principle 4: Labour migration, employment and education/training policy interlinkages (synergies and trade-offs) should be carefully considered during the policy drafting process. Other national policies, where relevant (security, trade, etc.), and gender-related aspects should also be taken into account, as appropriate.

Principle 5: Labour migration policy reflects a country's international obligations such as international labour standards, fundamental principles and rights at work, and other ratified treaties and Conventions as well as signed bilateral and multi-lateral labour migration arrangements.

Principle 6: Labour migration policy encompasses cooperation efforts at all levels (bilateral, regional and multilateral).

Principle 7: There are formal mechanisms to guarantee effective feedback between different levels of government involved in the implementation of the labour migration policy.

Principle 8: There are monitoring mechanisms and tools in place to assess labour migration policy implementation.

Source: ILO 2017.

To conduct the assessment, the Assessment Team needs to collect the following sets of information as shown in table 2.

Table 2: Data collection on the PAPC by phases of the policy cycle

Information category	Information required	Source
Governance of the participatory assessment process	Institutions in charge of labour migration	• Policy documents review • Questionnaires to the concerned institutions • Key informants' interviews
	Coordination bodies or mechanisms among the institutions in charge of labour migration	• Policy documents review • Questionnaires to the concerned institutions • Key informants' interviews
Mapping of the policy landscape	Labour migration taken into account in other national policies such as employment, education/training, security, trade or specific economic sectors, (e.g. agriculture)	• Policy documents review • Questionnaires to the concerned institutions • Key informants' interviews
	Legal framework for labour migration	• Official journal • Policy documents review
	Sector policies, strategies action plans	• Policy documents review • Questionnaires to the concerned institutions • Key informants' interviews
Policy coherence design	Any consultative process that exists for policy design or adaptation	• Key informants' interviews
	Social partners involvement	• Key informants' interviews
	Civil society involvement	• Mini surveys
	Coordination mechanisms of national policies on labour migration with regional labour migration, employment and education/training	• Policy documents review • Questionnaires to the concerned institutions • Key informants' interviews
Policy coherence implementation	Role of different actors, including the implementing agencies	• Policy documents review. • Questionnaires to the concerned institutions • Key informants' interviews
	Beneficiaries' awareness of the policy measures	• Mini surveys • Focus groups
	Effectiveness of the policy provisions to address the labour migration issues	• Key informants' interviews • Focus groups

Policy coherence implementation	Support to migrant workers by the employment agency	• Focus groups • Questionnaires to the concerned institutions • Key informants' interviews
	Support to migrant workers for skills and qualifications recognition	• Focus groups • Questionnaires to the concerned institutions • Key informants' interviews
	Pre-departure and post arrival training (origin/destination countries)	• Questionnaires to the concerned institutions • Key informants' interviews • Mini surveys
Policy coherence monitoring	Which mechanisms are in place for monitoring labour migration policies?	• Questionnaires to the concerned institutions • Key informants' interviews
	How monitoring findings are addressed?	• Questionnaires to the concerned institutions • Key informants' interviews
	Are there indicators established to monitor the policy implementation?	• Questionnaires to the concerned institutions • Key informants' interviews
	Are there any mechanisms for ensuring the coherence and harmonization of monitoring data from the different sources?	• Questionnaires to the concerned institutions • Key informants' interviews

2.2 Planning and budgeting

The leading institution will provide the Assessment Team with detailed Terms of Reference (ToR) on the functioning mechanisms and timeline (see Annex 1).

Since the assessment process requires the involvement of many people, it is important to consider and allocate funds and resources realistically. This includes budgeting for adequate staff and time required of consultants and community residents. In particular, it is necessary to provide the Assessment Team with a local expert on assessment processes who can support the Team members and provide basic training on the assessment modalities. Budgeting should also include the availability of venues for the different activities, funds for local transportation, and contingencies, as appropriate.

The cost/benefit analysis can easily demonstrate that the investment in the participatory assessment is valuable for the entire community. Even if the effective financial outlay is limited, it is necessary to find a minimum amount of resources to be used as appropriate. A first source is the regular budget of the relevant ministries (labour, migration, education, interior).

Another possible source could be existing donor-supported projects in the field of migration. These projects usually include funds for the assessment of the project and with donor agreement the project assessment could be replaced or integrated by the participatory assessment.

Another option is to present the project on the participatory assessment on labour migration policies to the international community (e.g. European Union, International Organization for Migration (IOM), UNDP, etc.) for specific support.

2.3 Appointing a facilitator of the assessment process

While the composition of the Assessment Team will ensure a level of expertise on the policies to be assessed, the Team and entire participatory assessment process will need to be supported by a technical facilitator competent in assessment methodology. The leading institution in charge of the assessment should select and contract a local expert in the field of assessment methodologies. The expert will: i) provide advice to the Assessment Team in the identification of areas and methodologies for the assessment; ii) facilitate training aimed at sharing the same methods between the Assessment Team and the other stakeholders involved in the assessment; and iii) supporting the data analysis process and help in the formulation of recommendations, as appropriate.

2.4 Training of the participants

The Assessment Team and possibly all stakeholders involved in the assessment will be trained on the implementation modalities of the participatory assessment. The expert mentioned in section 2.3, will design and deliver the training. The length of the course will depend on the participants and their knowledge levels. To facilitate the assessment process and ensure its replicability the assessment, modalities will be included in self-learning modules that the assessors can download at their own pace.

The training should include the following topics:

- Participatory assessment: Concept and actions;
- Preparing the participatory assessment: Assessment design and identifying the indicators;
- Participatory data collection: Peculiarities of the different modalities (document review, individual interviews, focus groups, mini surveys);
- Reporting the data collected through the identified assessment tools;
- How to analyse the findings from the assessment and formulate recommendations. This will include the use of a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis tool.

Section 3 – Collecting information for the assessment of policy coherence

The Assessment Team needs to gather all relevant information through the following approaches:

3.1 Desk review

The Assessment Team attributes to each of the Team's members the responsibility for one or more of the information sources shown in table 3.

Each Team member will verify the documents he/she is responsible for and will enter the corresponding findings according to the grid indicated in table 4.

3.2 Questionnaires to public institutions

Some required information, as indicated in the previous section 3.1, might not be available from the review of the written documents that the Assessment Team analyses. To collect this information, the Team could organize meetings with the appropriate stakeholders, though this can be challenging and time-consuming. Personal interviews are another option and can include the collection of other important aspects of policy coherence. For this purpose, it is suggested that otherwise unavailable data be collected through a questionnaire which should have few and clearly formulated questions that could be easily filled in and sent back in a timely manner. An example of such a questionnaire and the institutions to be addressed is provided below as table 4.

Table 3: Data and information collection

Sources	Information to be collected
Legal framework (laws, by-laws and administrative decrees)	Institutions in charge of labour migration Coordination bodies or mechanisms among the institutions in charge of labour migration
Labour migration policies, strategies, and action plans	Coordination bodies or mechanisms among the institutions in charge of labour migration Role of different actors in the implementation of the labour migration policies, including the implementing agencies

National employment policies, strategies, and action plans	Labour migration taken into account in other national policies. Role of different actors in the implementation of the labour migration policies, including the implementing agencies
National education and training policies, strategies, and action plans covering all levels of education (primary, secondary, and tertiary), while others focus exclusively on technical and vocational education and training (TVET) or higher education, including skills and qualification recognition tools	Labour migration taken into account in other national policies Role of different actors in the implementation of the labour migration policies, including the implementing agencies
Other sector policies/strategies (e.g., agriculture, tourism, health, etc.)	Labour migration taken into account in other national policies Role of different actors in the implementation of the labour migration policies, including the implementing agencies
Regional or subregional policy documents on labour migration	Coordination mechanisms of national policies on labour migration with regional labour migration, employment and education/training
Studies and research	Relevant information on the effectiveness of the labour migration policies that might result in a benchmark for the current assessment
Previous monitoring and assessment reports (if available)	They might offer a benchmark for the current assessment

3.3 Key informant interviews

A valuable source of qualitative data is obtained from interviews with a small number of individuals who are the most knowledgeable about labour migration issues in their national contexts. In order to collect consistent information, the interviews should be conducted using guiding questions. An indicative list of questions is included in Questionnaire 2 as shown in table 5. The questionnaire can also be made available online to be accessed when a face-to-face interview is not possible.

Table 4: Assessment Questionnaire 1 – Data and information collection from public institutions

Questions	Institutions to be addressed
Is your Ministry in charge of labour migration issues? If yes, which ones?	Ministry of Labour Ministry of Migration (if exists) Ministry of Education Ministry of the Interior Ministry of Foreign Affairs Ministry of Health
Are there coordination bodies or mechanisms among the institutions in charge of labour migration?	Ministry of Labour Ministry of Migration (if exists) Ministry of Education Ministry of the Interior Ministry of Foreign Affairs Ministry of Health
Are there sector policies, strategies, and action plans?	Ministry of Labour Ministry of Migration (if exists) Ministry of Education Ministry of the Interior Ministry of Foreign Affairs Ministry of Health
Are there coordination mechanisms of national policies on labour migration with regional labour migration, employment and education/training?	Ministry of Labour Ministry of Migration (if exists) Ministry of Education Ministry of the Interior Ministry of Foreign Affairs Ministry of Health
Is there any support to migrant workers for employment?	Ministry of Labour Public Employment Services
Is there any support to migrant workers for skills and qualifications recognition?	Ministry of Education Ministry of Labour Public Employment Services
Are there provisions for pre-departure and post-arrival training (origin/destination countries)?	Ministry of Labour Public Employment Services
Which mechanisms are in place for monitoring labour migration policies?	Ministry of Labour Ministry of Migration (if exists) Ministry of Education Ministry of the Interior Ministry of Foreign Affairs Ministry of Health

Are there indicators established to monitor the policy implementation?	Ministry of Labour Ministry of Migration (if exists) Ministry of Education Ministry of the Interior Ministry of Foreign Affairs Ministry of Health
Are there any mechanisms for ensuring the coherence and harmonization of monitoring data from the different sources?	Ministry of Labour Ministry of Migration (if exists) Ministry of Education Ministry of the Interior Ministry of Foreign Affairs Ministry of Health

Table 5: Assessment Questionnaire 2 – Guiding questions for the semi-structured interviews

Questions[5]	Institutions to be addressed
Is there any migration policy/strategy in the country? If yes, does it also include labour migration?	Ministry of Labour Ministry of the Interior Employers' organizations Workers' organizations
Are the national policies/strategies on labour migration aligned with the regional policies? If not, what are the differences and why?	Ministry of Labour Ministry of the Interior Employers' organizations Workers' organizations
Is the labour migration strategy of the country in line with the international standards, including the ratified UN and ILO Conventions?	Ministry of Labour Ministry of the Interior Ministry of Foreign Affairs Employers' organizations Workers' organizations
Which national institution(s) is/are responsible for the implementation of labour migration policy and what are their roles?	Ministry of Labour Ministry of the Interior Employers' organizations Workers' organizations

[5] The source of the questions is ILO 2020, Annex 1.

To what extent are employers' and workers' organizations involved in the design, implementation and monitoring of the labour migration policies/strategies?	Ministry of Labour Ministry of the Interior Employers' organizations Workers' organizations
Are there any other stakeholders, e.g. representatives of civil society, involved in the design, implementation and monitoring of the labour migration policies/strategies?	Ministry of Labour Ministry of the Interior
Is there a national policy/strategy on employment?	Ministry of Labour Employers' organizations Workers' organizations
Are the provisions of the national policy/strategy on employment coherent with the labour migration policies? If not, why?	Ministry of Labour Employers' organizations Workers' organizations
Is there a national policy/strategy on education and training?	Ministry of Labour Ministry of Education
Are the provisions of the national policy/strategy on education and training coherent with the labour migration policies? If not, why? Do skills identification and anticipation systems that analyse current and future skills demands inform labour migration policies? Is education and training provision accessible for migrant workers? Are skills recognition systems (recognition of qualifications or systems for the recognition of non-formal or informal learning) accessible for migrant workers?	Ministry of Labour Ministry of Education Employers' organizations Workers' organizations
Are there any mechanisms/tools/fora that ensure that labour migration policy objectives take on Team national employment and education/training priorities?	Ministry of Labour Ministry of Education Employers' organizations Workers' organizations
Is there any coordinating body that supervises labour migration policy implementation in conjunction with other national policies, and ensures coordination?	Ministry of Labour Ministry of the Interior Ministry of Education Employers' organizations Workers' organizations

Reasons for lack of coherence: human and financial resources, capacity, others?	Ministry of Labour Ministry of the Interior Ministry of Education Employers' organizations Workers' organizations

3.4 Focus groups discussions

This component allows data collection of qualitative information on needs and opinions from intersectoral groups (e.g. women, youth, low-skilled workers, etc.). The focus group discussions with migrant workers will be based upon questions as presented in Annex 2. The focus group composition will change depending on if the assessment concerns origin or destination countries: for country-of-origin participants, the group will include potential and return migrant workers, while for destination countries it will only concern migrants.

Methodological indications for the focus groups:[6]

- ***Composition:*** The composition should be between six to eight migrant workers, if possible, and gender-balanced.[7] This number allows all participants to share information effectively. Focus group participants can be recruited through different channels, including public employment services and private employment agencies, workers' and employers' organizations and NGOs, embassies, consulates of the origin country can also assist in this regard.
- ***Location*:** A round-table format would be excellent to facilitate the discussion.
- ***Duration*:** Focus group discussions should last a maximum of 90 minutes. This timing will balance the effectiveness of the participation with the pressure of daily duties.
- ***Facilitation*:** A moderator will animate discussions following the template questionnaires presented in Annex 2. They will manage the time as well as

[6] Methodological indications are drawn from Popova and Panzica (2019), p. 28.

[7] It is important to take into consideration social gender roles. In a given society, women may not voice their opinions freely in front of men and this should be taken into consideration when assembling the focus group.

- stimulate and direct the discussion. There may also be a need to include an assistant moderator, to interpret if necessary and take notes.
- ***Questions*:** Since participants will not have a chance to see the questions beforehand, the moderator should ensure that participants fully understand the questions and can easily respond. The questions posed should be:
  - short and to the point;
  - focused on one dimension each;
  - unambiguously worded;
  - open-ended;
  - not closed (yes/no) questions; and
  - non-threatening or embarrassing.

3.5 Qualitative surveys

Another tool for collecting information is the launching of a qualitative survey. A small number of individuals can be asked to answer a limited number of questions; with the questionnaire managed electronically, it can be easily and quickly implemented. In the context of the participatory assessment process, this tool could be used for asking the opinions of: i) civil society organizations; and ii) labour migration practitioners and other experts (including academics). Questions can be formulated as open-ended or multiple choice. Examples are:

For civil society organizations:

- Is your organization involved in the design, implementation and monitoring of migration policies in the country?
- Which kind of support is your organization providing migrant workers?
- Are you organizing pre-departure or post-arrival training (origin/destination countries)? What are the contents?
- How effective are the policy provisions to address the labour migration issues?
- Which interventions are needed to address the challenges met by migrant workers?
- Which are the phases that need to be strengthened: pre-departure, migration process, return and reintegration?
- Which are the policies that need to be strengthened: migration, employment, education and training, others (please specify)?

For practitioners and experts

- How effective are the policy provisions to address labour migration issues?
- What is the level of coherence in labour migration policies?
- How could coherence in labour migration policies be improved?
- Which interventions are needed to address the challenges met by migrant workers?
- Which are the phases that need to be strengthened: pre-departure, migration process, return and reintegration?
- Which are the policies that need to be strengthened: migration, employment, education and training, others (please specify)?

▶ Section 4 – Data analysis and follow-up

In order to facilitate the presentation of the assessment results, the Assessment Team will prepare a detailed report. An indicative outline of this report can be found in Annex 3. Given the different realities, needs and information, the structure of the document should be tailored accordingly.

4.1 Workshops for data analysis

Based upon the findings from the desk review, data collected through questionnaires and interviews and focus group discussions, one or more meetings should be organized with key stakeholders to analyse the policy coherence in the country according to the eight principles detailed in box 1 in section 2.

The participants will be the representatives from the participating organizations in the assessment, the international community, practitioners, and academic experts. The duration of each workshop will be a half-day if organized in person. Meetings can be held virtually through appropriate e-platforms.

The Assessment Team will illustrate the findings from the assessment process and the participants will then discuss findings to draft conclusions and recommendations to be incorporated in the final assessment report (as indicated in Annex 3).

4.2 Validation of conclusions and recommendations

The leading institutions will meet with the Assessment Team to validate the conclusions and recommendations indicated as outcomes of the workshops indicated in section 4.1. Organized in accordance with the eight principles (box 1, section 2), the validation of the conclusions and recommendations should identify issues and improvements that could be undertaken by the responsible institutions and agencies (see table 6).

Table 6: Challenges, actions, and responsible bodies

ILO Principles on Labour Migration Policy Coherence		
Principle 1: The labour migration policy design process is clearly and timely organized by the designated institution/line ministry, in close consultation with other relevant institutions such as ministries of labour and other stakeholders, including employers' and workers' organizations		
Identified challenges affecting policy coherence	**Actions to address the identified challenges**	**Responsible institutions**
Scarce coordination among institutions involved in labour migration policy design, implementation and monitoring	Establishment of an Inter-Ministerial Committee on Migration Policy	Ministry in charge of Migration (if existing), Ministry of Labour, Ministry of Education, Ministry of Foreign Affairs, Ministry of Health, Ministry of the Interior
The social partners and civil society organizations are not involved in migration policy design, implementation, and monitoring	The establishment of a technical working group can provide advice and support to the Inter-Ministerial Committee	Ministry of Labour, Employers' Associations, Workers' Associations, Civil Society organizations in the field of migration including the diaspora
Lack of implementation modalities of the migration policies including human and financial resources	Detailed action plan, including responsibilities and budget allocation	Ministry in charge of Migration (if existing), Ministry of Labour, Ministry of Education, Ministry of Foreign Affairs, Ministry of Health, Ministry of the Interior
Limited protection of the rights of migrant workers abroad	Possibility to have a labour attaché in the embassies of destination countries with huge number of migrant workers Possibility to negotiate Bilateral Labour Migration Agreements (BLMA)	Ministry of Foreign Affairs, Ministry of Labour
Return migrants reintegration is not addressed	Recognition of prior learning Active labour market measures, including self-employment initiatives.	Ministry of Labour, Ministry of Education, Public Employment Services
Principle 2: Labour migration policies are evidence-based and gender-sensitive and reflect real labour market needs.		

Identified challenges affecting policy coherence	Actions to address the identified challenges	Responsible institutions
Lack of reliable data and information on labour migration	Develop a structured Labour Market and Migration Information System (LMMIS) or Add a specific module in household surveys or relevant questions in population censuses	Statistical Services, Ministry of Labour, Ministry of Migration (if existing), Ministry of the Interior
Principle 3: Labour migration policy contains clear commitments, is budgeted and time-bound		
Identified challenges affecting policy coherence	**Actions to address the identified challenges**	**Responsible institutions**
Lack of human resources and competencies for the design, implementation and monitoring of the migration policies	Capacity building initiatives on the design and management of coherent labour migration policies, including poverty alleviation and employment policies	Ministry of Labour, Ministry of Migration (if existing), Ministry of the Interior
Lack of financial resources for the design, implementation and monitoring of the migration policies	Design a detailed action plan with indications of tasks, responsibility for the implementation, financial resources allocated and timeline	Ministry of Labour, Ministry of Migration (if existing), Ministry of Interior, Ministry of Finance
Principle 4: Labour migration, employment and education/training policy interlinkages (synergies and trade-offs) should be carefully considered during the policy drafting process. Other national policies, where relevant (security, trade, etc.) and gender-related aspects should also be taken into account, as appropriate.		
Identified challenges affecting policy coherence	**Actions to address the identified challenges**	**Responsible institutions**
Labour migration is not considered as a priority in the education and employment policies	Social dialogue and a strong public–private partnership can ensure that policy actions in the labour migration are included among the country's priorities	Inter-Ministerial Committee on Migration, Employers' Associations, Workers' Associations, Civil Society organizations in the field of migration

Principle 5: Labour migration policy reflects a country's international obligations such as international labour standards, fundamental principles and rights at work, and other ratified treaties and Conventions as well as signed bilateral and multi-lateral labour migration arrangements.		
Identified challenges affecting policy coherence	**Actions to address the identified challenges**	**Responsible institutions**
The national migration policies are not aligned to the principles adopted by regional and subregional organizations of which the country is part	Align the national policies to the agreed principles through specific action plans	Inter-Ministerial Committee on Migration
The national migration policies are not aligned to the principles adopted by ratified UN and ILO Conventions	Align the national policies to the agreed international standards through specific action plans	Inter-Ministerial Committee on Migration
Principle 6: Labour migration policy encompasses cooperation efforts at all levels (bilateral, regional and multilateral)		
Identified challenges affecting policy coherence	**Actions to address the identified challenges**	**Responsible institutions**
Limited collaboration with the country of destination	Enhance the capacity of the country in negotiating bilateral labour migration agreements (BLMAs) Involve social partners in the negotiating process for BLMAs to promote decent working conditions for migrant workers	Ministry of Foreign Affairs, Ministry of Labour, Ministry of Migration (if existing), Employers' Associations, Workers' Associations
Existing BLMAs do not offer sufficient protection to migrant workers' rights especially in the presence of extraordinary events (such as the COVID 19 pandemic)	Negotiate the revision of existing BLMAs to extend the protection of migrant workers, including when in the presence of extraordinary events and crisis situations	Ministry of Foreign Affairs, Ministry of Labour, Ministry of Migration (if existing), Employers' Associations, Workers' Associations
Principle 7: There are formal mechanisms to guarantee effective feedback between different levels of government involved in the implementation of the labour migration policy.		

Identified challenges affecting policy coherence	Actions to address the identified challenges	Responsible institutions
The coordination between central and local authorities is weak	Involvement of the local authorities in all phases of labour migration policies	Ministry of Labour, Ministry of Migration (if existing), Ministry of the Interior, Local authorities
Principle 8: There are monitoring mechanisms and tools in place to assess labour migration policy implementation.		
Identified challenges affecting policy coherence	**Actions to address the identified challenges**	**Responsible institutions**
No monitoring/ evaluation system in place for labour migration policies	Define the indicators and benchmarks that can allow monitoring of the implementation of labour migration policies Involve social partners and civil society organizations in monitoring and evaluation Involve consular services and diaspora organizations for monitoring the protection of migrant workers' rights in the destination countries	Inter-Ministerial Committee on Migration, Employers' Associations, Workers' Associations, Statistical Services, Civil Society organizations in the field of migration

Source: Authors' elaboration of the guiding principles derived from ILO 2017.

▶ Section 5 – The way forward

Based upon the analysis of the main challenges identified through the participatory assessment, the following initiatives are suggested to address them.

5.1 Governance

In many countries where labour migration exists, the main concern is about the deficit of coordination among the key stakeholders and the scarce or non-existing involvement of other relevant partners, such as social partners and civil society organizations.

The stakeholder coordination could be addressed by establishing a permanent committee composed of high-level office holders from the leading institutions: ministries of migration (if existing), labour, education, the interior, and foreign affairs. The Inter-Ministerial Committee on Migration should be involved in the design, implementation and monitoring of policies related to labour migration. Each component of the Committee should be able to provide advice on policy coherence aspects related to labour migration for decision-makers in the relevant ministries.

The lack of involvement of other partners could be addressed by integrating the function of the Inter-Ministerial Committee on Migration with a technical working group, chaired by the leading institution in labour migration and composed of experts appointed by social partners, specialized agencies, and civil society organizations. This approach has been adopted in Nigeria (see box 2).

5.2 Compliance with international obligations

If the country is a member of a regional (e.g. African Union) or subregional organization (e.g. IGAD, COMESA, ECOWAS), national policies, including legislation have to be aligned with the principles agreed at regional and subregional levels. An example is offered by the Free Circulation Agreement issued by the African Union that is relevant for the mobility of workers within the region. To harmonize national policies and strategies, the African Union has

issued a roadmap that the Member States have to respect once the agreement has been ratified (see box 3).

Box 2: Coordination bodies for the migration policy in Nigeria

The National Migration Policy of Nigeria (adopted 13 May 2015)

The governance structure is articulated in three levels of coordination:

Ministerial Committee: It is composed of ministers and heads of parastatals with migration-related mandates. It is the highest level of coordination and consultation in all migration-related matters**.**

Technical working group (TWG): The group is the second level of coordination and consultation in migration-related matters. It consists of representatives of state and non-state actors involved in operational activities related to migration and makes recommendations to the Ministerial Committee for approval.

Thematic groups: Five sectoral groups are working on various thematic areas of migration, namely: (a) the Standing Committee on Diaspora Matters; (b) the Labour Migration Working Group; (c) the Migration Data Management Working Group; (d) the Forced Migration and Assisted Voluntary Return and Reintegration Working Group; and (e) the Stakeholders Forum on Border Management. Organizations whose activities are related and have an impact on migration are members of their respective working groups.

Source: National Migration Policy of Nigeria (International Organization for Migration 2015).

5.3 Compliance with international standards

In a more general context, countries are participating or should be participating in international efforts to enhance the protection of migrant workers. Among the many Conventions that can provide standards to guide national policies are: (i) the UN Covenant on Civil and Political Rights and the UN International Covenant on Economic, Social and Cultural Rights (both of 1966); (ii) the UN Convention against Transnational Organized Crime (2000); and (iii) the UN Convention on the Elimination of All Forms of Discrimination against Women (1979). Other Conventions provide specific standards for labour migration, such as: (i) the UN International Convention on the Protection of the Rights of All Migrant Workers

and Members of Their Families (1990); (ii) the ILO's Migration for Employment Convention (Revised), 1949 (No. 97); and the ILO's Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143). If a country has already ratified the international agreement, their principles should be already included in national legislation. In case of non-alignment, specific actions should be undertaken for the domestication of the mentioned principles. If a Convention has not been ratified or accessed, the country should consider adhering to the labour-migration Conventions and other international labour standards and implement them.

Box 3: The AU Protocol on Free Movement of Persons

Protocol to the Treaty Establishing the African Economic Community Relating to Free Movement of Persons, Right of Residence and Right of Establishment (January 2018)

The Protocol gives guidance and provides a road map for a coordinated approach from the RECs and Member States.

Article 5. Progressive Realization: The free movement of persons, right of residence and right of establishment shall be achieved progressively through the following phases:

a. Phase one, during which States Parties shall implement the right of entry and abolition of visa requirements;
b. Phase two, during which States Parties shall implement the right of residence;
c. Phase three, during which States Parties shall implement the right of establishment.

Article 14. Free Movement of Workers:

1. The Nationals of a Member State shall have the right to seek and accept employment without discrimination in any other Member State in accordance with the laws and policies of the host Member State.
2. A national of a Member State accepting and taking up employment in another Member State may be accompanied by a spouse and dependants.

Article 15. Permits and Passes

1. A host States Party shall issue residence permits, work permits, or other appropriate permits or passes to nationals of other Member State seeking and taking up residence or work in the host Member State.
2. Permits and passes shall be issued in accordance with the immigration procedures applicable to persons seeking or taking up residence or work in the host Member State.
3. The procedures referred to in paragraph 2 shall include the right of a national of another Member State to appeal against a decision denying them a permit or pass.

Article 18. Mutual Recognition of Qualifications

1. States Parties shall individually or through bilateral, multilateral or regional arrangements, mutually recognize academic, professional and technical

qualifications of their nationals to promote the movement of persons among the Member States.
2. States Parties shall establish a continental qualifications framework to encourage and promote the free movement of persons.

Article 19. Portability of Social Security Benefits

States Parties shall, through bilateral, regional or continental arrangements, facilitate the portability of social security benefits to nationals of another Member State residing or established in that Member State.

Article 25. Cooperation between Member States

1. States Parties shall in accordance with the African Union Convention on Cross-Border Cooperation coordinate their border management systems in order to facilitate the free and orderly movement of persons.
2. States Parties shall record, document, and upon request, make available all forms of aggregated migration data at the ports or points of entry or exit from their territory.
3. States Parties shall through bilateral or regional arrangements cooperate with each other by exchanging information related to the free movement of persons and the implementation of this Protocol.

Article 26. Coordination and Harmonization

1. In accordance with article 881 of the Abuja Treaty and guided, as appropriate, by the implementation Roadmap annexed to this Protocol, States Parties shall harmonise and coordinate the laws, policies, systems and activities of the regional economic communities of which they are members which relate to free movement of persons with the laws, policies, systems and activities of the Union.
2. States Parties shall harmonise their national policies, laws and systems with this Protocol and guided, as appropriate, by the Implementation Roadmap annexed to this Protocol.

Source: Protocol to the Treaty Establishing the African Economic Community Relating to Free Movement of Persons, Right of Residence and Right of Establishment. The protocol is available at: https://au.int/en/treaties/protocol-treaty-establishing-african-economic-community-relating-free-movement-persons.

5.4 Evidence-based design, implementation and monitoring of labour migration policies

It is self-evident how design, implementation and monitoring of any policies require the availability of reliable data and information. It is particularly important for labour migration policies, as data on labour markets are not homogeneous and frequently not available, especially labour migration data.

An improvement could be reached through the establishment of a Labour Market and Migration Information System (LMMIS) that could provide support to decision-makers and inform actions adopted in the fields of employment, education and labour migration. It is also important to provide timely analyses on both labour supply and labour demand which can help employers and jobseekers improve labour market performance. Integrated information on education and training can also help families and individuals to adopt evidence-based decisions on future studies and professional options.

In some countries, data collection and analysis are undertaken by a central national institution, as is the case in Niger's National Observatory on Labour Market and Vocational Training (see box 4). If a structured service cannot be established, the policymakers could envisage the possibility of collecting required information by adding a specific module to the household surveys or relevant questions in the population censuses which are the most widely available sources of statistics on international labour migration. The feasibility should be carefully assessed in terms of costs and weight of the statistical questionnaires.

5.5 International collaboration

Host country labour migration policies cannot ensure the same protection for migrant workers as they might enjoy in their own domestic labour market. To extend the protection beyond borders, it is necessary to reach an agreement with the countries of destination. The types of agreement (Memorandum of Understanding (MoU) or a BLMA) are detailed in the ILO/IOM *Tool for the Assessment of Bilateral Labour Migration Agreements* (Popova and Panzica 2019). A BLMA can be used as a comprehensive tool for the protection of migrant workers' rights. In particular, it can contribute to some of the following specific challenges:

- equality of treatment and conditions of work of migrant workers compared with nationals;
- gender equality and non-discrimination;
- rights of migrant workers to establish and join workers' organizations of their own choice;
- fair recruitment practices, including no-cost recruitment for migrant workers;
- recognition of qualifications and skills;

- skills development and matching;
- social security and health-care benefits;
- transfer of savings and remittances; and
- return and reintegration.

Box 4: National Observatory on Employment and Vocational Training (ONEF) in Niger[8]

The ONEF is a public social institution established by Law n° 24 of 2 May 2012. It is under the administrative supervision of the Ministry of Employment. The overall objective of ONEF is to contribute to the improvement of employment policies, professional training in formulation, implementation, and monitoring and evaluation to stimulate the economic and social development of Niger. Its specific objective is to ensure the regular availability of reliable and up-to-date information on the labour market.

The Observatory is managed by a Governing Board of 12 members appointed by the Minister of Employment. An Advisory body of 25 members, including the National Institute of Statistics and other relevant data producers and users, provide the Observatory with technical validation of the surveys and research produced.

In the past few years, and also thanks to the support of donors (EU, the World Bank, Cooperation Luxembourg), the Observatory has produced many quality analyses on relevant aspects of the Niger labour market:

1. Analysis of skills needs and qualifications of human resources in the economic sectors of the areas in which are located the community development training centres (CFDC) and professional and technical training centres (CFTP), June 2014.
2. Analysis of skills and qualifications needed in 104 rural communities of Niger, January 2015.
3. Study to identify and analyse skills needs and qualifications in social sectors such as education, training and health, October 2015.
4. Identification and analysis of skills needs and qualifications in industrial and mining sectors, January 2016.
5. Identification and analysis of skills needs and qualifications in construction and public works in the regional capital cities, March 2016.
6. Study on prospective analysis of employment and skills in Niger by 2035, February 2016.

[8] Information on the Observatory is available at: https://onefniger.org/.

7. Prospective analysis of employment and vocational training in Niger, March 2016.
8. Job creation in the first semester 2017 per region.

5.6 Monitoring and evaluation

The implementation of policies needs to be continuously monitored by the institutions in charge in order to have an early detection of challenges and take action on any necessary adaptations. To be effective, the monitoring indicators should be fixed in advance and be realistic and easily measurable. When it comes to monitoring the coherence of different policies, the issue is not only the identification of indicators, but also who will be responsible for it.

Concerning monitoring the coherence of labour migration, the task could be performed by the Technical Working Group indicated in section 5.1. The monitoring report would then be presented to the Inter-Ministerial Committee for the adoption of corrective measures, as appropriate.

The evaluation is usually performed by external experts and concerns the relevance, effectiveness, efficiency, and impact of the activities performed for achieving specific objectives. Based upon the findings of the evaluation and the suggested recommendations, the contracting authority can adopt the appropriate measures. One example of an evaluation and its related follow-up is presented in box 5.

Box 5: Evaluation of the Ouagadougou Declaration on Poverty Eradication 2004

In 2004, the African Union launched a plan aimed at fighting poverty through the adoption of an ad hoc Action Plan. Ten years later, the African Union Commission (AUC) undertook an evaluation aimed at assessing the progress and identifying the challenges. The evaluation underlined that the objectives of the programme were not achieved due to:

1. a large number of key priority areas, strategies and recommendations;
2. a lack of financial resources at all levels;
3. the weakness of labour market institutions;
4. the persistent weak political will and concrete commitment; and

5. the poor coordination between institutions concerned with the labour market. The RECs should have played a central role in the implementation process of the Action Plan, but they did not have the required human capacity to reach that objective.

Source: Presented at the Assembly of the Union Twenty-Fourth Ordinary Session. 30–31 January 2015, Addis Ababa, Ethiopia (African Union 2015).

Based upon the recommendations of the evaluation report, the African Union Assembly adopted a new Action Plan, which included the following expected outcomes on labour migration (Assembly/AU/20(XXIV) Annex 3) (African Union 2015):

1. Increase domestication of key international standards on labour migration.
2. Achieve wider elaboration, adoption and implementation of harmonized free circulation regimes and coherent national labour migration policy in the RECs.
3. Enable Labour Institutions to conduct Labour Migration governance, policy and administration.
4. Establish regional mechanisms for tripartite policy consultation and coordination on labour migration issues and facilitate consultation and cooperation with other regions.
5. Support decent work for migrants with effective application of labour standards to migrant workers.
6. Extend Social Security to migrants through access and portability regimes compatible with international standards and good practice.
7. Resolve skills shortages and skills–education mismatches while increasing recognition of harmonized qualifications across Africa.
8. Enhance collection, exchange and utilization of gender and age disaggregated data on migrants' economic activity, employment, skills, education, working conditions, and social protection.

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Annex 1: Model terms of reference for the Assessment Team

Establishment of the Assessment Team labour migration policies coherence

The institution wanting to assess the coherence of the labour migration policies in its country, through a participatory approach, will identify public and private institutions willing to engage in the exercise. Partners include employers' and workers' organizations, public and private employment agencies, civil society organizations, education institutions. The organizations responding positively will be requested to nominate a main representative and an alternate to be members of the Assessment Team. Gender balance should be considered.

Based upon the confirmed availability of the partners to participate, the leading institution will formally appoint the Assessment Team indicating the time frame and the operational modalities as per the present Terms of Reference.

Functions

- Assess the coherence of migration policies on labour migration;
- Identify the appropriate sources of information;
- Gather data from the identified sources;
- Prepare a report on the findings from the assessment and draft appropriate recommendations;
- Discuss the draft assessment report with relevant stakeholders and validate it; and
- Suggest any necessary modifications and adaptation of the migration policies.

Membership and Chairperson

Membership is defined by the institution promoting the participatory assessment. Each organization accepting to take part into the assessment, should indicate a representative in the Team and an alternate to replace the main representative when cannot be present. The representatives from the public institutions in charge for labour migration policies should be senior officers in order to provide the relevant knowledge and ensure that the final

recommendations are duly taken on Team. The Ministry of Labour should be included. The Team may wish to expand its membership to include representatives of other organizations; if so, a specific recommendation shall be addressed to the leading institution for a formal appointment.

The Team will be chaired on its first meeting by the leading institution which has promoted the assessment. Then the Team will vote, by secret ballot, for its Chairperson.

Any expenditure necessary for the activity of the Assessment Team will be covered by the institution launching the assessment.

Operational modalities

The Team will define its action plan and timetable, bearing in mind that the overall activities should be completed within the time limit indicated by the leading institution in its appointment note.

In presence of risks such as during a pandemic, the Team may operate by videoconference instead of through physical meetings.

The minutes of each meeting, including those held by videoconference, should be circulated among members and endorsed.

During the first meeting, after the training session, the Team will define the assessment grid based upon selected guiding principles and identify how to carry out the different phases of information gathering and analysis.

Timeline

During the first fortnight after the opening meeting, the Team members will undergo a two-day training in order to familiarize members with the assessment methodologies. As an alternative, the Team's members can choose a distance learning approach, by downloading the training modules that will be available on the web site of the leading institution.

During the following two weeks, the Team members will share the documents to be assessed (laws, policies, strategies, action plans, monitoring and assessment reports, studies and research related to labour migration of the country). Each

member will analyse one or more documents as agreed by the Team and according to the established assessment grid. Findings should be reported in writing. The Team should sum up the findings in a compilation document.

Other qualitative information will be collected through semi-structured interviews with key informants, focus groups and mini-surveys. Data can be collected as well through sending specific questionnaires or organizing videoconferences whenever physical meetings prove to be difficult.

All collected information will be unified in a written report that will be further discussed in ad hoc workshops with a broad group of stakeholders, including international organizations, as appropriate.

The Team will finetune the report, integrating the received feedback during the workshop and formulate recommendations to address the identified challenges.

Secretariat

The leading institution will provide the Assessment Team with facilitating and secretarial resources, including:

Facilitator: Expert in labour migration policies, he/she will assist the Team and its members in carrying out the different tasks (data gathering, analysis, reporting). Secretariat: Assist the Chairperson in the organization of meetings; organizing videoconferences, as appropriate; draft meeting minutes, including for videoconferences; and keep records of endorsed minutes.

Annex 2: Interview guidelines for focus group discussions

FOCUS GROUP 1

Target	Potential migrant workers in the origin country (gender-balanced)
Participants	Maximum of eight persons
Requirements	Workers who want to migrate, identified through public and private employment agencies
Objectives	• To collect information that may contribute to improving the effectiveness of the migration policies in terms of design and implementation; • To identify challenges and bottlenecks that hinder the achievement of the migration policies' objectives.

Session 1 (15 minutes)

1. Brief introduction by the facilitator regarding the scope of the discussion and the structure of the session:
    a. Brief outline of the scope of the participatory assessment;
    b. The scope of the discussion is to have an honest exchange of opinions on some specific questions that will be introduced by the FG facilitator;
    c. There are no "right" or "wrong" answers to any of the questions;
    d. There will be a "round-robin approach": each participant will intervene only once for each question unless there is a need for further clarification;
    e. The discussion will be confidential and no name will be attached to any comments made.
2. Quick round of introductions: each participant will give their name and say where they are coming from.

3. The facilitator will ask if there are any questions before beginning the discussion.

Session 2 (15 minutes)

Opening questions:

1. How did you hear about the migration opportunity to X country?
2. What motivates you to emigrate?
3. What type of work/job will you do abroad?

Session 3 (60 minutes)

Key questions:

1. Are you aware of the labour migration policies of your countries? If yes, in which way you were informed about?
2. What are the main challenges you are confronted in the preparation of migration?
3. How was your recruitment organized?
4. Are you paying any fees to labour recruiters or incur any other costs in order to go abroad?
5. Did you sign the employment contract before going to work abroad?
6. Do you think your job abroad will correspond to your qualifications or level of skills? If not, why?
7. Did you receive any support from trade unions, employment agencies or civil society organizations in preparation of migration? If yes, please indicate.
8. Did you benefit from any pre-departure orientation and training? If yes, on which topics?

Session 4 (15 minutes)

Exit questions:

1. Of all the things we discussed today, which do you think is the most important?
2. How do you think the migration policies of your country could be improved?

Thank you so much for your time!

FOCUS GROUP 2[9]

Target	Current migrant workers in the destination country (gender-balanced)
Participants	Maximum of 8 persons
Requirements	Migrant workers, in their destination country
Objectives	• To collect information that may contribute to improving the effectiveness of the migration policies in terms of design and implementation; • To identify challenges and bottlenecks that hinder the achievement of the migration policies' objectives; • To contribute to improving the effectiveness of the BLMA in terms of its design and implementation, based on the views of individuals who have chosen to emigrate through it.

Session 1 (15 minutes)

1. Brief introduction by the facilitator regarding the scope of the discussion and the structure of the session:
    a. Brief outline of the scope of the participatory assessment;
    b. The scope of the discussion is to have an honest exchange of opinions on some specific questions that will be introduced by the FG facilitator;
    c. There are no "right" or "wrong" answers to any of the questions;
    d. There will be a "round-robin approach": each participant will intervene only once for each question unless there is a need for further clarification;

[9] It is suggested to have two groups and use half the key questions to allot more time for the discussion.

e. The discussion will be confidential and no name will be attached to any comments made.

2. Quick round of introductions: each participant will give their name and say where they are coming from.
3. The facilitator will ask if there are any questions before beginning the discussion.

Session 2 (15 minutes)

Opening questions:

1. How did you hear about the migration opportunity to X country?
2. What motivates you to emigrate?
3. What type of work/job will you do abroad?
4. How long have you been working in X country? How long is your contract for?
5. Why did you decide to use the BLMA to emigrate?[10]

Session 3 Key Questions (60 minutes)

1. Are you aware of the labour migration policies of your destination country? If yes, in which way you were informed about?
2. What have been the main challenges in your migration process? (There could be a follow-up question for female participants, asking them whether they have faced any specific issues as female migrant workers)
3. Have your contractual rights been protected, such as wage, working hours, social security, maternity protection, etc.?
4. Have your human rights been respected?
5. Did you benefit from any post-arrival orientation and training? If yes, on which topics?
6. Have your skills been recognized in the destination country?
7. Have you been able to learn new skills?
8. Have you been able to join a trade union or are you planning to do so?

[10] This may be a difficult question to answer if there is no specific procedure to migrate under the BLMA.

9. In case of problems, where would you go? Have you been able to get effective redress?
10. Do you have health insurance?
11. Are you entitled to a pension that you will eventually transfer to your home country when you return?
12. What did they do in cases of discrimination, violence or harassment at the workplace (or during the migration process), or violations of your rights. What complaints mechanisms did you use, and did you file a complaint?

Session 4 (15 minutes)

Exit questions:

1. Of all the things we discussed today, which do you think is the most important?
2. How do you think the migration policies could be improved to be more helpful to migrant workers?
3. Is there anything else you would like to add?

Thank you so much for your time!

FOCUS GROUP 3

Target	Return migrant workers in the origin country (gender-balanced)
Participants	Maximum of eight persons
Requirements	Workers who returned to their origin country within the last 3 years
Objectives	• To collect information that may contribute to improving the effectiveness of the migration policies in terms of design and implementation; • To identify challenges and bottlenecks that hinder the achievement of the migration policies' objectives.

Session 1 (15 minutes)

1. Brief introduction by the facilitator regarding the scope of the discussion and the structure of the session:
    a. Brief outline of the scope of the participatory assessment;
    b. The scope of the discussion is to have an honest exchange of opinions on some specific questions that will be introduced by the FG facilitator;
    c. There are no "right" or "wrong" answers to any of the questions;
    d. There will be a "round-robin approach": each participant will intervene only once for each question unless there is a need for further clarification;
    e. The discussion will be confidential and no name will be attached to any comments made.

2. Quick round of introductions: each participant will give their name and say where they are coming from.
3. The facilitator will ask if there are any questions before beginning the discussion.

Session 2 (15 minutes)

Opening questions:

1. How many years did you spend in the destination country and when did you come back?
2. How did you hear about the migration opportunity to X country?
3. What motivates you to emigrate?
4. What type of work/job will you do abroad?

Session 3 (60 minutes)

Key questions:

1. Are you aware of the labour migration policies of your country for what concerns the reintegration of migrant workers ? If yes, in which way you were informed about?
2. Have there been equal opportunities for men and women to migrate abroad? If so, please describe the opportunities.
3. What type of work/job did you do while abroad?
4. Did you stay in the same job throughout your stay there? Where you allowed to change employer or what is easy to change employer?
5. Were the skills earned abroad recognized when returning in your country?
6. Were you entitled to transfer your pension back to your home country?
7. Were you able to learn new skills?
8. Did your experience abroad help you to access employment opportunities and have a better life upon returning home?

Session 4 (15 minutes)

Exit questions:

1. Of all the things we discussed today, which do you think is the most important?
2. How do you think the migration policies of your country could be improved?
3. Would you go back to X country again? Under what conditions?

Thank you so much for your time!

Annex 3: Outline of labour migration participatory assessment report

Summary

Contents

Abbreviations

Introduction
Objectives of the assessment

Section 1. Assessment methodology
Details the different steps used for the participatory assessment.

Section 2. Labour migration policies in the (origin or destination) country targeted by the participatory assessment.
This section provides the background of the migration policy assessment:

- Legal framework of labour migration: Laws and regulations (national, regional and international)
- Labour migration policies/strategies
- Employment policies/strategies
- Education policies/strategies, including skills and qualification recognition
- Migration governance
- Coordination mechanisms of labour migration policies

Section 3. Data collection
This section will report the information gathered through the different methods specified in the Section 1 and underlining the key findings, good practices and bottlenecks/challenges.

Section 4. Findings discussion with the country stakeholders
Outcomes of the workshops with the country main stakeholders and international community representatives.

Section 5. Conclusions, policy implications and recommendations
This section includes the outcomes of the validation meeting and include the outline for an action plans addressing the found challenges

Annex 4: Glossary of terms

Term	Explanation
Destination country	"A migrant's country of destination is that to which they have changed their country of usual residence" (UNDESA 1998).
Employment policy	Employment policy is described in Article 1 of the ILO Employment Policy Convention, 1964 (No. 122) as follows: 1. With a view to stimulating economic growth and development, raising levels of living, meeting manpower requirements and overcoming unemployment and underemployment, each Member shall declare and pursue, as a major goal, an active policy designed to promote full, productive and freely chosen employment. 2. The said policy shall aim at ensuring that: (a) there is work for all who are available for and seeking work; (b) such work is as productive as possible; (c) there is freedom of choice of employment and the fullest possible opportunity for each worker to qualify for, and to use his skills and endowments in, a job for which he is well suited, irrespective of race, colour, sex, religion, political opinion, national extraction or social origin. 3. The said policy shall take due account of the stage and level of economic development and the mutual relationships between employment objectives and other economic and social objectives and shall be pursued by methods that are appropriate to national conditions and practices. Other relevant definitions National employment policy (NEP) is an operational document that refers to a set of multidimensional interventions adopted on the basis of a common agreement reached by all interested parties and pursued by a government in order to address clearly identified challenges and opportunities and achieve specific quantitative and qualitative employment objectives. It includes a course of action, selected among alternatives and in light of given conditions. A national employment policy is a vision and a practical, comprehensive plan for achieving a country's employment goals. Countries need them because employment challenges are getting more and more complex. (ILO 2015)
International migration	"International migration is defined as people moving for various reasons to a country other than that of their usual residence, for a

	period of at least twelve months (long-term migration), so that the country of destination effectively becomes the new country of usual residence, or for a period of at least three months but less than a year (short-term migration)" (UN Statistics Division).
Migrant worker/ Migrant for employment	Migrant for employment: "A person who migrates from one country to another with a view to being employed otherwise than on his own account and includes any person regularly admitted as a migrant for employment" (ILO Migration for Employment Convention (Revised), 1949 (No. 97), Article 11). Other relevant definitions of migrant workers "A person who is to be engaged or has been engaged in a remunerated activity in a state of which he or she is not a national" (UN Convention on the Protection of the Rights of all Migrant Workers and Members of their Families, 1990, Article 2(1)). "Persons admitted by a country other than their own for the explicit purpose of exercising an economic activity remunerated from within the receiving country. Some countries distinguish several categories of migrant workers, including: (i) seasonal migrant workers; (ii) contract workers; (iii) project-tied workers; and (iv) temporary migrant workers" (UNDESA 1998).
National education policy	"A national education policy establishes the main goals and priorities pursued by the government in matters of education – at the sector and sub-sector levels – with regard to specific aspects such as access, quality and teachers, or to a given issue or need" (UNESCO 2012, p. 6). The UNESCO International Standard Classification, *ISCED 2011* analyses eight levels of education: ISCED level 0 – Early childhood education ISCED level 1 – Primary education ISCED level 2 – Lower secondary education ISCED level 3 – Upper secondary education ISCED level 4 – Post-secondary non-tertiary education ISCED level 5 – Short-cycle tertiary education ISCED level 6 – Bachelor's or equivalent level ISCED level 7 – Master's or equivalent level ISCED level 8 – Doctoral or equivalent level (UNESCO 2012)
National labour	"Articulation of an explicit national policy framework on migration is a first step towards putting in place a regime of migration

migration policy	governance. National labour migration policies should have as an objective the promotion of migration in conditions of dignity, equity, security and justice, and have a sound legal foundation based on the rule of national and international law" (ILO 2010, pp. 218–219).
Origin country	"A person's country of origin is that from which they originate, i.e. the country of his or her citizenship (or, in the case of stateless persons, the country of usual residence)" (UNDESA 1998).
Participatory assessment	Assessment of policies/actions done with the participation of key decision makers, public and private organizations, social partners and beneficiaries.
Policy assessment	An analysis of the objectives and rules guiding the activities of a specific area.
Policy coherence	Policy coherence on migration implies "ensuring that policies and programmes regarding migration and other areas do not conflict with each other, either directly or intentionally" (ILO 2010).
Policy cycle	The different steps in the decision-making process leading to the creation of a public policy.

Glossary Citations

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