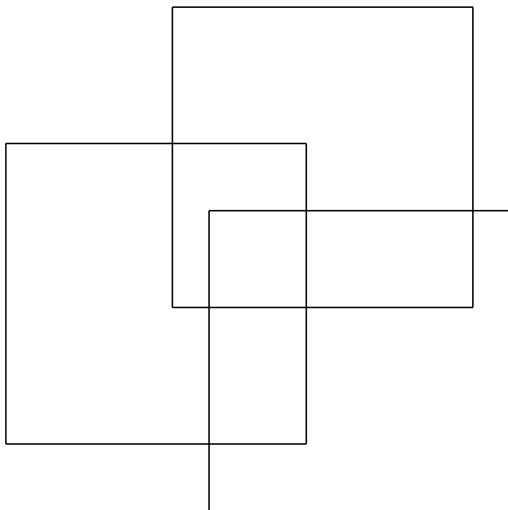




International  
Labour  
Office  
Geneva

# **General practical guidance on promoting coherence among employment, education/training and labour migration policies**



Employment and Labour Market Policies Branch  
Employment Policy Department

Labour Migration Branch  
Conditions of Work and Equality Department

**General practical guidance on promoting coherence  
among employment, education/training  
and labour migration policies**

*Natalia Popova*

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## Preface

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The growing impact of migration on the world of work is testing current migration management systems. There is growing concern on the need to better coordinate migration policies with those of employment, education and training. This requires cooperation between national education and labour ministries and with other ministries that have responsibility for migration policy, as well as their counterparts across borders.

Migration policies are adopted with a wide range of objectives and have not consistently incorporated labour market assessments. In many countries, labour ministries and employers' and workers' organizations are not given an opportunity to engage in dialogue on migration in a meaningful way. Bringing them into migration policy dialogue from the beginning will enable more effective and durable policy design, and a wider and better set of policy solutions. Their participation can also help to ease public tensions related to labour migration and enhance coherence with other policy domains, in particular employment and education/training.

Making the most of migration for all requires developing a comprehensive strategy that recognizes the short-term as well as the long-term labour market needs at all levels of skills. Failure to do so might result in high costs for retraining and waste of public funds for services, as well as poor skills matching, which in turn negatively affects productivity and competitiveness, and can contribute to segmented labour markets.

This practical guidance is part of a broader ILO effort to foster coherence among employment, education/training and migration policies and address constituents' demands in this area. It is based on the existing volume of literature on this subject in public policy and draws on ILO experience and lessons learned globally. It is a building block towards further country analyses and a guide and training manual in the future.

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## Abbreviations

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ACTRAV	ILO Bureau for Workers' Activities
ADB	Asian Development Bank
ANETI	Agence Nationale pour l'Emploi et le Travail Indépendant (Tunisia)
AMU	Arab Maghreb Union
ASEAN	Association of Southeast Asian Nations
APEC	Asia-Pacific Economic Cooperation
ATCT	Agence Tunisienne de Coopération Technique
AU	African Union
CAN	Andean Community
CARICOM	Caribbean Community
CDI	Commitment to Development Index
CEDEFOP	European Centre for the Development of Vocational Training
CEN-SAD	Community of Sahel-Saharan States
CNAI	National Centre for Immigration Support (Portugal)
COMESA	Common Market for Eastern and Southern Africa
DWCP	Decent Work Country Programme
EAC	East African Community
EC	European Commission
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
ECPDM	European Centre for Development of Policy Management
EMP	Extended Migration Profile
EmPol	ILO global knowledge base on national employment policies (soon to be publicly released)
ENIC	European Network of Information Centres in the European Region
ETF	European Training Foundation
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
GCC	Gulf Cooperation Council
GCIM	Global Commission on International Migration
GFMD	Global Forum on Migration and Development
IGAD	Intergovernmental Authority on Development
IDPs	internally displaced persons
ILC	International Labour Conference
ILMS	International Labour Migration Statistics Database (ILO)
ILO	International Labour Office/Organization
IOM	International Organization for Migration
LFS	Labour Force Survey
MERCOSUR	Mercado Común del Sur (Common Market of the South)
MIPEX	Migrant Integration Policy Index
MRA	Mutual Recognition Agreement
NARIC	National Academic Recognition Information Centres in the European



	Union
NDF	national development framework
NEP	national employment policy
NGO	non-governmental organization
NQF	national qualifications framework
OECD	Organisation for Economic Co-operation and Development
OTE	Office for Tunisians Abroad
PCE	Policy Coherence Initiative (ILO)
PES	public employment service
PrEA	private employment agency
RCP	regional consultative process
RPL	recognition of prior learning
SAARC	South Asian Associations for Regional Cooperation
SADC	South African Development Community
TVET	technical and vocational education and training
TWG	technical working group
UAE	United Arab Emirates
UN	United Nations
UNASUR	Union of South American Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNESCO-	UNESCO International Centre for Technical and Vocational Education
UNEVOC	and Training

## Introduction

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International migration is a multi-faceted phenomenon – it has been growing in magnitude, affecting almost all countries and regions of the world. These intense migration flows have often generated contradictory reactions and interest. There is concern based on security aspects, cultural differences and integration, yet this is counterbalanced by the fact that managed migration can be of benefit to both the origin and destination countries as well as the migrants themselves, if the right policies are in place.

Given the growing importance of labour mobility to economic development, labour ministries as well as workers' and employers' organizations can and should play a larger role in migration policy reforms. They are crucial not only in identifying labour market needs and trends, but in ensuring productivity and inclusive economic growth. Bringing them into migration policy dialogue from the beginning will enable more effective and durable policy design, and a wider set of possible policy solutions. Their participation can also help to ease public tensions related to labour migration.

In this context, there is an increasing need for the harmonization and coordination of employment, education/training and labour migration policies. Better protecting migrant workers, reducing abuse and exploitation in recruitment, and adequately matching jobs with skills can help ensure better conditions of work, higher wages and a greater potential for the positive contribution of labour migration to development.

Furthermore, the challenge compared to other policy areas is that labour migration needs to respond to immediate labour market demands that cannot be met domestically, as well as to support long-term labour force dynamics, while not negatively affecting national workers. Considering these complexities, it often ends up competing with other policy goals. It may also need to address large mixed migration flows that can have an impact on labour markets and increase labour in the informal economy. The political sensitivity around migration in many countries also may hinder positive policy responses.

Policy coherence is not a new concept, but although much research has gone into understanding coherence for migration and development, only a very limited number of studies have looked into policy coherence in labour migration, employment and education/training. Given that agencies besides ministries of labour may play lead roles in governing migration, such policies may not be well coordinated or consistent with employment policy. The present guidance is aimed at providing general indications on policy coherence among these policies and is a preparatory step towards the development of a specific tool on policy coherence in these areas for ILO constituents in the near future.

This guidance paper consists of seven chapters, not counting the introduction. Chapter 1 focuses on a review of the existing literature on policy coherence, and includes definitions of the relevant terms and concepts.

Chapter 2 is about understanding migration policies at the national and regional levels, and includes a mapping of labour migration, employment and education/training in 55 countries. The mapping is a first attempt to gain a comprehensive overview of policy coherence at the national level in many parts of the world.

Chapter 3 explains the policy coherence cycle, differentiating between coherence in designing and implementing labour migration policies, and provides indicators of measurement at each stage.

Chapter 4 focuses on the different policy coherence stakeholders.

Chapter 5 focuses on the main intersectoral issues in policy coherence among labour migration, employment and education/training policies, namely skills recognition and matching, partnership between private and public employment agencies, and recruitment.

Chapter 6 provides criteria for the identification of good practices in labour migration policy coherence.

Chapter 7 concludes with general practical guidance on promoting coherence among employment, education/training and labour migration policies.

# Chapter 1

## Defining policy coherence

---

### 1.1 What is policy coherence?

#### 1.1.1 Literature review

Traditionally, politics has tended to react to the most pressing social problems by adopting specific measures designed only to address the issue at hand. This tendency has fostered the development of policy expertise at the national level on a certain number of common problems faced by many societies (Tosun and Lang, 2017). Such policies, adopted to solve or regulate the various facets of a “social problem” and its related issues, can be grouped into policy domains (or policy sectors or policy subsystems), that can be defined as “stable actor coalitions, including the institutions they installed in the pursuit of their shared interests” (Trein, quoted *ibid.*). Policy domains match the traditional areas of intervention of the State (security, education, health, etc.) and most modern administrations are mainly structured to echo these. This structuring has enabled administrations to become more efficient in dealing with issues arising in the different policy domains, but they have also tended to create administrative “silos” (Tosun and Lang, 2017) with very little interaction or collaboration between them (Stross, 2017). They are therefore often inefficient in addressing the complex societal challenges that are cutting across traditional boundaries (Tosun and Lang, 2017).

As policy-makers become more aware of the complexity of the challenges society is facing, which require the intervention of multiple organizations to address the different angles of a problem, as well as the contradictions between the isolated interventions that are sometimes experienced, they have begun to acknowledge the need to assess the level of policy coherence within and across policy domains. As Strambo, Nilsson and Mansson (2015) put it: “Whether different policies reinforce one another or work at cross-purposes is a common concern in policy analysis” (p. 2).

The debate on policy coherence originated in the early 1990s with the growing concern about the strategic capacities of governments to effectively steer the policy-making process and be in a position to respond to the more complex issues that were arising (Parsons, 2004). Policy coherence was presented as a political imperative (in order to keep their legitimacy and secure public support and funding for their policies, governments and administrations need to undertake systemic assessment in order to get rid of any inconsistencies, thereby avoiding being labelled as “incoherent”), as well as an economic one (in a time of budget constraints, it is essential to make the best use of resources by ensuring that mutually supportive policies are put in place, or at least avoiding that already existing policies that contradict one another are not kept in place or new ones adopted) (Carbone, 2008). Attaining higher levels of policy coherence has thus become a key challenge for many elected officials and policy-makers in the last decade (Hommels, Egyedi and Cleophas, 2013).

The notion of coherence has been defined as “hanging or fitting together” (Douven and Meijs, 2007, p. 405) or to “hang together well” (BonJour, 1985, p. 95). Hertog and Stross (2011), while analysing the legal foundations of EU external policies, define policy coherence as “the synergic and systematic support towards the achievement of common objectives within and across individual policies” (p. 4). Policy coherence can either refer to formal positive interactions, or the absence of negative interactions, of all relevant policies within and across policy domains that aim to have an impact on the issues that arise when addressing a complex societal challenge that is cutting across the usual boundaries of jurisdictions or governance levels in a specific context (Candel and Biesbroek, 2016; Ashoff, 2005).

Policy coherence is a dynamic process (policies evolve toward more coherence – perfect policy coherence is neither possible nor desirable in a pluralist society) and not a simple absolute and fixed fact (policies are either coherent or not) (Hommels, Egyedi and Cleophas, 2013; Carbone, 2008). In trying to achieve more coherence, it is recommended to always proceed with careful analysis of all possible interactions, focusing at first on getting rid of the most obvious incoherence between policies, and then trying to redesign some policies in order to create more coherence and synergy among them (Ashoff, 2005). It is essential that all policies within and across policy domains are better coordinated if we want to avoid incoherence (Carbone, 2008).

It is relevant to point out that the literature on policy coherence usually distinguishes between horizontal and vertical coherence. The former refers to coordination across policy fields aiming at the same general goal within national, regional or local government at the same levels, while the latter focuses on collaboration on a specific area between different levels of governance – e.g. the European Union (EU) and the policies of its Member States (Stross, 2017; Hertog and Stross, 2011).

Policy coherence must also take into account two main dimensions (Morin and Orsini, 2013): (i) procedural coherence, which refers to the degree of coordination and collaboration between the relevant administrative units; and (ii) substantive coherence, which refers to the degree of complementarities between the diverse policies adopted to address the different issues related to a societal challenge (see table 1.1).

**Table 1.1. Typology of policy coherence**

		Procedural coherence	
		Weak	Strong
Substantive coherence	Weak	<i>Erratic policy</i>	<i>Strategic policy</i>
	Strong	<i>Functionalistic policy</i>	<i>Systematic policy</i>

Source: Morin and Orsini, 2013, p. 45.

It should also be noted that policy coherence can only exist if “the gap between policy intent and outcome is minimized by using mutually supportive approaches” (Oyejide, 2007, quoted in Wunderlich, 2013), which often proves difficult because of the dynamic dimension of the goal-setting process in policy-making and the difficulty of defining with precision the intent of policies, mainly because different individuals or stakeholders may have different understandings of it, but also because it may evolve over time. Hommels, Egyedi and Cleophas (2013) refer to this problem by using the metaphor of a moving target.

A number of empirical studies on policy coherence have been carried out on various aspects of EU policies, e.g. foreign policies, environmental policies, development, among others, using theories of institutional interaction to conduct an analysis of the coherence of EU environmental policies. Nilsson et al. (2012) define policy coherence as “an attribute of policy that systematically reduces conflicts and promotes synergies between and within different policy areas to achieve the outcomes associated with jointly agreed policy objectives” (p. 396). They develop an analytical framework based on the identification of synergy and conflict at three levels: policy objectives, policy instruments and implementation practices. They find that policies are often coherent at the level of objectives, but that tools and implementation modalities can lead to conflicting policies.

Danailova-Trainor and Laczko (2010), when analysing human trafficking and poverty, argue that increased mobility could lead to higher human development gains if there were better coherence between anti-trafficking and development policies.

Policy coherence implies strong political commitment, coordination and cooperation mechanisms, leadership, and effective monitoring and feedback systems in the policy-making process (Tosun and Lang, 2017; Stross, 2017; Orrenius and Zavodny, 2017). In general, policy incoherences are explained by the fragmentation of the policy-making process as well as the important number of interest groups defending irreconcilable agendas, which results in political compromises (Hommels, Egyedi and Cleophas, 2013). In the case of migration policies, findings demonstrate that issues related to faulty initial design and an inability to adapt to rapidly changing conditions may explain policy incoherence (Orrenius and Zavodny, 2017). Failure to create coherence may foster negative public attitudes that can increase the risk of discrimination and xenophobia toward migrants.

### **1.1.2 International institutions**

Outside academia, various institutions have analysed the issue of policy coherence and its importance. The ILO Declaration on Social Justice for a Fair Globalization, 2008 clearly states that the ILO “must ensure coherence and collaboration in its approach to advancing its development of a global and integrated approach, in line with the Decent Work Agenda and the four strategic objectives of the ILO, drawing upon the synergies among them” (p. 8).

The Organisation for Economic Co-operation and Development (OECD) defines policy coherence for sustainable development as “an approach and policy tool for integrating the economic, social, environmental and governance dimensions of sustainable development at all stages of domestic and international policy making” (OECD, 2016, p. 1). It identifies three building blocks: (i) political commitment and policy statements; (ii) policy coordination mechanisms; and (iii) systems for monitoring, analysis and reporting (Dohlman, 2014).

The Food and Agriculture Organization of the United Nations (FAO) has analysed coherence between agriculture and social protection policies to combat hunger and poverty, and in relation to trade, food security and nutrition (FAO, 2016). The EU has engaged in multiple efforts and evaluation exercises aimed at enhancing policy coherence for development (see for example EC, 2009, 2011, 2013, 2015).

In the EU, three categories of mechanisms for enhancing policy coherence for development have been put in place: (i) explicit policy statements of intent; (ii) administrative and institutional mechanisms; and (iii) knowledge-input and knowledge-assessment mechanisms (Keijzer, 2010). Evaluation studies point out that for these three mechanisms to work effectively, they need to work together in a complementary manner at all levels (ECDPM, ICEI and PARTICIP, 2007; Keijzer, 2010).

The Global Forum for Migration and Development (GFMD) roundtable discussion on Tools and Safeguards for Policy Coherence (2017) found that: “Successful policy coherence contributes to leveraging the benefits of migration while mitigating its negative consequences. Migration impacts all sectors from health to education and from housing to social security. Therefore, direct migration policies need to be coherent with sectoral policies relevant to meeting the needs and rights of regular migrants and displaced persons and reducing irregular migration” (p. 1).

### **1.1.3 Defining policy coherence in migration policy**

The objective of policy coherence is particularly important in the area of migration, due to its close connections with other policy fields as well as its multidisciplinary and transnational nature. Further, coherence in the field of migration policy is characterized by a dual approach: (a) *internal coherence* between policies on different dimensions of migration (which interact in various combinations), such as migration for employment (labour) versus migration for development, policies to control migration and policies to promote or facilitate migration, etc.; and (b) *external coherence* between migration policies and policies of other relevant domains (which are touched upon or are affected by migration), in particular, employment and education/training policies.

**International Labour Organization (ILO).** The ILO defines policy coherence on migration as “ensuring that policies and programmes regarding migration and other areas do not conflict with each other, either directly or intentionally” (ILO, 2010a, p. 146). In order for this approach to be

realized, a comprehensive vision of how migration could address long-term economic and social demands is required. Coherence could also be understood as the extent to which policies are mutually reinforcing, which is very relevant to migration policies in relation to labour market needs. Furthermore, the ILO Multilateral Framework on Labour Migration, 2006, underlines the importance of ensuring “coherence between labour migration, employment and other national policies, in recognition of the wide social and economic implications of labour migration and in order to promote decent work for all and full, productive and freely chosen employment” (Guideline 4.2).

In the context of the 2017 International Labour Conference (ILC) general discussion on labour migration, the ILO report points out that efforts to improve skills identification and matching should be part of a broader strategy to strengthen coherence among employment, education/training and migration policies, with the active involvement of government institutions as well as employers’ and workers’ organizations (ILO, 2017a, p. 23).

The ILO *Guide for the formulation of national employment policies* clearly states that ‘Migration is a labour market and decent work issue’ (ILO, 2012, p. 75). It provides indications on how national employment and migration policy-making can be coordinated, and how the migration processes can be managed through the use of adequate regulations and policy measures.

The ILO *Guidelines for inclusion of skills aspects into employment-related analyses and policy formulation* (Říhová and Strietska-Ilina, 2015) are of particular importance for coherence. Skills development should be embedded into employment policies, as it does not generate jobs on its own. Some countries, such as Madagascar, have done this.

The ILO Decent Work Country Programmes (DWCPs) have been established as a framework for engagement with partner countries. They aim at ensuring coordination among different policy areas, including employment, labour migration and education/training, based on the demands of ILO constituents. DWCPs have been a distinct ILO contribution to UN country programming, promoting policy coherence in the UN system’s support for development at the national level.

**Organisation for Economic Co-operation and Development (OECD).** According to the OECD, achieving policy coherence in the area of labour migration requires the “interplay of politics, institutions and evidence” (OECD, 2008), with the political and institutional contexts playing a leading role. There is no universal approach to fostering policy coherence, yet the fact that the responsibilities for governing labour migration are split among different institutions and actors has always hampered the setting of clear objectives and indicators in this area (OECD, 2016).

**International Organization for Migration (IOM).** The IOM has examined coherence between migration and development policies (Naik, Koehler and Laczko, 2008). It points to the need to carry out analysis of coherence at different levels, e.g. at the institutional level (meaning a high governmental level), focusing on coordination among departments, major policy documents and



frameworks. The findings indicate that coherence can also be fostered through a bottom-up approach, at working-level policies and programmes such as initiatives taken by local governments, diaspora organizations, NGOs, etc. The research also shows that in order to enhance coherence there is a need to integrate development issues into bilateral and multilateral migration agreements.

## 1.2 Policy coherence levels

International migration should be considered an *international regime complex* (Velazquez Gomar, Stringer and Paavola, 2014; Morin and Orsini, 2013). As a complex, it is characterized by tensions within and between different national policy regimes (Morin and Orsini, 2013), which in turn are defined as “the governing arrangements for addressing policy problems” (May and Jochim, 2013, p. 428). According to these authors, three main forces drive a policy regime: (i) a particular set of *ideas* about the problem that need to be addressed, which become the foundation of the intervention through public policies; (ii) *institutional arrangements* that enable the implementation of policies, structure authority and formal and informal relationships between institutions, including collaborative mechanisms, among others; and (iii) *interests*, which refers to the interested constituencies that support or oppose the relevant policies. The relative strength of any given regime affects policy *legitimacy* (acceptance by the constituents of the goals and tools of the policy to resolve the issue at hand); *coherence* (the consistency of all actions undertaken to solve the general issue addressed by the policy); and *durability* (the sustainability of the political commitments that support the policy). The analysis of the policy regime provides essential clues that should guide subsequent interventions on the comprehension and relative importance of the challenge being addressed by elected officials and policy-makers, as well as the general public.

The theoretical work on institutional regime interactions is fundamental to understanding the concept of policy coherence at the different levels of governance. The framework on institutional interaction focuses on “the effects of one institution on the development or performance of another [which] may be beneficial, adverse or neutral” (Strambo, Nilsson and Mansson, 2015, p. 2). In the long run, such interactions can evolve into synergies between institutions, or trade-offs when the decisions and actions of one institution undermine the effectiveness of another (ibid.).

The literature on migration policy refers to different levels of coherence: national, regional and global. The Global Commission on International Migration (GCIM)<sup>1</sup> report recommends that policy coherence is key to improving the governance of international migration, but that this will require enhanced capacities at the national level, combined with strengthened dialogue among countries at the regional level, as well as among international institutions globally (GCIM, 2005,

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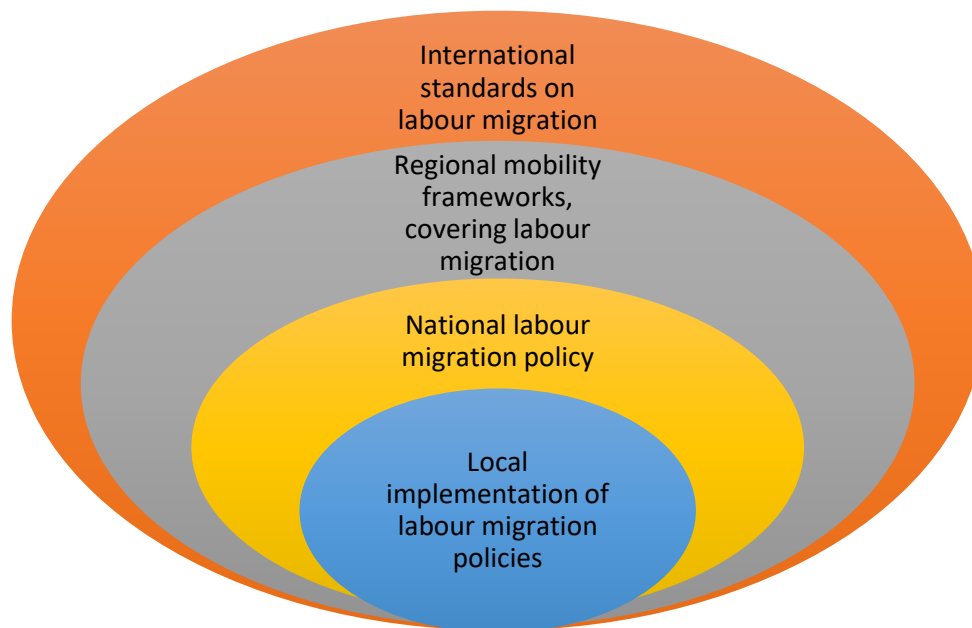
<sup>1</sup> The Global Commission on International Migration was officially launched on 9 December 2003 in Geneva. It is composed of 19 members, drawn from all regions with a wide range of migration perspectives.

p. 65). This is dictated by the complexity of the migration phenomenon and the existence of multiple linkages between different policy areas, including but not limited to economic development, trade security, protection of human and labour rights, etc. There is a need to first assess and understand the different goals of international migration in order to design more coherent policies (Orrenius and Zavodny, 2017).

Bernstein and Cashore (2012, quoted in Velazquez Gomar, Stringer and Paavola, 2014) identify four main pathways through which the global governance arrangements influence the process of policy-making at the national level: (i) international rules and binding obligations; (ii) international norms and discourses (non-binding); (iii) global markets; and (iv) international cooperation, education and capacity-building projects.

Figure 1.1 displays the different levels of labour migration policy coherence. The first two concentric circles are focused on international and regional coherence. These two levels are used as a reference for coherent policy design at the national level. They constitute a compulsory framework that countries should follow in case of membership or ratification, and are otherwise an important point of reference in labour migration policy design and implementation. At the stage of policy implementation, coherence should be assessed at national and local levels.

**Figure 1.1. Labour migration policy coherence levels**



Source: Author.

### **1.2.1 Local level**

In many countries, the implementation of policies can be delegated to local authorities (provinces, municipalities, etc.) or to agencies with decentralized branches (e.g. public employment services). In the first case, coherence should be an integral part of the policy

implementation instructions that national institutions issue to their implementing agencies. Since local authorities have a certain degree of autonomy, it might be possible for them to deviate from the central authorities' instructions, resulting in less coherent solutions. The same risk, which might also be an opportunity, is present at the implementation stage when carried out by the local branches of the same implementing agency (e.g. India, Pakistan or Nepal). Issuing rigorous implementation rules and monitoring them can ensure a homogeneous and coherent policy implementation.

### **1.2.2 National level**

The lack of policy coherence at the national level is often due to the absence of coordination and information exchanges between the ministries and government institutions that cover migration (e.g. ministries of interior or foreign affairs) and those that do not work directly on migration issues but have important implications for them (depending on the country context, this could be ministries of labour, trade, etc.).

Another important factor influencing policy coherence is the priority that countries attribute to it: namely, the level of engagement of government sectors with various stakeholders in the migration process, including employers' and workers' organizations (ILO, 2010a). The lack of public confidence in migration issues and the rise of anti-immigration parties have dominated the political climate in many destination countries. This has led to the current conflicting pressures in many of them, which are preventing policy coherence.

### **1.2.3 Regional level**

The possibility for functioning policy coherence to take place in migration governance is much higher within regional economic communities focused on trade and the use of the regional labour pool, such as the Association of Southeast Asian Nations (ASEAN) (Hansen, 2010; Harns, 2013; ILO, 2017a). For instance, during the general discussion on labour migration at the 2017 International Labour Conference, the Africa group recommended that the ILO should play a leading role in ensuring policy coherence on labour migration through social dialogue at all levels (ILO, 2017b, para. 65, p. 16).

Coherence at the regional level could be greatly influenced by regional consultative processes (RCPs)<sup>2</sup> on migration (e.g. Puebla Process, South American Conference on Migration–Lima Process, 5+5 Dialogue on Migration in the Western Mediterranean, Budapest Process, Colombo Process/Abu Dhabi Dialogue). Their role as cooperative mechanisms for managing international migration, with the potential for harmonizing policies in several areas including employment, education/training and the safeguarding of migrants' rights, should be stressed. Forms of regional

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<sup>2</sup> For more information on RCPs, see: <https://www.iom.int/rcps-region>.

integration, regional economic regimes and political institutions such as the EU, ASEAN, CARICOM and IGAD are discussed in Chapter 2, section 2.2.

#### **1.2.4 International level**

At the international level, a lack of policy coherence is often manifested in weak dialogue between origin and destination countries in coordinating migration policies, which in turn prevents the full realization of the positive impact of migration for all parties involved (ILO, 2010a). An example of the importance of such coordination is offered by Ethiopia, a country with a large flow of migrant workers, especially female migrant domestic workers, toward the Gulf Countries and the need to enhance their effective protection (see box 1.1).

##### **Box 1.1. Labour migration from Ethiopia**

Ethiopia is today an origin, destination and transit country for migrants. While the number of Ethiopians abroad is estimated to be more than 1.5 million, obtaining accurate figures is difficult due to the large number of undocumented migrants. The country is a major transit hub out of the Horn of Africa for both migrants and refugees from Eritrea, Somalia, South Sudan and Yemen, who cross into Ethiopia and move on to other destinations.

Migration management has been challenging, due to the need for the reintegration of return migrants such as the approximately 163,000 Ethiopian returnees from Saudi Arabia in 2013. Following the Government's ban on labour migration to the Gulf Cooperation Council (GCC) countries, in January 2016 the House of Peoples' Representatives (HPR) endorsed a new Overseas Employment Proclamation, No. 923/2016, through which the Government of Ethiopia aims to better protect the rights of Ethiopian migrant workers, as well as strengthening international cooperation with other countries to improve the working and living conditions of these workers.

The new Bill prevents migrant workers from going to a country with which Ethiopia does not have a labour exchange agreement (bilateral labour agreement), and requires them to meet certain criteria in terms of knowledge, skill and language before departure to permitted countries. Interested individuals are expected to have completed at least primary education and need to possess a certificate of competence in the area in which they will be employed (housekeeping, domestic care, etc.). They are also expected to undergo medical check-ups in designated Ministry of Health centres.

In order to protect migrant workers more effectively, Ethiopia is in negotiations to sign labour exchange agreements with Lebanon, Saudi Arabia and the United Arab Emirates (UAE). Agreements with Kuwait and Qatar and a Memorandum of Understanding (MoU) with Jordan and Yemen are already in place.

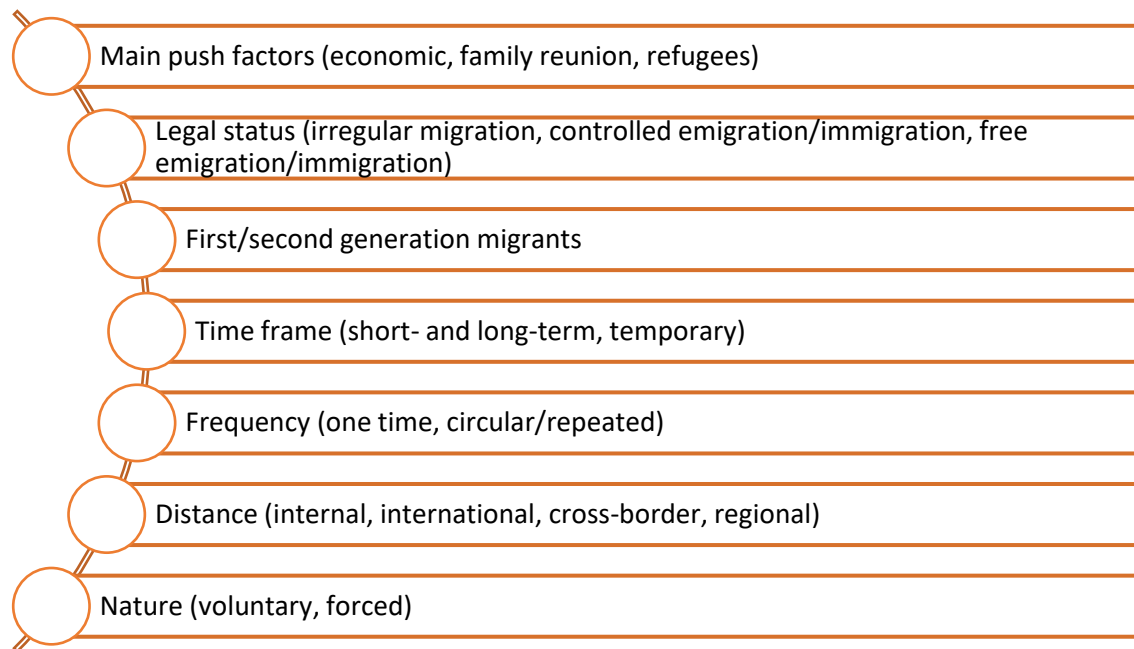
Source: Author, based on ILO, 2017d.

## Chapter 2

# Mapping migration policies

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Migration is a complex phenomenon. It can be classified in many different ways, including:



Most countries differentiate among various categories of migrants for the purposes of policy development, visa issuance and/or statistics collection. Due to the scope of the present guidance, this analysis will focus exclusively on labour migration. It is implicit that no policy coherence can be found where there is no labour migration policy in place. The guidance focuses on countries which already have a national or regional labour migration policy in some form. The hope is that they may offer a source of inspiration and provide general practical indications to countries that would like to establish consistent and coherent labour migration policies.

### 2.1 Migration policies at national level

The absence of labour migration policies at national level may be due to lack of political will, scarce resources – human or financial or both – or simply that migration is not considered an issue requiring policy attention. In some countries, there is also the challenge of political stability – e.g. changes in ministerial leadership which can affect continuity for these policies.

Policy coherence may not have the same meaning, value and intensity in all countries, as the approach to migration depends on the political, economic and social conditions at a given moment in time. Since analysis of policy coherence implies that policies exist, the first step is to

look at the different aspects that can be intersected at national, bilateral or regional levels, as indicated in the following scenarios:

- absence of migration policy, including labour migration;
- presence of migration policy, not specifically covering labour migration issues;
- presence of migration policy, covering labour migration issues among others;
- labour migration policy existing as a separate policy;
- separate policy to cover specific aspects of migration, including labour migration, e.g. return migration, reintegration, readmission policies;
- no specific migration policy, but sector policies containing provisions on labour migration (e.g. fishing, agriculture);
- no specific migration policy, but other policy areas (one or more policy domains) such as employment, education/training, security, foreign policies containing provisions/covering labour migration issues. This is the case where the adoption of a comprehensive policy is not considered vital, with preference given to addressing specific issues (e.g. employment, validation of prior learning, recognition of academic qualifications, labour inspection);
- no policy per se, but a comprehensive legal framework, mission statements and plans from different units, as in the case of the Philippines (Philippine Overseas Employment Administration, Overseas Workers Welfare Administration, Philippine Overseas Labour Office); or
- presence of bilateral and/or multilateral labour migration arrangements; or free movement protocols at regional level.

Examples of different policies are shown in boxes 2.1 to 2.3.

#### **Box 2.1. National migration policy: Ghana**

In April 2016, the Government of Ghana endorsed a comprehensive national migration policy that covers all aspects of migration. Internal migration, voluntary migration, internally displaced persons (IDPs), irregular migration, human trafficking and smuggling, labour migration, emigration of highly skilled workers, brain waste, return, readmission and reintegration as well as immigration are covered in the policy.

The document fixes the policy objectives, designs the appropriate strategies for their achievement and identifies, through an Action Plan, ways and means for the success of the entire migration policy.

Source: Ghana, Ministry of Interior, 2016.

### Box 2.2. National migration policy: Tunisia

According to the Tunisian Institut National de la Statistique (INS), there were 1.3 million Tunisians abroad in 2014, including second-generation migrants. The large majority of these were in the EU, with France hosting more than 50 per cent. There were also over 50,000 migrants in Tunisia in 2014, and 6,174 work permits were issued in 2015.

Various Tunisian institutions are involved with migration issues:

- Ministry of Social Affairs, through the Office for Tunisians Abroad (OTE) and the National Observatory on Migration (ONM). Tunisia has a network of approximately 50 social attachés, whose role has been gradually evolving to cover labour issues among others. They belong to different national institutions, e.g. 15 of them are members of OTE.
- Ministry of Vocational Training and Employment with its Bureau of Foreign Labour and its public employment service (ANETI, with 100 regional offices). ANETI has general competence on labour migration, including the reintegration of returning migrants.
- Ministry of Development and International Cooperation with the Tunisian Agency for Technical Cooperation (ATCT). The Agency looks after the migration of skilled Tunisians, usually in cooperation with the migration destination countries.

In Tunisia, policy coherence in the area of migration can be measured by analysing employment and training policies that cover issues related to skilled migrant workers. The implementation of the migration-related aspects of these policies is carried out by the relevant national agencies such as ATCT and ANETI. There is also now a Secretary of State to the Minister of Social Affairs in charge of Immigration and Tunisians Abroad.

Tunisia has recently finalized its National Strategy on Migration through broad national consultations including the social partners, and is starting the development of its National Employment Strategy.

The ILO has provided technical support to the Ministry of Social Affairs throughout the development of the National Strategy on Migration and is working closely with ANETI, ATCT and the Ministry of Employment to implement the ILO general principles and operational guidelines for fair recruitment in Tunisia.

Sources: OTE, see: <http://www.ote.nat.tn/index.php?id=133>; ANETI, see: <http://www.emploi.nat.tn/fo/Fr/global.php>; ATCT, see: <http://www.tunisie-competences.nat.tn/default.aspx?lg=2>. See also GFMD, information available at: <https://gfmd.org/pfp/ppd/2489>.

### **Box 2.3. Policy coherence in labour migration: Sri Lanka**

The Government of Sri Lanka has dedicated special attention to labour migration, as remittances from abroad are considered a valuable contribution to its economy. Migration has also been reducing pressures on the domestic labour market and providing an important cushion by offering employment opportunities abroad, especially for women.

In terms of coherence with international labour migration standards, Sri Lanka ratified on 11 March 1996 the international Convention on the Protection of the Rights of All Migrant Workers and Their Families. On the basis of this ratification and with reference to the ILO Multilateral Framework on Labour Migration, the National Labour Migration Policy was issued in October 2008. The policy focuses on:

- good governance of labour migration;
- protection and empowerment of migrant workers and their families during pre-departure, in-service, return and reintegration phases; and
- linking migration and development processes.

The implementation of the labour migration policy has taken on board the matter of identification and promotion of job opportunities abroad, especially for skilled workers, and has also given low- and medium-skilled workers the possibility to enhance their competences.

In 2012, Sri Lanka issued a National Human Resources and Employment Policy, which takes into consideration other active policy documents such as the National Policy for Decent Work in Sri Lanka (2006), National Policy Framework on Higher Education and Technical & Vocational Training (2009), National Action Plan for Youth Employment (2007), National Labour Migration Policy (2008), among others. It contains a specific section on foreign employment policies. Labour migration is mentioned in the sections on career guidance and counselling as well as in the sections on enhancing employability of the youth.

Source: <http://www.ilo.org/dyn/migpractice/docs/268/Policy.pdf>.

Given the many different situations involved, labour migration policies are designed, implemented, monitored and evaluated in a variety of ways. This complexity is also translated into the issue of policy coherence, as it depends on the country's public policy landscape, the role of labour market institutions, the presence of social dialogue and respect for international obligations (e.g. implementation of ratified Conventions and Treaties on labour migration).

## **2.2 Migration policies at regional level**

In addition to labour migration policies at the national level, there is an increasing trend of regional labour migration and mobility. As a result, national labour migration policies may also



be affected by the binding directives that membership in regional economic and political communities requires.

An example of decentralized competences in migration is offered by Belgium (box 2.4).

**Box 2.4. Decentralized competences on migration: Belgium**

Belgium is a federal constitutional monarchy, with a parliamentary system of governance. The central Government, through the Office of the Commissioner General for Refugees and Stateless Persons and the Minister for Migration and Asylum Policy, Social Integration and the Fight against Poverty, is responsible for policies governing migrants and refugees. Territorial competencies are designated to provinces and municipalities in the following way:

- Regional authorities are responsible for applying the national rules and setting out their own law, policy, practices and budgets for integration of refugees and migrants.
- At the local level, provinces have certain responsibilities in offering services to migrants in the areas of education, culture and sport. Municipalities extend these services in health and social welfare.

Source: European Committee of the Regions, 2016.

Examples of regional communities include the European Union, the Association of Southeast Asian Nations (ASEAN),<sup>3</sup> the Caribbean Community (CARICOM),<sup>4</sup> the Pacific Community, and the eight regional economic communities of Africa. Since regional labour migration policies are a growing reality, they also raise the issue of maintaining coherence at both regional and national levels (see table 2.1, boxes 2.5 and 2.6).

**Table 2.1. Advancement of intraregional migration and mobility regimes pursued by regional economic communities (as of October 2016)**

Type of intraregional migration and mobility regime pursued	Enforced and functional	Ongoing development	Principles adopted
Free movement based on gradual lifting of all barriers to movement, residence and establishment	EU, MERCOSUR	EAC, IGAD	AU, COMESA, CAN, ECCAS, ECOWAS, UNASUR

<sup>3</sup> Members: Brunei Darussalam, Cambodia, Indonesia, Lao People’s Democratic Republic, Malaysia, Myanmar, Philippines, Singapore, Thailand, Viet Nam.

<sup>4</sup> Members: Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Montserrat, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname and Trinidad and Tobago.

Facilitation of movement for specific categories of workers		ASEAN, GCC	SADC, CARICOM
Visa reciprocity for short-term mobility and exchange of information		APEC	CEN-SAD, AMU
Protection of workers of the regional economic community from employment outside that community			SAARC

Source: ILO, 2017a, p. 48 (revised).

### Box 2.5. Regional migration policy framework in Africa

The Intergovernmental Authority on Development (IGAD)<sup>1</sup> in Eastern Africa was founded in 1986 to add a regional approach to national efforts to deal with recurring severe droughts and other natural disasters. IGAD encompasses a region with a population of over 250 million, representing 22 per cent of Africa's total population. It is characterized by rapid population growth rates (2.5-3 per cent annual growth rate) and 60-70 per cent of the population is young. In 1996, the Member States signed a new agreement expanding the areas of regional cooperation.

One of IGAD's priorities is to increase the effectiveness of migration management. To this end, the IGAD Council of Ministers adopted the IGAD Regional Migration Policy Framework on 11 July 2012. The Framework was inspired by and developed in response to the African Union (AU) decision EX.CL/Dec.304 (IX) on the Migration Policy Framework for Africa. One of its many objectives is to facilitate the integration of migrants into the labour market by providing migrant workers with access to education and training facilities and giving them the right to join trade unions.

While the policy is coherent with the objective of the African Union to have free mobility of its citizens and workers in the continent, the implementation might meet constraints due to the complex nature of the migration flows (regular and irregular migrant workers, refugees and other forcibly displaced persons, transit migrants, etc) in the region.

Note: <sup>1</sup> Members: Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan, South Sudan, Uganda.

Source: ILO: *Skills portability at regional economic community and continental level: Review and policy advice*, forthcoming.

### **Box 2.6. Association of Southeast Asian Nations (ASEAN), labour mobility initiative**

The Association of Southeast Asian Nations (ASEAN) was established on 8 August 1967. In 2015, ASEAN launched an Economic Community (AEC), a single common market of ASEAN countries characterized by the free flow of goods, services and investment, financial capital, enhanced connectivity and expanded opportunities for intraregional labour migration (ASEAN, 2015). To enhance labour mobility, ASEAN has launched a joint initiative based on mutual recognition agreements (MRAs). The initiative establishes the skills or experience that professionals in certain sectors need in order to have their competencies certified in another ASEAN country. MRAs exist for eight professional categories: engineers, nurses, surveying service providers, architects, accounting service providers, medical practitioners, dental practitioners and tourism professionals. The implementing of the MRAs has been challenging, since education and testing requirements vary widely across the region. In addition, several occupations – such as teacher, lawyer and civil servant – are usually reserved for citizens.

In terms of design, the initiative appears to be coherent with the policy objectives of the region to enhance skills and facilitate labour mobility. The impact of MRAs could be potentially further enhanced if they were expanded to encompass low- and medium-skilled workers, such as those in the construction, garment, fishing and plantation sectors.

Source: ADB and ILO, 2014.

## **2.3 Mapping of migration, employment and education/training policies**

In order to be in a position to effectively assess policy coherence among labour migration, employment and education/training policies, a general overview is needed of existing policy frameworks, institutional arrangements and tools in these policy domains. A comprehensive global mapping has therefore been carried out to the extent possible and is shown in Annex I. It is a first attempt to gain a comprehensive overview of policy coherence at the national level, regarding the three policy areas of interest discussed below.

Analyses of **national employment policies** were made based on the ILO EmPol Database, soon to be publicly released, which includes information on a total of 138 countries in Africa, the Americas, Asia, Arab States and Europe and provides access to National Development Frameworks (NDF) and National Employment Policies (NEP). The database covers the following aspects of national employment policies: goals and objectives; employment targets and indicators; formulation process; content of national employment policies; coordination and implementation; monitoring and evaluation process; and budgeting.

The current mapping contains only 55 countries<sup>5</sup> as not all countries in the EmPol Database have a national employment policy. Only those that have a national employment policy have been selected. They can be categorized as origin or destination countries, or both. This guidance does not cover transit countries. Distribution by income level is presented in Annex II.

**National education and training policies** have different levels and types of coverage: some are comprehensive, covering all levels of education (primary, secondary and tertiary), while others focus exclusively on technical and vocational education and training (TVET) or higher education. For some countries, the Education for All (EFA) National Plans<sup>6</sup> focusing on delivering quality basic education have been included in the mapping. Due to lack of a specific database such as EmPol, the information provided on education/training policies comes from web-based research, conducted mostly in English, and has its limitations since not all national policy documents are necessarily posted online.

With regard to **qualification recognition tools**, three main sources have been used:

- European Training Foundation (ETF) country profiles;<sup>7</sup>
- UNESCO–UNEVOC World TVET Database Country Profiles;<sup>8</sup> and
- UNESCO *Global Inventory of Regional and National Qualifications Frameworks*, Volumes I and II.

Information from the ILO, the International Organization for Migration (IOM) and the Migration Policy Institute (MPI)<sup>9</sup> was used to analyse national migration policies and institutions. As with the education/training policies, the information has been gathered online due to the lack of a specific database/repository, and as such has certain limitations in terms of comprehensiveness.

### **2.3.1 Results from the global mapping**

The initial mapping shows that in most of the cases reviewed (35), national employment policies cover labour migration issues. The nature of this coverage differs: some countries include migration only in the background section/situation analyses, while others have included specific goals and objectives. All national employment policies cover skills and employability aspects.

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<sup>5</sup> Countries by continent: Africa – 27, Arab States – 3, Asia – 7, Americas – 9, Europe – 9.

<sup>6</sup> See: <http://www.unesco.org/new/en/education/themes/leading-the-international-agenda/education-for-all/>.

<sup>7</sup> The European Training Foundation is a European Union agency that provides assistance to transition and developing countries in reforming their education, training and labour market systems, in the context of the EU's external relations policy. Based in Turin, Italy, the ETF has been operational since 1994. ETF country information is available at: <http://www.etf.europa.eu/web.nsf/pages/home>.

<sup>8</sup> See: <http://www.unevoc.unesco.org/go.php?q=World+TVET+Database>.

<sup>9</sup> See: <https://www.migrationpolicy.org/>.

Most of the countries mapped have a national migration policy or at least a legal framework that governs migration. A few countries have a migration policy focusing almost exclusively on border control and security aspects.

All countries mapped have some form of education/training-related policy. Such policies cover national education and training goals and objectives, not migration issues. All countries, with very few exceptions, already have a national qualifications framework in place or at some stage of development. Thus, it seems that recognition of qualifications is a widely accepted policy priority.

With regard to agencies with responsibility for implementing migration policies, many countries task public employment services to work with migrant workers (potential, current and return migrants) and implement obligations under bilateral and multilateral labour arrangements. In other cases, the state migration service is in charge of implementing the national migration policy, including labour migration aspects, and monitoring the operations of private employment agencies.

Many of the countries mapped (36) have ratified one or more international migrant-related instrument(s), ensuring coherence with international norms. The majority of countries (50) are either members of regional economic communities or part of regional migration consultation processes, or both.

Analysing the content of policies, the measures adopted and the way they are being or have been implemented should be the aim of future research on coherence, based on a few well-chosen country studies. For example, it should be noted that recognition of qualifications is important for both domestic labour markets and employment abroad. There is a need to verify to what degree the existing arrangements have been implemented in practice. This is the key to assessing whether the recognition frameworks, even if partial, are linked to the existing education/training systems in order to ensure a systemic and sustainable approach, rather than ad-hoc short-term arrangements. It is also crucial that countries do not create parallel systems of recognition: one for migrants and one for national workers. There is thus a need to carry out country-level studies in order to obtain a complete and detailed picture of policy coherence and how it is manifested in different policy domains, as well as to obtain insights into how challenges could be addressed at the national and regional levels. The present mapping should be understood as an initial step that can help to identify countries for further in-depth analyses in this area.

## Chapter 3

### The policy coherence cycle

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Designing and implementing policies in any field usually requires the presence of legal and administrative tools, as indicated in figure 3.1. These tools constitute the reference framework for the implementation of policy measures in the field of labour migration and allow the assessment of their coherence vis-à-vis the set policy objectives.

**Figure 3.1. Policy reference framework**



Policies are decided by the government of the country and correspond to the legal priorities established by the parliament or legal environment. Laws can be implemented directly or require by-laws and other implementing rules to become operational. When faced with complex matters such as labour migration issues that require the involvement of many actors, resources and gradual implementation, a country may decide to set implementation strategies indicating the priorities to be achieved. The strategy can also include an action plan, which could be adopted separately, indicating the ways and means to achieve the set objectives, including time frames, responsible agencies, etc. These action plans are also useful in coordinating efforts and mobilizing resources.

#### 3.1 Coherence assessment

Strategies and action plans should include detailed indicators of achievement; these are key for measuring the effectiveness of implementation and coherence vis-à-vis the policy priorities. The coherence assessment is usually measured in two steps: the first involves the analysis of policy documents (laws, strategies, action plans, sector policies, etc.) and evaluates their theoretical capacity to achieve the objectives set. The second step assesses whether policy implementation is coherent with the objectives set in the national policy (vertical coherence) and among the

relevant specific sector policies (e.g. health, education, social security) involved in the labour migration policy (horizontal coherence).

During the policy implementation phase, focus should be placed on:

- *Coordination*: Is there an institution with the authority to demand that the implementing bodies be more proactive in their responsibilities for the achievement of policy results?
- *Harmonization*: How do the implementing agencies work to address specific policy issues and how do they work together with other relevant institutions?
- *Multiple interventions*: What different strategies can be applied in designing an effective labour migration policy?

As shown in figure 3.2, policy design and implementation are mutually influencing processes, thus coherence can take place at each stage of the policy cycle. Policy design and implementation need to be constantly monitored, and require legal, policy and administrative initiatives to ensure that the process is smooth and effective.

**Figure 3.2. Policy coherence cycle**



### 3.2 Designing vs. implementing labour migration policies

The existing international normative framework on labour migration provides a good basis for promoting policy coherence when developing and adopting national policies. For instance, in formulating national laws and policies concerning the protection of migrant workers,

governments should be guided by the underlying principles of the ILO Migration for Employment Convention No. 97, the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), and their accompanying Recommendations Nos. 86 and 151.<sup>10</sup> These instruments provide a robust framework for equality of treatment between migrant workers and nationals. The ILO has also developed a Multilateral Framework on Labour Migration (ILO, 2006) containing guidance and good practices with a view to maximizing the benefits of labour migration for all parties.

It is far more challenging to foster policy coherence in terms of consistency and effectiveness during the process of policy implementation. While in many instances migration policy documents may be in line with the internationally agreed principles and frameworks on labour migration, there should be correspondence between the general and specific national objectives and the way they have been translated into effective measurable results.

In the presence of bilateral/multilateral agreements and the membership of regional economic communities, national policies on labour may be further influenced. In case of international binding agreements, the countries concerned have committed to adapt their national legislations and policies in order to fulfil the obligations agreed. The ratification of joint decisions, adopted in regional economic communities of which the country is a member, may require modifications in the legal framework and/or national policies as appropriate.

### **3.3 Measuring policy coherence**

Ideally, coherence should be measured at both the design and implementation stages (see box 3.1). At the design stage, it should be relatively easy to gather information on the participatory nature of the development process and verify if all relevant stakeholders have been properly consulted. This can be done either through a targeted questionnaire sent to all parties concerned or discussions with the most important stakeholders. The ministry in charge of labour migration could be responsible for measuring policy coherence, and in coordination, where relevant, with other ministries that may have responsibility for governance of migration.

At the implementation stage, however, it is far more challenging to assess policy coherence. In terms of institutional involvement, targeted questionnaires can again be developed and sent to all parties concerned. Alternatively, focus group discussions and bilateral meetings can help to reveal to what extent policy coherence is taking place. Yet, when it comes to measuring how far policy coherence has contributed to better outcomes for the final beneficiaries, namely migrant workers, this is more complex, requiring impact assessment. Engagement of the social partners in periodic monitoring and review could help policy-makers adjust as needed to improve coherence and ultimately policy impact. There is a need to direct both human and financial resources toward this goal. This may be more problematic for low- and middle-income countries.

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<sup>10</sup> ILO Conventions and Recommendations are available at: <http://www.ilo.org/dyn/normlex/>.



### **Box 3.1. Assessing coherence in labour migration policy**

Before starting the assessment of policy coherence among any set of public policies, including labour migration, it is important to identify where the policy coherence challenges arise, e.g. between what types of policy domains, between which levels of government and among which stakeholders.

In the case of labour migration policy, the following aspects and challenges are to be considered:

- What is the typology of the migration country: origin or destination?
- Why is policy coherence important for achieving national policy objectives on labour migration?
- What are the main migration challenges the country aims to address: labour market shortages, jobs and skills matching; regulating, increasing or reducing migration; combating trafficking and labour exploitation; or increasing skills transfer/addressing skills gaps?
- Has the country ratified any international Conventions on labour migration?
- How is labour migration policy being designed? In addition to the responsible line ministry, have any other relevant institutions and key stakeholders, including employers' and workers' organizations, been actively involved and consulted?
- Is labour migration policy linked to employment and skills strategies, and if so, how?
- Is there a specific entity, tasked with monitoring labour migration policy implementation, in conjunction with other national policies, to ensure coordination (including, in particular, ministries of labour)?
- Are there any evaluation mechanisms of labour migration policy?
- Is the country a member of any regional economic community and does this community have a labour mobility strategy? If yes, are there any coordination bodies?

#### **3.3.1 National level**

A first-level assessment of policy coherence for countries that have ratified international Conventions on migration could be to check if their respective policies reflect such commitments. A second-level assessment would involve checking the actual implementation of these obligations.

A migration policy changes according to whether the adopting country is an origin or a destination one. The origin country will look after establishing safe migration channels for its nationals going to work abroad, and try to ensure protection of their rights in destination

countries. For hosting countries, the main objective is to have migrant workers who respond to current labour demands and fill existing skills gaps.

### 3.3.2 Regional level

Policy coherence can also be assessed against bilateral or multilateral agreements on labour migration and their effective implementation. Table 3.1 shows the different modalities of bilateral migration agreements by region.

**Table 3.1. Bilateral labour migration agreement types, by region** (percentage of countries in the region)

Type	Asia <sup>1</sup>	Africa	Europe and the Americas <sup>2</sup>	Total
Memorandum of understanding	69.2	3.1	3.7	31.8
Memorandum of agreement	1.5	0.0	3.7	2.0
Bilateral agreement	15.4	71.9	79.6	50.3
Inter-agency understanding	9.2	0.0	0.0	4.0
Framework agreement	0.0	21.9	1.9	5.3
Protocol	4.6	3.1	11.1	6.6
<b>Total</b>	100	100	100	100

Notes: <sup>1</sup>Includes GCC countries. <sup>2</sup>Based on 144 mapped and seven unmapped agreements in Europe and the Americas.

Source: Wickramasekara. 2015, p. 21.

## 3.4 Major sources of information and data to assess policy coherence

In order to assess the level of policy coherence and identify where current and potential challenges remain, there is a need to collect and analyse, in a systematic way and to the extent possible, appropriate quantitative and qualitative information (see tables 3.2 and 3.3).

A specific set of indicators has been prepared for measuring policy coherence at national level, covering both the policy design and policy implementation stages. These indicators draw on the ILO Policy Coherence Initiative (PCI) for growth, employment and decent work,<sup>11</sup> the OECD indicators for measuring policy and institutional coherence for migration and development,<sup>12</sup> the approach of the European Centre for Development Policy Management (ECPDM) to measuring policy coherence for development (King et al., 2012), and the policy coherence indicators for Ireland (King and Matthews, 2011), as well as on consultations with various stakeholders.

<sup>11</sup> See: <http://www.ilo.org/integration/themes/pci/lang--en/index.htm>.

<sup>12</sup> See: <http://www.oecd.org/dev/migration-development/knomad-dashboard.htm>.

However, there are three important aspects that need to be mentioned when it comes to data on policy coherence:

- There are many different actors involved in the policy coherence process at both the design and development stages, which makes measuring policy coherence in quantitative and qualitative terms very challenging.
- Data are not always easily accessible, and when available, the terminology and methodology used often differ between countries.
- It is difficult to quantify how increased levels of policy coherence could result in better protection and labour market outcomes for migrant workers.

**Table 3.2. Sources of information for the design stage of a labour migration policy**

**Qualitative information**

<i>Indicator</i>	<i>Means of verification</i>	<i>Sources</i>
National labour migration policies are designed to be coherent with employment and education/training policies, and gender-sensitive (all government areas)	National labour migration policy documents and related actions containing policy interlinkages with employment and education/ training policies, and vice versa  Academic studies on policy design/development of labour migration, employment or education/training policies; institutional analyses	Government, academia, think tanks, journal articles
National action plans on labour migration are designed to be coherent with employment and education/ training policies, and gender-sensitive	Time-bound and budgeted action plans containing specific objectives, indicators of achievement and means of verification for implementation of labour migration policies  If there is no national labour migration policy per se, then time-bound and budgeted employment or education/ training action plans, containing specific objectives and activities on labour migration	Government

There are institutionalized shared responsibilities for drafting labour migration policies	Regulations/decrees/executive orders/by-laws, indicating shared institutional responsibilities for drafting labour migration policies	Government
Permanent or ad-hoc consultation forums have been established for drafting labour migration policy	Documents/decrees/executive orders, creating permanent or ad-hoc consultation forums / platforms /working groups/ committees for drafting labour migration policy among relevant government institutions and other relevant stakeholders, e.g. workers' and employers' organizations	Government, workers' and employers' organizations, other relevant stakeholders
Active consultations take place on labour migration policy	Meeting proceedings/minutes, documenting consultation processes between the relevant line ministry in charge of drafting labour migration policy, other ministries and particularly the Ministry of Labour, and relevant stakeholders	Government, workers' and employers' organizations, other relevant stakeholders
High-quality labour migration, employment and education/training policy analyses exist, including gender aspects	Analyses of labour migration, employment and education/training policies, and/or other relevant policies as appropriate, e.g. security, specific sector policies	Government, academia, think tanks
Key stakeholders are actively involved in the labour migration policy design process	Transcripts of interviews with key stakeholders involved in the policy design process (employers' and workers' organizations, line ministries and their implementing agencies (e.g. public employment services, private employment agencies, non-governmental organizations)	Government officials, employers' and workers' organizations
Main beneficiaries (migrant workers – both women and men) are actively involved in the labour migration	Transcripts of interviews with migrant workers' organizations	Non-governmental organizations

policy design process		
There is significant improvement in knowledge and awareness of key stakeholders on the need for policy coherence	Transcripts of focus group discussions with labour migration policy beneficiaries (potential, current and return migrant workers); minutes from meetings, policy statements	Government officials, employers' and workers' organizations, non-governmental organizations
Drafting of national labour migration policies is guided by relevant international standards including Conventions and Recommendations, non-binding international frameworks and guidelines	References to international obligations on labour migration and how they would be operationalized, such as international standards, Conventions and Recommendations, non-binding international frameworks and guidelines, as appropriate  (e.g. the ILO Multilateral Framework on Labour Migration (2006), <i>Guiding principles on the access of refugees and other forcibly displaced persons to the labour market (ILO, 2016a)</i> , and <i>General principles and operational guidelines for fair recruitment (ILO, 2016b)</i> )	Government
More coherent bilateral and multilateral agreements/arrangements on labour migration have resulted, reflecting employment and education/training aspects	Bilateral and multilateral agreements on labour migration, containing inter-linkages with employment and education/training policies (clauses on recognition of qualifications, quotas based on labour demands and demographic developments, etc.); references to international labour standards	Government
Changes are taking place in the perception of the wider community on coherence among labour migration, employment and education/training policies	News articles, public debates, media analyses, policy analyses	Different types of public media, journal articles

### Quantitative information

<i>Indicator</i>	<i>Means of verification</i>	<i>Sources</i>
Percentage of the state budget envisaged for labour migration policy	Government budget; government annual financial statement	Government
Number of policies (labour migration, employment and education/training policies)	Government websites, national gazette	Government
Number of meetings/ consultations of permanent or ad-hoc consultation forums established for drafting labour migration policy	Minutes/records from the meetings, meeting agendas, online access to specific websites	Government, participating organizations
Number of stakeholders representing other policy areas (e.g. employment, education/training), actively involved in the labour migration policy design process	Minutes/records from the meetings, meeting agendas, list of participants	Government, participating organizations
Number of new bilateral and multilateral agreements on labour migration, reflecting employment and education/training aspects	New treaties on labour migration deposited	Government

**Table 3.3. Sources of information for the implementation stage of a labour migration policy**

### Qualitative information

<i>Indicator</i>	<i>Means of verification</i>	<i>Sources</i>
More coherent bilateral and multilateral labour migration agreements, reflecting	Implementation reports of bilateral and multilateral agreements on labour migration, containing inter-linkages	Government

employment and education/training aspects, are implemented	with employment and education/training policies (clauses on recognition of qualifications, quotas based on labour demands and demographic developments, etc.)	
Objectives and actions envisaged in the national labour migration policy strategy and/or action plans have been implemented within the agreed time frame	Monitoring and evaluation reports on the implementation of national strategy and action plans on labour migration	Government
Policy coherence is part of labour migration policy monitoring and evaluation reports	Monitoring and evaluation reports on the implementation of national labour migration policy, or employment and education/ training policies, containing labour migration issues; bilateral committees' monitoring reports, where such arrangements exist	Government
Permanent or ad-hoc consultation forums have been established to monitor the implementation of labour migration policy	Minutes from meetings, meeting agendas, lists of participants, online forums	Government, workers' and employers' organizations, other relevant stakeholders
Labour migration policy is evaluated	Government evaluations on the labour migration policy design process	Government
Labour migration policy implementation and monitoring is significantly improved in terms of policy coherence	Academic studies on policy design/development on labour migration, employment or education/training policies, institutional analyses, journal articles, monitoring reports	Government, academia, think tanks

## Quantitative information

<i>Indicator</i>	<i>Means of verification</i>	<i>Sources</i>
Ratified Conventions and their respective Recommendations, treaties, etc. on labour migration are implemented and reported on	Government reports to international organizations on their obligations under ratified Conventions and their respective Recommendations, treaties, etc. on labour migration; parliament records of legal ratifications	Government, official journal
Key stakeholders are actively involved in the labour migration policy implementation and monitoring process	Transcripts of interviews with key stakeholders involved in the policy design process (employers' and workers' organizations, line ministries and their implementing agencies (e.g. public employment services, non-governmental organizations); monitoring reports	Government officials, employers' and workers' organizations
Number of migrant workers, by age and sex, going abroad under bilateral labour agreements	Government implementation reports of bilateral labour migration agreements	Government, national statistical offices



# Chapter 4

## Policy coherence stakeholders in employment, education/training and labour migration

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### 4.1 Policy coherence from the perspective of origin and destination countries

The governance of labour migration requires the involvement of many different actors and the reconciliation of competing interests. Table 4.1 summarizes in a generalized way the roles of the various institutions and stakeholders involved in this process in both origin and destination countries. It should be noted that there is a great variety of arrangements among countries on the distribution of competencies on labour migration. There are countries where there is a specialized ministry (for instance, the Ministry of Manpower and Emigration in Egypt) or a designated autonomous body to handle the migration process (such as the Sri Lanka Bureau of Foreign Employment), whose role among other things is to foster a process leading to enhanced policy coherence. This can be a positive approach, if accompanied by adequate capacity building and coordination with the other institutions involved.

**Table 4.1. Organizations involved in labour migration policies, origin and destination countries**

Organization	Role in origin countries	Role in destination countries
Coordination body (Prime Minister's Office; National Migration Council, etc.)	<p>Monitoring the implementation of policies on labour migration and ensuring coordination among different actors</p> <p>Identifying bottlenecks and promoting specific measures to overcome them</p> <p>Suggesting and facilitating negotiation of bilateral labour agreements</p>	<p>Monitoring the implementation of policies in labour migration and ensuring coordination among different actors</p> <p>Identifying bottlenecks and promoting specific measures to overcome them</p>
Ministry of Foreign Affairs	<p>Responsible for issuing visas</p> <p>Negotiation, together with other line ministries, of bilateral or multilateral agreements on labour migration</p> <p>Monitoring and conflict resolution in the implementation of bilateral or</p>	<p>Responsible for consular services, registration and provision of diplomatic assistance to citizens residing abroad</p> <p>Negotiation of bilateral or multilateral labour</p>

	multilateral labour agreements	agreements
Ministry of Interior	<p>Registering foreign citizens and persons without citizenship</p> <p>Issuing identity registration documents and granting of citizenship</p> <p>Implementation of measures to combat human trafficking and the worst forms of child labour</p> <p>Implementation of readmission agreements</p>	<p>Implementation of readmission agreements;</p> <p>Implementation of measures to combat human trafficking and the worst forms of child labour</p> <p>Repatriation of irregular migrants</p>
Ministry of Labour <sup>1</sup>	<p>Development and implementation of policies and regulations on labour migration</p> <p>Supervision of public employment agencies offering services to migrant workers, as well as return migrants</p> <p>Supervision of private recruitment agencies sending national workers abroad, to prevent fraudulent practices</p> <p>Supporting the Ministry of Foreign Affairs in the negotiation of bilateral and multilateral labour agreements</p> <p>Portability of social security of migrant workers</p> <p>Labour inspection</p>	<p>Elaboration and implementation of policies and regulations concerning labour migration</p> <p>Supervision of public employment agencies offering services to migrant workers</p> <p>Supervision of private recruitment agencies dealing with foreign workers, to prevent fraudulent practices</p> <p>Issue of work permits</p> <p>Provision of social services to assist migrant workers in getting access to housing, education and language training</p> <p>Portability of social security for migrant workers</p> <p>Occupational safety and health of migrant workers</p> <p>Labour inspection</p>
Ministry of Education	Aligning skills supply to the needs of the domestic and international labour	Support migrant workers in the recognition of their

	<p>markets;</p> <p>Responsible for bilateral and mutual arrangements for recognition of qualifications;</p> <p>Setting up and accrediting testing centres for national workers and potential migrants;</p> <p>Recognizing qualifications of foreign workers</p>	<p>competences acquired abroad;</p> <p>Responsible for bilateral and mutual arrangements for recognition of qualifications;</p> <p>Setting up testing and accrediting centres for national and migrant workers</p>
National qualifications authority <sup>2</sup>	<p>Develop, implement and maintain the national or sector qualifications systems</p> <p>Assess the correspondence of qualifications to regional qualification frameworks</p> <p>Ensure compliance with provisions for registration and accreditation of training institutions</p> <p>Ensure that national qualifications are internationally comparable</p> <p>Recognize and evaluate qualifications for the purpose of establishing their equivalence</p> <p>Recognize and validate competencies acquired outside formal education and training systems</p>	<p>Develop, implement and maintain national or sector qualifications systems</p> <p>Assess the correspondence of qualifications to regional qualification frameworks</p> <p>Ensure compliance with provisions for registration and accreditation of training institutions</p> <p>Ensure that national qualifications are internationally comparable</p> <p>Recognize and evaluate qualifications for the purpose of establishing their equivalence</p> <p>Recognize and validate competencies acquired outside formal education and training systems</p>
National recognition information centre	Provision of information on current issues in international academic and professional mobility, and on	Provision of information on current issues in international academic and professional

	procedures for the recognition of foreign qualifications <sup>3</sup>	mobility, and on procedures for the recognition of foreign qualifications
Ministry of Health	Medical assistance for return migrants	Medical services for migrant workers and their families according to national legislation
State migration service	Central executive body in charge of the implementation of state policy in the field of migration (immigration and emigration), including combatting irregular migration, granting of citizenships, registration of migrants, refugees and other categories of workers defined by the national legislation  (e.g. State Migration Service of Ukraine – Ukraine DMS)	Central executive agency providing registration of entry and exit of foreign nationals as well as issue of residence and work permits (e.g. State Migration Service of Turkmenistan)
Migration information centres/Migrant resource centres	Advice on safe migration channels, job opportunities and challenges in the destination countries  Pre-departure training, as appropriate	Assistance and guidance on legal and social issues for migrants, facilitating their integration into the society and local job market of the host country
National Statistical Office	Data disaggregated by sex/age/skills/occupation on labour market and migration	Data disaggregated by sex/age/skills/occupation on labour market and migration
Employment services	Career counselling for potential migrants  Assisting jobseekers in the identification of skills and competences;  Referral to training opportunities and employment promotion measures  Assisting foreign employers in the	Provision of support in job searching and skills upgrading, especially for matching to fill vacancies  Advice on and support for protecting migrants' rights at work  Referral to other public or private institutions dealing

	<p>selection of potential migrants as part of bilateral/multilateral labour agreements</p> <p>Organizing pre-departure training, including language and cultural orientation</p>	<p>with their needs, including the recognition of competencies</p>
Labour inspectorate	<p>Protection of migrant workers at workplaces</p>	<p>Enforcement of labour legislation, including occupational health and safety at work, working conditions, labour protection</p>
Employers' organizations	<p>Contribution to establishing a sound employment policy, taking on board labour demands and skills gaps, including sector analyses</p> <p>Attracting back and reintegration of returning migrants in the national labour market</p>	<p>Cooperation with governments on negotiations of labour arrangements to fill existing skills gaps and to facilitate the recruitment of migrant worker</p> <p>Raising awareness of labour demands and needs for migrant labour at sectoral and national levels</p>
Workers' organizations	<p>Provision of information on safe labour migration</p> <p>Contribution to pre-departure preparation of migrant workers on technical competences, language and cultural orientation</p> <p>Liaising with workers' organizations of destination countries to ensure enhanced protection of rights of their migrant workers</p> <p>Assistance in labour inspection</p>	<p>Promotion of the protection of the rights of migrant workers</p> <p>Raising awareness on migrant worker issues</p> <p>According to the provisions of the ILO Convention No. 143, migrant workers may be affiliated to the existing workers' organizations, regardless of their legal status. In order to strengthen their international network, workers' organizations can sign agreements with their sister organizations in destination countries.</p>

		ILO/ACTRAV has a model available for such an agreement (see box 4.1).
Non-governmental organizations	Provision of pre-departure training for migrant workers on basic language skills and cultural orientation Advice to potential migrant workers on preventing irregular migration Maintaining links with the diaspora	Provision of assistance to migrant workers and their families in the integration process Legal assistance for migrant workers, including in case of abuse and exploitation Advocacy and awareness raising for further measures in protection of migrant workers and their families

Notes:

<sup>1</sup> In some regions, e.g. South Asia, there are separate ministries for overseas employment, such as in Bangladesh and Sri Lanka.

<sup>2</sup> For example, Mauritius Qualification Authority (MQA), South Africa Qualification Authority (SAQA). Most countries in Africa, however, do not have a national qualification framework (NQF) in place. Building an NQF is a long process, not immediately ready to respond to migration. Accreditation services are easier and faster to build. These structures can be part of national employment agencies and can benefit from the support of regional/economic communities for their development.

<sup>3</sup> For example, the Enic-Naric Network; see <http://www.enic-naric.net/>.

## 4.2 Policy coherence from the perspective of migrant workers

### 4.2.1 Protection of rights

Current political debates on labour migration are often fixed in a “race to the bottom” paradigm. The ILO brings its rights-based approach – grounded in universal values of equal treatment and non-discrimination – to this debate. Migrant workers, including temporary migrants, must enjoy equal pay for work of equal value and must be able to exercise their fundamental rights, including trade union rights. Ensuring the protection of migrant workers’ rights also includes the ability to change employers, access to training opportunities, social protection, the ability of family members to join the migrant worker, etc.

Unjustified distinctions are often created between different skill levels of migrant workers. For those more qualified, for whom there is global competition for talent, there are greater protections and a view that they are entitled to be granted more rights. This is a position reflected in the legislation and policy of a number of countries.

#### **Box 4.1. Tools for cooperation and prevention of exploitation**

The ILO Bureau for Workers' Activities (ACTRAV) provides a template suitable for use in drafting cooperation agreements.<sup>1</sup> Within the EU-funded project "Effective Governance of Labour Migration and its Skill Dimensions", implemented by the ILO, cooperation agreements were signed on 16 May 2013 in Chisinau between the Italian trade union organizations (CGIL, CISL, UIL) and their counterparts from the Republic of Moldova and Ukraine.

The agreements commit the signatory organization to promote and protect the rights of migrant workers in line with UN and ILO Conventions. While Italy has ratified the ILO Migration for Employment Convention (Revised), 1949 (No. 97), the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143) and the Domestic Workers Convention, 2011 (No. 189), the Republic of Moldova is party to Convention No. 97 and Ukraine has yet to ratify any of these three Conventions. Promotion of the ratification and full observance and implementation of these instruments is central to the agreements. Italian trade union representatives made clear that "the agreements' implementation will cover protection for migrant workers regardless of their status, as they relate to basic human and labour rights".

Note: <sup>1</sup> ACTRAV is the main link between the ILO and one of its constituents: workers' organizations, see: <http://www.ilo.org/actrav/about/lang--en/index.htm>. The ACTRAV template is available at: <http://www.ilo.org/dyn/migpractice/docs/208/Model.pdf>.

Source: Author, based on data from the project.

### **4.3 The role of international organizations**

Many international organizations regularly provide support, particularly to origin countries, on how to manage migration issues in a coherent way. Such support can be provided on an ad-hoc basis through specific project interventions, or in a more systematic way as the ILO does through its Decent Work Country Programmes (DWCPs), by including the identification of priority needs in target countries and providing assistance to constituents in its member States to address them.

As of August 2017, 103 countries had finalized DWCPs or were in the process of developing them (ILO, 2017c). Fifty-nine DWCPs<sup>13</sup> had been published and had been reviewed in order to analyse policy coherence in labour migration-related assistance. Within the DWCP framework, the most relevant actions for ensuring policy coherence in labour migration, the ILO is assisting countries in:

<sup>13</sup> Africa 32, Latin America and the Caribbean 3, Arab States 3, Asia and the Pacific 12, Europe and Central Asia 9.

- fostering coherence in the national legal frameworks with international labour standards;
- providing support in developing mobility regimes within the frameworks of regional economic communities;
- improving migration management, including data collection and analysis on labour market and migration trends, as a prerequisite for evidence-based policy-making, for example the “FMM West Africa” project in the Economic Community of West Africa States (ECOWAS);<sup>14</sup>
- mainstreaming gender-sensitive migration policies in national development frameworks;
- enhancing the effectiveness of bilateral agreements;
- promoting fair recruitment practices;
- mainstreaming employment and labour rights in national migration policies or, where relevant, migration policies into employment policies;
- evaluating more closely labour market needs in countries of origin and destination; and
- protecting migrant workers by assisting: (i) employment agencies in delivering services to them;<sup>15</sup> (ii) labour inspection in its role at workplaces to effectively monitor working conditions.

In this context, it should be noted that, given its mandate, the ILO has a special position as regards interlinking employment, education/training and labour migration. The report on labour migration submitted to the 106th International Labour Conference states:

Work on improving skills identification and matching should be combined with broader efforts to enhance coherence among employment, skills and migration policies, with the active participation of government institutions and the social partners. These coordinated efforts will also result in improved information exchange between the education system and the labour market, thus providing the basis for up-to-date skills information and forecasting. (ILO, 2017a, para. 50, p. 23)

Further, as the 2013 paper *Labour migration and development: ILO moving forward* points out:

The ILO’s agenda is well-equipped to respond to these calls for decent work and equality for all workers, including migrant workers. Job creation is the central issue of development and economic growth, in the same way that decent work is the central issue for most migrant workers. Nonetheless, there is a lack of understanding of the importance of harmonizing

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<sup>14</sup> For more information see: [http://www.ilo.org/addisababa/whats-new/WCMS\\_242035/lang--en/index.htm](http://www.ilo.org/addisababa/whats-new/WCMS_242035/lang--en/index.htm).

<sup>15</sup> See for example ILO, 2017e. There is also an unpublished document: ILO, *Manuel de procédures pour le placement à l’international* (Manual of procedures for placement abroad), developed in collaboration with l’Agence Nationale pour l’Emploi et le Travail Indépendant (ANETI) within the ILO Programme “Promoting Productive and Decent Work for Youth in Tunisia, Morocco, Algeria and Mauritania (2011–14) in collaboration with l’Agence Nationale pour l’Emploi et le Travail Indépendant (ANETI).



employment and labour migration policies in both origin and destination countries – and particularly a failure to consider the role of labour market institutions and policies on labour matching, job creation, enterprise and local economic development, skills and employability, and access to microfinance services. (ILO, 2013, pp. 7–8)

# Chapter 5

## Main intersectional issues in policy coherence

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### 5.1 Skills recognition and matching

There is no uniform definition of skills. In many countries they are defined in terms of occupational skills and/or educational attainment levels (Kolyshko et al., 2013). This element, together with the lack of harmonized skill needs analyses, are additional challenges for matching skills with jobs, especially with regard to migrant workers.

Designing and implementing coherent policies in the area of labour migration requires the strong involvement of all partners including the social partners as well as public institutions, in line with ILO Human Resources Development Recommendation, 2004 (No. 195) according to which skills development is a shared responsibility of government and employers' and workers' organizations.

The ILO Multilateral Framework on Labour Migration (2006) proposes a guideline on “promoting the recognition and accreditation of migrant workers’ skills and qualifications and, where that is not possible, providing a means to have their skills and qualifications recognized” (Guideline 12.6). Not adequately addressing labour market demands for all skill levels is likely to be costly for employers, since it will require retraining and could also result in the waste of much needed public funds for education. The lack of proper skills matching could contribute to increasing the precariousness of the labour market, since the unrecognized demand for low- and medium-skilled jobs often ends up being filled by short-term national contract and agency workers, and irregular migrant workers. This also increases the likelihood of workers moving to the informal economy; it can put workers at risk of exploitation and can affect economic productivity.

In line with the above indications, the ILO has recently issued a guide (ILO, 2017e) to help employment services providers, such as public employment services (PES) and private employment agencies (PrEA) and other authorities at the forefront of requests for supporting services to migrant workers, to particularly focus on skills recognition.

In the majority of developed countries, qualifications obtained within the formal education systems are valued and their recognition processes trusted. This is not usually the case in countries with modest formal education systems and a large informal economy. The latter implies that a great deal of learning takes place through both informal and non-formal means.<sup>16</sup>

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<sup>16</sup> Informal learning is part of everyday life and is not necessarily intentional. Non-formal learning takes place outside of the education institutions (schools, colleges, training centres and universities) and does not lead to any certificates. Non-formal learning often takes place at work.

Recognition of these skills may contribute to the reduction of informality and help to open new career and training pathways. Further, given the current global refugee crisis and its labour market implications, the importance of “recognition of prior learning” (RPL) for refugees was acknowledged in 2017 by the ILO member States at the 106th Session of the International Labour Conference through the adoption of the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), in particular section XI on refugees and returnees, which states at Art. 33:

...Members should include refugees in the actions taken with respect to employment, training and labour market access, as appropriate, and in particular:

...

(c) facilitate the recognition, certification, accreditation and use of skills and qualifications of refugees through appropriate mechanisms, and provide access to tailored training and retraining opportunities, including intensive language training;

(d) enhance the capacity of public employment services and improve cooperation with other providers of services, including private employment agencies, to support the access of refugees to the labour market.

Box 5.1 describes initiatives undertaken by Italy in this field.

#### **Box 5.1. Initiatives to improve coherence in skill matching of migrant workers: Italy**

To improve the effective integration of migrant workers in the labour market, some destination countries organize training courses based either on unilateral initiatives or on bilateral agreements with origin countries. Below are presented some examples of pilot initiatives recently completed in Italy and aimed at filling competency gaps identified by employers.

##### **Training abroad of migrant workers**

Section 13 of Legislative Decree No.286/98 (Consolidated Immigration Act) provides for the organization of training courses in the countries of origin of potential migrants. The courses include the Italian language, information on the Italian labour market and, possibly, specific vocational training on skills for which migrants might be recruited in Italy.

The skills for which potential migrants will be trained may be identified by employers' organizations, public and international institutions, and NGOs that have been in operation for at least three years. The training proposals are then assessed and approved by an inter-ministerial committee, chaired by the Ministry of Labour and Social Policy.

##### **Training in Italy of migrant workers**

There is another option for improving the skills matching of migrant workers with the

requirements of the Italian labour market. Foreign citizens who have initiated training in their countries of origin may participate in specific training initiatives in Italy within an enterprise, thereby gaining practical experience. The visa for study reasons will, in this case, provide the migrant with the opportunity of being employed during the period of practical training.

The promoters are the regions and provinces, which must provide a detailed training plan for each individual and establish controls and guarantees for the correct implementation of the plan, which in turn has to be linked to the vocational training already undertaken by the participants in their country of origin. The apprenticeship has to last a minimum of three months, and no more than 12 months.

### **Liaising with Italian entrepreneurs and enterprises to promote the implementation of training abroad and “on the job training” activities in Italy**

On the basis of Italian companies’ needs and opportunities, internships and circular mobility can offer support for the development of human capital and the consolidation of technical and professional skills in the labour markets of the countries of origin. An internship of a maximum of six months may be supported by the programme, provided that the company offering the internship has demonstrated activities in the worker’s country of origin. The foreign citizens of the following countries are included in the scheme: Albania, Egypt, Mauritius, Republic of Moldova, Morocco, Philippines, Serbia, Sri Lanka and Tunisia.

Source: Author, based on ILO, 2016c.

In general, having a certificate issued in the origin country does not qualify as a demonstration of knowledge and skills. The main recognition mechanisms are:

- *Unilateral recognition systems.* Recognition is made possible with reference to a national qualification system, which allows for recognition and skills portability.
- *Bilateral agreements between migration origin and destination countries.*<sup>17</sup> Skill recognition should be part of broader labour migration arrangements, aiming at creating favourable conditions for regular migration and for ensuring the protection of migrant workers’ rights.
- *Regional skills mobility.*<sup>18</sup> As part of economic and social integration, economic communities include mechanisms facilitating skills mobility. Priority seems to be given

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<sup>17</sup> For example, the bilateral agreements signed by Italy with Albania, Egypt, Republic of Moldova, Morocco and Sri Lanka. These agreements aim at promoting regular channels for migrant workers and facilitating the match between labour demand and supply (IOM, 2013).

<sup>18</sup> Mobility should not be restricted to a region. Occupational mobility is often the most efficient and fastest solution in responding to migration. An example is the case of Syrian refugees in Jordan who were supported by the ILO for skills development and certification to work in the construction sector. See: <http://www.ilo.org/beirut/media->

to skilled workers: e.g. in CARICOM, skilled workers at the professional level are entitled to move and work freely throughout the Caribbean region. The same applies to the ASEAN community, where mutual recognition agreements (MRA) have been negotiated for eight professional categories to move from one country to another in the region: engineers, nurses, surveying service providers, architects, accounting service providers, medical practitioners, dental practitioners and tourism professionals.

Skills recognition procedures for migrant workers usually include the recognition of formal qualifications which have been acquired in their home country. It is important to start the recognition process before arrival in the destination country, by requesting the competent institution of the origin country to legalize the documents so that they may be accepted by the authorities and institutions in the receiving countries.<sup>19</sup> The recognition process can be facilitated on the basis of an agreement reached between the origin and destination countries; bilateral agreements can include this provision as well.

The recognition of other forms of learning, not included in formal certificates, is made through systems for validation of prior learning, where they exist. In general, such recognition systems include the following steps:

- assessment of competences and identification of existing gaps;
- training, aimed at filling the gaps; and
- assessment of competences following the training, and issuance of a formal certificate.

In many low- and middle-income countries, however, no systems for recognition of prior learning exist. This is a particular issue for origin countries and return migrants trying to reintegrate into their domestic labour markets.

## **5.2 Partnerships among employment services**

The assessment of policy coherence at the implementation phase should consider the roles and relations of the key stakeholders. This section focuses on existing cooperation arrangements between public and private employment services.

Individuals find employment abroad through various channels. The main mediators are public employment services (PES) and private employment agencies (PrEAs), which are often the main actors in the implementation of national policies related to employment and labour migration. An analysis of the ways they operate can thus contribute to an assessment of the effectiveness of labour migration policies and their coherence with other policy domains.

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[centre/news/WCMS\\_542370/lang--en/index.htm](http://centre/news/WCMS_542370/lang--en/index.htm).

<sup>19</sup> The Hague Convention of 5 October 1961 abolishes the requirement of legalization for foreign public documents, including validation of diplomas and certificates issued in one of the signatory countries. At present there are 115 signatory countries to the Convention.

### **5.2.1 Legal framework**

The ILO Convention on Migration for Employment (Revised), 1949 (No. 97) stipulates that: “Each Member for which this Convention is in force undertakes to maintain, or satisfy itself that there is maintained, an adequate and free service to assist migrants for employment, and in particular to provide them with accurate information” (Art. 2) and “undertakes that it will, so far as national laws and regulations permit, take all appropriate steps against misleading propaganda relating to emigration and immigration” (Art. 3. ).

Services to migrant workers can be provided by both public and private employment services. Public employment services are described in Article 1 of the ILO Employment Service Convention, 1948 (No. 88), which states:

1. Each Member of the International Labour Organisation for which this Convention is in force shall maintain or ensure the maintenance of a free public employment service.
2. The essential duty of the employment service shall be to ensure, in co-operation where necessary with other public and private bodies concerned, the best possible organisation of the employment market as an integral part of the national programme for the achievement and maintenance of full employment and the development and use of productive resources.

Article 1 of the ILO Private Employment Agencies Convention, 1997 (No. 181) defines private employment agencies as:

any natural or legal person, independent of the public authorities, which provides one or more of the following labour market services:

- (a) services for matching offers of and applications for employment, without the private employment agency becoming a party to the employment relationships which may arise therefrom;
- (b) services consisting of employing workers with a view to making them available to a third party, who may be a natural or legal person (referred to below as a “user enterprise”) which assigns their tasks and supervises the execution of these tasks;
- (c) other services relating to jobseeking, determined by the competent authority after consulting the most representative employers and workers organizations, such as the provision of information, that do not set out to match specific offers of and applications for employment.

The Convention has been ratified so far by 32 countries worldwide. A campaign for its ratification was undertaken by the World Employment Confederation through the issue of a

toolkit on the benefits of ratifying it.<sup>20</sup> The campaign has taken place in Bangladesh, India, Jordan, Lebanon and Nepal.

### **5.2.2 Role of public employment services**

In some countries, PES can be designated as the implementer of the provisions on labour migration, included in bilateral labour agreements (BLA) concluded between origin and destination countries. Such agreements can include:

- procedures for the selection of suitable candidates for vacancies available;
- documents necessary to enter the country;
- work permits and residence permits;
- transport;
- the labour contract and its general provisions: ideally, a labour contract template is attached to the agreement. It should be written in several languages, including the language understood by the migrant. The foreign employer and migrant worker should sign a contract before departure;
- social insurance: if migrant workers benefit from social insurance systems in the employing country and what measures are foreseen for social protection of workers engaged in activities that are not covered by social insurance;
- remittances: specification of ways to transfer the earnings and savings of migrant workers;
- private houses in which women will do housekeeping work;
- mechanisms for voluntary return upon expiry of work contract; and
- access to health-care services in the destination country.

In addition to the obligations deriving from a bilateral agreement, PES can be tasked to provide support to migrant workers. In this case, the following services could be offered (ILO, 2017d):

- advice on how to gain access to job opportunities that could be available for jobseekers in both domestic and international labour markets;
- individual advisory services and assistance to jobseekers in accordance with their needs and in a timely manner;
- in-depth counselling services on an individual basis to those clients who require extra and prolonged assistance to help them into the labour market, both domestic and international;
- helping jobseekers in the identification of their skills and competences through the drawing of individual employment plans;

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<sup>20</sup> See: <http://www.wecglobal.org/index.php?id=45>.

- referral to training opportunities and employment promotion measures; and
- organizing pre-departure workshops for migrant workers on how to enhance CV/interviewing skills and on relevant information about the destination countries' labour market, legislation, language, etc.

### **5.2.3 Role of private employment agencies**

Private employment agencies can target specific groups of jobseekers and address market demands in a more flexible way. Some PrEAs operate only for the domestic labour market, others, specifically licenced by the competent authorities, provide assistance and technical support to migrant workers. The role of PrEAs in labour migration is not uniform and the following examples in box 5.2 can better illustrate how they work in this field.

#### **Box 5.2. Role of private employment agencies in labour migration: Examples from Ukraine, Republic of Moldova and Ethiopia**

##### **Ukraine**

According to the existing legal framework, the services provided by private employment agencies consist of selecting and recruiting workers for employment abroad, by delivering labour mediation services. Mediation services for jobseekers are provided free of charge and include: (i) provision of information on job vacancies and conditions of employment through publicity and the organization of job fairs; (ii) electronic mediation: matching offers of and applications for employment through IT; and (iii) pre-selection of candidates for specific job vacancies, following a precise set of requirements.

Source: Vakhitova, 2013.

##### **Republic of Moldova**

In 2013, PrEAs in the Republic of Moldova covered mostly low-skilled migrant workers. The jobs offered were related to elderly care, the construction and agricultural sectors, the hotel services industry or commerce. The main migration destination countries for work through PrEAs included Israel, Poland, the Russian Federation and the United Arab Emirates.

Source: Based on information from the EU-funded project “Effective Governance of Labour Migration and its Skill Dimensions”, implemented by the ILO.

##### **Ethiopia**

According to the provisions of Proclamation N. 923/2016, a strong role can be played by private employment agencies in the implementation of bilateral labour agreements. PrEAs can



assist migrant workers by:

- providing advice on how to gain access to job opportunities that could be available for jobseekers in the international labour market;
- helping jobseekers in the identification of skills and competences;
- referral to training opportunities and employment promotion measures;
- assisting foreign employers in the selection of potential migrants as part of the bilateral agreement; and
- organising pre-departure training in language and information on the receiving country.

Source: Based on ILO, 2017d.

#### **5.2.4 Cooperation between PES and PrEAs**

PES and PrEAs can work together in expanding their service provisions in order to reach a wider range of clients in an efficient and effective manner. There are many reasons why, and many ways in which, these types of partnerships can be successful:

- tackling the issue of high caseload and variety of clients' needs, and offering custom-tailored services to those most vulnerable and difficult to place; and
- addressing constraints due to limited resources.

Areas of possible collaboration could cover:

- improved access to labour market information. For example, PES and PrEAs may lack information on market needs in specific skills and job profiles. Cooperating and sharing information with partner organizations can help them to bridge this gap;
- standardization of service quality, considering that PES are implementing agencies of ministries of labour and PrEAs usually depend on the same ministry for licencing and monitoring;
- collaboration agreements in various fields including the sharing of vacancy databases;
- joint pre-departure training;
- joint events and projects;
- counselling to improve professional practices and services to employers and jobseekers, including socially disadvantaged groups; and
- joint training sessions for the unemployed and exchange of personnel to increase their qualifications.

### 5.3 Fair recruitment

Fair recruitment practices are the key to ensuring effective protection of migrant workers' rights, prevention of forced labour and trafficking, and reductions in the costs of labour migration as well as improvements in skills and job matching. Recruitment thus plays an important role in enhancing development outcomes for all those involved in the migration process. Successful recruitment is related to building synergies in a number of policy domains, including labour migration, employment and education/training.

In this context, the ILO has developed *General principles and operational guidelines for fair recruitment* (ILO, 2016b) aimed at informing the work of the ILO and its constituents in promoting and ensuring fair recruitment. Under point 10.1 (p. 6), the guidelines specifically state that

Governments should seek to assess labour market needs and ensure coherence between labour recruitment, migration, employment and other national policies, in recognition of the wide social and economic implications of labour recruitment and migration, and in order to promote decent work for all.

These principles and guidelines are based on a number of important sources, including international labour standards and ILO instruments, among others.

National laws and their enforcement often fall short of preventing and addressing abusive and fraudulent labour recruitment. As a result, in many parts of the world heavy costs are borne by workers seeking jobs abroad, especially the low-skilled. Excessive and unregulated recruitment costs paid by migrant workers to recruitment agents and other intermediaries are a major drain on their incomes that could otherwise have been sent home to their families. Migrants who become indebted to third parties have a higher chance of being trafficked or in forced labour. These issues arise in the context of other factors that limit positive migration outcomes, including obstacles to effective labour market integration, discrimination, low-quality jobs and exploitation in the workplace, skills waste and deskilling due to lack of skills recognition between countries.

Ensuring policy coherence among labour migration, employment and education/training policies, both at the national level and across migration corridors, could facilitate fair recruitment practices. The current efforts under SDG indicator 10.7.1 on measuring recruitment costs borne by the employee as a percentage of yearly income earned in the country of destination<sup>21</sup> could provide the much-needed information for evidence-based policy-making, and contribute to fostering coherence. The ILO and the World Bank are the custodians of this indicator and are currently collaborating on developing a methodology to measure it.

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<sup>21</sup> See: <https://sustainabledevelopment.un.org/sdg10>.

Further, in order to address the challenge of fair recruitment, the ILO has initiated a global Fair Recruitment Initiative (ILO-FAIR)<sup>22</sup> to contribute to: preventing human trafficking; protecting the rights of workers, including migrant workers; and reducing the cost of labour migration and enhancing its development impacts. This initiative is being implemented in close collaboration with governments, representative employers' and workers' organizations, the private sector and other key stakeholders.

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<sup>22</sup> See: [http://www.ilo.org/global/topics/fair-recruitment/WCMS\\_320405/lang--en/index.htm](http://www.ilo.org/global/topics/fair-recruitment/WCMS_320405/lang--en/index.htm).

# Chapter 6

## Sharing good practices in policy coherence

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### 6.1 Criteria for identification of good practices

The ILO Governing Body has recently approved a Partnership and Policy Coherence Strategy focused on promoting decent work through policy coherence, which is part of the ILO's Strategic Plan for 2018–21. It states:

The notion of policy coherence has long received strong endorsement within the ILO in order to achieve synergy between economic and social goals, and in recent years with environmental goals as well (ILO, 2017f, para. 1).

In this context, sharing experiences on migration policy can help in considering innovations and possibilities to improve policy coherence. This is usually achieved by comparing practices in a specific field with those of others (functional benchmarking) and identifying innovative experiences that might be a source of inspiration to policy-makers (see box 6.1). When analysing labour migration policy coherence in comparative terms, the diverse social, political and legal conditions of different national contexts should be kept in mind.

#### Box 6.1. Comparing international migration policies

One example for carrying out international policy comparisons is offered by the Migrant Integration Policy Index (MIPEX), elaborated by the Migration Policy Group, a non-profit European organization operating in the fields of equality and mobility and based in Brussels. All EU Member States are included, as well as Australia, Canada, Iceland, Japan, Republic of Korea, New Zealand, Norway, Switzerland, Turkey and the United States. MIPEX has developed 167 policy indicators to assess and compare what governments are doing to promote the integration of migrants. Terms, standards and policies make reference to UN and ILO Conventions on migration. The index has been validated by over 100 academics from 40 countries who assessed 150 different policy measures in place, using official and public documents as evidence. Their assessment is peer reviewed.

Another index proposed by the Center for Global Development measures migration policies of high-income migration-receiving countries. This index covers seven policy areas (aid, trade, investment, migration, environment, security and technology) leading to the annual establishment of the Commitment to Development Index (CDI). The CDI index analyses: (i) willingness to accept migrants from the developing world; (ii) how well those migrants are integrated; and (iii) whether the destination country has ratified international Conventions on

migration.

Sources: Migrant Integration Policy Index (MIPEX), available at: <http://www.migpolgroup.com/diversity-integration/migrant-integration-policy-index/>; Commitment to Development Index (CDI), available at: <https://www.cgdev.org/blog/which-countries-have-best-migration-policies>.

A good practice in a specific context is not necessarily a good practice everywhere. Some formal and content-related criteria need to be fulfilled before proposing a practice as a good or best one. Once published, a good practice can be peer reviewed by policy-makers working on labour migration issues in order to further validate it.

The following set of criteria can help determine what constitutes a good practice:<sup>23</sup>

<i>Relevance and innovativeness</i>	A “good practice” is a new approach that proves to be of strategic relevance/validity as the most effective way in achieving a specific objective.
<i>Validation and effectiveness</i>	<ul style="list-style-type: none"><li>• It has been successfully adopted with a positive impact on migrant workers. A description of the practice must show how migrant workers, men and women, have been involved in the process and have been able to improve their livelihoods.</li></ul>
<i>Feasibility and replicability</i>	<ul style="list-style-type: none"><li>• It is easy to learn and to implement in other contexts.</li></ul>
<i>Participatory nature</i>	<ul style="list-style-type: none"><li>• The participation of migrant workers and/or beneficiaries is encouraged.</li></ul>
<i>Sustainability</i>	<ul style="list-style-type: none"><li>• Capacity is institutionally, socially, economically and environmentally sustainable.</li></ul>
<i>Gender sensitivity</i>	<ul style="list-style-type: none"><li>• Awareness of the different needs, roles, and responsibilities of women and men.</li></ul>
<i>Non-discrimination</i>	<ul style="list-style-type: none"><li>• Non-discriminatory approach has been adopted throughout the migration policy cycle.</li></ul>

Bearing in mind that practices may change over time and across national contexts, the grid set out in table 6.1 may be helpful.

<sup>23</sup> The criterion of gender sensitivity is based on *ILO Guidelines for gender-sensitive employment creation for district councils in Tanzania* (ILO, 2008b). The criterion on non-discrimination makes use of the definition of discrimination as defined in the ILO Discrimination (Employment and Occupation) Convention, 1958 (No. 111) in Article 1 as “any distinction, exclusion or preference made on the basis of race, colour, sex, religion, political opinion, national extraction or social origin, which has the effect of nullifying or impairing equality of opportunity or treatment in employment or occupation”.

**Table 6.1. Good practice grid**

<i>General information</i>	
<b>Title</b>	Name of practice
<b>Description</b>	Details of practice and methodological approach
<b>Date and place of practice</b>	Geographical location of practice and when it has been implemented
<b>Stakeholders and partners</b>	Who are the beneficiaries, users, institutions, partners, implementing agencies and donors involved in the practice?
<i>Indicators of success</i>	<i>Dimensions to be analysed</i>
<b>Duration of the practice</b>	Is the practice still operational?
<b>Relevance</b>	To what extent does a practice succeed in achieving its targeted results?
<b>Validation</b>	In what way and by whom has the practice been validated?
<b>Innovation</b>	In what way is this practice innovative compared to other similar ones?
<b>Sustainability</b>	What makes the practice sustainable?
<b>Replicability and/or scaling</b>	Can a practice be potentially transferred and applied to different geographical areas, target groups, institutions and societies? Can it potentially be scaled up and practised more widely (nationally, regionally, internationally)? Or can it potentially be scaled down and replicated in a smaller context?
<b>Participatory nature</b>	Have migrant workers been involved? And how?
<b>Gender sensitivity</b>	How have gender aspects been addressed?
<b>Non-discrimination</b>	Is non-discrimination integrated throughout the migration process, with attention to groups of migrant workers that may be exposed to situations of vulnerability?

Source: Author, based on ILO, 2014a, 2014b.

Some examples of good practice, using the grid, are presented in tables 6.2, 6.3 and 6.4.

**Table 6.2. National Immigrant Support Centre (CNAI), Portugal**

<b>General information</b>	
<b>Title</b>	National Immigrant Support Centre (CNAI) <sup>1</sup>
<b>Description</b>	The Support Centres (CNAI) were created to help immigrants in their process of integration in Portugal. The approach chosen is aimed at addressing cultural and language differences and the difficulties linked to dealing with many institutions in charge of the integration process. Bringing together in the same space the different services and institutions dealing with immigrants proved to be an effective and valuable tool.
<b>Date and place of practice</b>	Portugal, since 2004
<b>Stakeholders and partners</b>	Beneficiaries: immigrants in the process of integration  Institutions involved: Foreigners and Borders Service, Social Security, Authority for Working Conditions (ACT), Ministry of Health, Ministry of Education  Other partners: immigrant associations and NGOs
<b>Indicators of success</b>	<i>Dimensions to be analysed</i>
<b>Duration of the practice</b>	Ongoing.
<b>Relevance</b>	Immigrants faced difficulties in the interaction between different public services in several places, with different ways of operating and, sometimes, with incompatible times. A great number of immigrants in Portugal were experiencing difficulties in communication due to both linguistic and cultural differences.
<b>Validation</b>	CNAI was featured as an example of good practice in the first edition of the <i>Handbook on integration for policy-makers and practitioners</i> (EC, 2005). It was also distinguished in 2005 by Deloitte and <i>Economic Diary</i> by winning first place for “Good Manners in the Public Sector” in the category of client support.
<b>Innovation</b>	The “one-stop shop” approach brings together services from five different ministries, otherwise usually working in isolation, for targeting different immigrants’ needs.

<b>Sustainability</b>	The initiative is not project-based, but is fully supported by participating institutions and is duly budgeted.
<b>Replicability and /or scaling</b>	The principles of the “one-stop shop” are well known and easily applicable in any country. Additionally, in February 2009 the authorities involved in CNAI issued a handbook on how to implement a one-stop shop for immigrant integration which can facilitate the application in other contexts. The experience has been applied to Portuguese cities, but the model is equally valid for other situations.
<b>Participatory nature</b>	Immigrant associations contribute to the creation of innovative services for meeting the specific needs of immigrants that previously were not addressed by the existing structure, namely support for family reunification as well as legal, social and employment assistance.
<b>Gender sensitivity</b>	Activities are oriented toward all migrant women and men and their families, ensuring that the different needs and interests of men and women are adequately addressed.
<b>Non-discrimination</b>	One of the CNAI’s strengths is to overcome any linguistic and cultural barriers through the intervention of socio-cultural mediators of different origins who have mastered various languages.

Note: For further information on CNAI, see: [www.acm.gov.pt/-/cna-lisboa](http://www.acm.gov.pt/-/cna-lisboa).

**Table 6.3. Extended migration profile of the Republic of Moldova**

<b>General information</b>	
<b>Title</b>	Extended migration profile of the Republic of Moldova
<b>Description</b>	The extended migration profile (EMP) aims to enhance policy coherence and evidence-based policy-making, and to mainstream migration into the development planning in the country. Data is collected based upon a set of agreed indicators, analysed by experts, then discussed and endorsed by a Technical Working Group (TWG) made up of representatives of national stakeholder institutions working on migration issues.



<b>Date and place of practice</b>	Republic of Moldova
<b>Stakeholders and partners</b>	<p>Ministry of Foreign Affairs and European Integration (MFAEI); Ministry of Internal Affairs; Ministry of Labour, Social Protection and Family (MLSPF); Ministry of Economy (MEc); Ministry of Health (MOH); Ministry of Information Technology and Communications (MITC); Ministry of Education (Med); Ministry of Constructions and Regional Development.</p> <p>National Bureau of Statistics (NBS); National Bank of Moldova (NBM); Border Guard Service (BGS); National Employment Agency (NEA); Academy of Sciences of Moldova (ASM); National House of Social Insurances; National Commission for Population and Development (NCPD); Moldovan State University; Centre for Combating Trafficking in Persons (CCTP); National Centre for Personal Character Data Protection.</p> <p>National Confederation of Trade Unions from Moldova; National Confederation of Employers' from Moldova.</p> <p>EU delegation, ILO, IOM, UNDP, UNICEF, UNHCR, UNFPA, UN Women, World Bank.</p>
<b>Indicators of success</b>	<b><i>Dimensions to be analysed</i></b>
<b>Duration of the practice</b>	<p>The International Organization for Migration (IOM) has published EMP reports since the initiation of the exercise in 2010. The ILO provided technical inputs and advice to the first report covering a detailed analysis of migration data from 2005 to 2010 (IOM, 2012). Further reports have been prepared in consultation with a broad range of government and non-governmental stakeholders and published as a country-owned tool. For coordinating the regular production of the EMP, the Government appointed the Bureau of Migration and Asylum (BMA) of the Ministry of Internal Affairs, jointly with the TWG. The latest EMP, covering 2009 to 2014, was published in 2017 (IOM 2017).</p>
<b>Relevance</b>	<p>The tool offers to any public and private organization reliable data and detailed analyses on different aspects of migration in the Republic of Moldova.</p>
<b>Validation</b>	<p>The EMP process has been constantly monitored by the TWG, and</p>

	discussed before its finalization by experts and stakeholders in a public meeting in Chisinau. The reports are published on the IOM website. The practice has also been appreciated by the Moldovan Government that has taken ownership of the process from the IOM.
<b>Innovation</b>	Country migration profiles are usually project-based or donor-supported initiatives. With the EMP, however, the process has been gradually transferred to the Government of the country in parallel with investment on capacity development of the relevant stakeholders.
<b>Sustainability</b>	The initiative has proved to be sustainable, as the Government of Moldova has decided to produce the EMP on its own. The enhanced capacity of the TWG and other partners in the process ensure quality and permanent results.
<b>Replicability and/or scaling</b>	The experience is easily replicable, provided that the beneficiary country takes ownership and there is enough technical capacity among the relevant partners.
<b>Participatory nature</b>	Social partners, migrant organizations and NGOs assisting migrants have been involved during the drafting process and in the final public consultation.
<b>Gender sensitivity</b>	The EMP took on board gender issues linked to migration.
<b>Non-discrimination</b>	The scope of the EMP provides objective and reliable information on migration, preventing discrimination especially for groups of migrant workers that may be exposed to situations of vulnerability.

**Table 6.4. ILO International Labour Migration Statistics Database**

<b>General information</b>	
<b>Title</b>	International Labour Migration Statistics (ILMS) Database
<b>Description</b>	The ILO global database on labour migration statistics was originally inspired by the Canadian-funded project entitled “ASEAN TRIANGLE” which compiled a database of international labour migration statistics covering the ten countries of the Association of Southeast Asian Nations (ASEAN): Brunei Darussalam, Cambodia, Indonesia, Lao People’s Democratic Republic, Malaysia, Myanmar,

	<p>Philippines, Singapore, Thailand and Viet Nam.</p> <p>The work was launched in response to an identified lack of a reliable, comparable and up-to-date statistical database that could be used for enumerating and profiling international migrant workers in the ASEAN region.</p> <p>Development of the ILMS Database included validating, annotating and collating the information from relevant surveys and administrative records produced in the ASEAN region.</p>
<b>Date and place of practice</b>	Ongoing, at ILO Headquarters, Geneva
<b>Stakeholders and partners</b>	Government representatives of participating ILO member States, including national statistical authorities, and ministries responsible for managing international labour migration
<b>Indicators of success</b>	<i>Dimensions to be analysed</i>
<b>Duration of the practice</b>	Following two successful rounds of data collection – launched in November 2013 and July 2014 – the ILMS Database is currently hosted as a special collection within the ILO’s ILOSTAT Database and freely available to users online. <sup>1</sup>
<b>Relevance</b>	Improving labour migration data collection and dissemination has been a critical factor in the ASEAN region for supporting economic development and regional integration, as well as facilitating intraregional labour mobility.
<b>Validation</b>	Data is provided by national statistical offices and validated by the ILO Statistics Department (ILOSTAT).
<b>Innovation</b>	Using existing data collected through labour force surveys (LFS) and other sources facilitated the establishment of a sound database on international labour migration.
<b>Sustainability</b>	Enhancing the capacity of national statistical services and of institutions in charge of labour migration guarantees that data collection and analyses will continue in the future. In order to ensure coherence in the approach in all countries involved, and train new-coming staff, the ILO has published a <i>Guide on developing an international labour migration statistics database in ASEAN:</i>

	<p><i>Towards more effective data collection and sharing</i> (ILO, 2015a).</p> <p>The ILO has signed a Memorandum of Understanding with Statistics Korea in order to further enhance data collection in the Asia-Pacific region and enrich the ILMS Database.</p>
<b>Replicability and/or scaling</b>	<p>The ILO labour migration statistics database for the Arab States is modelled on the ASEAN TRIANGLE project and is currently published on the ILOSTAT portal. The ILO is gradually extending the ILMS to cover all ILO member States.</p>
<b>Participatory nature</b>	<p>All countries involved had a very active role in collecting data and following up the process of the database creation.</p>
<b>Gender-sensitivity</b>	<p>All data has been gender-disaggregated.</p>
<b>Non-discrimination</b>	<p>Sound statistics contribute to preventing and addressing discrimination against the most vulnerable migrant workers, and to designing well-targeted and evidence-based labour migration, employment and education/training policies.</p>

Note: <sup>1</sup>The ILMS is available at: <http://www.ilo.org/global/statistics-and-databases/lang--en/index.htm>.

# Chapter 7

## Guidelines on promoting coherence among employment, education/training and labour migration policies<sup>24</sup>

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### 7.1 Guidelines for policy design

The following indications may prove valuable in giving practical effect to the principles listed below. A specific guide would be needed in order to operationalize these general principles.

#### 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.*

#### Guidelines

- 1.1. Have a clear understanding of the roles of the different actors, and encourage multi-stakeholder participation for enhancing the policy design.
- 1.2. Prepare a strategy for the active engagement of all relevant institutions and key actors that need to be involved and consulted during the policy design phase, including employers' and workers' organizations, civil society, etc.;
- 1.3. Consider the role of the different levels of government in labour migration: national, regional and local.
- 1.4. Make sure that key stakeholders are aware of labour migration issues at stake, including gender aspects, and are in a position to actively contribute to the policy-drafting process.

#### Principle 2

*Labour migration policies are evidence-based, gender-sensitive, and reflect real labour market needs.*

#### Guidelines

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<sup>24</sup> These guidelines are partially based on ILO, 2006, 2016b; OECD, 2012.

2.1. Improve the collection and production of gender-disaggregated, labour migration statistics at national and regional levels, in particular on the number of migrant workers, their distribution by sector, and employment patterns.

2.2. Carry out labour market needs assessments at all skill levels, not just for high-skilled occupations, and share results with relevant institutions, policy-makers and other stakeholders. Public employment services (PES) are well-suited, where mandated to work with migrant workers, to carry out skills assessments and forecasting.

2.3. Analyse potential unintended policy effects (positive or negative) in the short, medium and long term. In case of negative developments, consider mitigation scenarios.

2.4. Consider economic, social and environmental repercussions and costs of policy options, including gender aspects.

### **Principle 3**

*Labour migration policy contains clear commitments, is budgeted and time-bound.*

#### **Guidelines**

3.1. Include a well-articulated national policy statement on labour migration, making clear the government's commitment.

3.2. Include in the policy document: strategic objectives, baselines and targets, as well as performance indicators.

3.3. Map all potential sources of financing (public, private, domestic, international), as well as complementarities with funding granted to other policy areas such as employment and education/training to reflect the growing cross-cutting nature of policy-making.

3.4. Ensure that labour migration policy and its respective budget allocations will reinforce each other.

3.5. Where appropriate, consider the creation of enabling conditions for diversification of funding sources, and attract contributions from private sources and the international donor community.

### **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.*

### **Guidelines**

4.1. Give due consideration to all relevant policy interlinkages and their potential impacts, as well as incorporating a gender perspective in all policy aspects.

4.2. Align labour migration policy with employment, education/training and other national or sector policies/strategies. Propose integrated approaches, where relevant, to policy outputs in order to achieve more coherent policy responses and promote a whole-of-government approach.

4.3. Carry out analyses on contextual factors (governance, transparency, knowledge, etc.) that might impede or facilitate the policy coherence process, and having a strategy on how to address impeding/negative aspects.

4.4. Assess the impact of labour migration on the domestic labour market, with particular reference to the risk of brain drain and brain waste, and their impact on the development prospects of origin countries. Labour migration policy should therefore be combined with employment measures, facilitating job creation and training/retraining opportunities for both national and migrant workers.

### **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.*

### **Guidelines**

5.1. Be guided in the policy design process by relevant international norms (such as UN and ILO migrant-related Conventions), including the ILO Declaration on Fundamental Principles and Rights at Work, in order to protect the basic human rights of migrant workers, including those in irregular status.

5.2. Recognize the needs of different migrant groups on the labour market: potential, current, return and transit migrant workers, and apply a gender-sensitive approach.

### **Principle 6**

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

## **Guidelines**

6.1. Duly reflect efforts at all levels (bilateral, regional and multilateral) among governments, social partners and other stakeholders as an essential pillar for enhancing labour migration governance, including in the frameworks of regional economic communities.

6.2. Include measures for securing improved development outcomes of labour migration for migrant workers and their families, as well as for countries of origin and destination.

## **7.2 Guidelines for implementation and monitoring**

### **Principle 7**

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

## **Guidelines**

7.1. Make sure that there are well-established, functioning mechanisms for collaboration and coordination among different levels of government – local, regional and national – in charge of labour migration policy, as well as other relevant key stakeholders such as employers’ and workers’ organizations.

7.2. Strategically locate coordination mechanisms within government structures in order to be able to address policy tensions in a timely manner and ensure coherence throughout the implementation process, including due consideration for gender equality and mainstreaming.

7.3. Ensure that coordination mechanisms are able to provide feedback into the next cycle of policy drafting, building on lessons learned and good practices.

### **Principle 8**

*There are monitoring mechanisms and tools in place to assess labour migration policy implementation.*

## **Guidelines**

8.1. Put in place transparent monitoring and reporting systems to collect up-to-date and reliable evidence to assess progress in implementation. The system should ideally cover the entire policy cycle (identification, design, adoption, implementation and assessment).

8.2. Use the indicators of success identified in the labour migration policy effectively, including those that capture policy interlinkages across sectors (e.g. number of migrant workers having jobs abroad corresponding to their skill levels).



8.3. Dedicate sufficient financial resources for monitoring to take place continuously, and be in a position to assess implementation at any given point in time, and, if required, take adequate measures of redress.

8.4. Create mechanisms and tools for labour migration policy to be able to adjust to new policy developments, needs and priorities in a timely manner, and/or as negative feedback emerges in the course of implementation.

8.5. Maintain active dialogue on appropriate governance mechanisms between origin and destination countries, so as to be able to include findings in the implementation process of the national labour migration policy.

8.6. Actively engage the social partners in the periodic review process to ensure that adjustments to policy coherence are carried effectively out.

## ANNEX I

### **Initial mapping of migration, employment and education/training policies**

This annex provides a general overview of existing policy frameworks, institutional arrangements and tools. As discussed in Chapter 2, it is a first attempt to gain a comprehensive overview of policy coherence at the national level regarding three policy areas of interest: national migration, employment, and education and training policies, as well as tools for the recognition of qualifications. It has the following structure:

- Column 1 gives the name of the country under consideration.
- Column 2 refers to membership in regional economic communities which envisage the possibility of skills mobility.
- Column 3 provides information on the ratifications of the ILO Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143); the ILO Migration for Employment Convention (Revised), 1949 (No. 97); and the UN International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, offering indications of the coherence of national policies with international standards on labour migration.
- Column 4 provides information on the existence of a general national migration policy or a specific national labour migration policy.
- Column 5 is based on the ILO EmPoL Database and contains information on the presence or otherwise of a national employment policy.
- Column 6 contains information on the presence or otherwise of an implementing agency/institution in charge of labour migration at the national level.
- Column 7 contains information on national education plans and strategies.
- Column 8 displays information on existing recognition tools, with specific reference to national qualification systems.
- Column 9 summarizes interlinkages among national employment, labour migration and education/training policies.

## List of countries covered

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### Africa

Algeria  
Benin  
Burkina Faso  
Burundi  
Cameroon  
Chad  
Comoros  
Côte d'Ivoire  
Ethiopia  
Ghana  
Kenya  
Liberia  
Madagascar  
Mali  
Morocco  
Mozambique  
Namibia  
Niger  
Rwanda  
Sao Tome and Principe  
Senegal  
Seychelles  
South Africa  
Tanzania, United Republic  
Togo  
Uganda  
Zambia

### Arab States

Iraq  
Jordan  
Saudi Arabia

### Asia

Cambodia  
China  
Mongolia  
Nepal  
Philippines  
Sri Lanka  
Viet Nam

### Americas

Barbados  
Belize  
Costa Rica  
Guatemala  
Jamaica  
Mexico  
Nicaragua  
Panama  
Peru

### Europe

Albania  
Armenia  
Bosnia and Herzegovina  
Kyrgyzstan  
Macedonia, The Former Yugoslav Republic of  
Moldova, Republic of  
Montenegro  
Russian Federation  
Serbia

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
<b>Africa</b>								
<b>Algeria</b>	Arab Maghreb Union	C97 (excluding provisions of Annex II)  UN 1990		National Employment Policy, drafted in 2008 and adopted by the Government within the 2010–2014 Five Year Plan	The National Employment Agency (ANEM), together with licenced private employment agencies, looks after job matching within the country	Five Year Plan 2014–2018		
<b>Benin</b>	ECOWAS	C143	Strategic directives included in the Déclaration de politique de population (DEPOLIPO), adopted 1996, revised 2006 <sup>26</sup>	Strategy for the Reduction of Poverty <sup>27</sup>	The Public Employment Agency is in charge of supporting jobseekers both within the domestic labour market and abroad  Some private employment agencies take care of migration of highly-skilled workers toward other African countries and to	Ten Year Plan for the education sector, third phase 2013–2015	Development and implementation of qualifications framework	The national Strategy for the Reduction of Poverty mentions migration in terms of situation analyses

<sup>25</sup> ILO Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143) (hereafter C143); ILO Migration for Employment Convention (Revised), 1949 (No. 97) (hereafter C97); UN International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, 1990 (hereafter UN 1990).

<sup>26</sup> Implementation is in the competence of several ministries and other institutions.

<sup>27</sup> See IMF, 2011.

Country (1)	Membership in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
					Canada			
<b>Burkina Faso</b>	ECOWAS	C143 C97 UN 1990	National Migration Strategy, 2017	National Employment Policy (PNE), March 2008 <sup>28</sup>	The National Employment Agency (ANPE) is in charge of labour migration  Licenced private employment agencies also operate	Development Programme for Education and Training (PSEF) 2012–2021	Development and implementation of qualifications framework	The National Employment Policy includes returnees, as a specific migrant group, under the employment promotion objective
<b>Burundi</b>	COMESA EAC ECCAS		National Migration Policy, 2015	National Employment Policy (PNE), 2014	Decree n° 100/92 of 31 May 2010 pertaining to the creation and implementation of Burundian agency for Youth Employment (ABEJ)	Development Programme for Education/Training 2012–2020, July 2012	Development of national qualifications framework, under the umbrella of EAQFHE <sup>29</sup>	
<b>Cameroon</b>	ECCAS	C143 C97 (excluding	National Migration Law n° 97/012 of 10 January	National Employment Policy: Strategy and	Decree n° 007/PM of 13 February 2002 creating a National Observatory for Education and Vocational	Strategy for Education and Training 2013–2020	Development and implementation of qualifications framework	The National Employment Policy calls for putting in place

<sup>28</sup> Available at: [https://webcache.googleusercontent.com/search?q=cache:VzP-h23LtkgJ:https://info.undp.org/docs/pdc/Documents/BFA/00050736\\_Politiquenationale%2520de%2520%2520l%27emploi.%2520adopte%252025%2520mars%25202008.doc+&cd=3&hl=it&ct=clnk&gl=it](https://webcache.googleusercontent.com/search?q=cache:VzP-h23LtkgJ:https://info.undp.org/docs/pdc/Documents/BFA/00050736_Politiquenationale%2520de%2520%2520l%27emploi.%2520adopte%252025%2520mars%25202008.doc+&cd=3&hl=it&ct=clnk&gl=it)

<sup>29</sup> The East African Qualifications Framework for Higher Education (EAQFHE) was developed and approved by the EAC Council of Ministers on 30 April 2015.

Country (1)	Membership in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
		<i>provisions of Annexes I to III)</i>	1997, revised 2008	Implementation, December 2007 Strategy on Migration and Development (DSCE)	Training Decree n° 93/570 of 15 July 1993 stating the various methods of worker placement			policies for migration management
<b>Chad</b>	ECCAS			National Policy on Employment and Vocational Training (PNEFP), April 2014		Interim Strategy for Education and Literacy 2013–2015, July 2012		
<b>Comoros</b>	COMESA			Document-Framework for the National Employment Policy, June 2013		Interim Education Plan 2013–2015, January 2013	Development and implementation of qualifications framework	
<b>Côte d'Ivoire</b>	ECOWAS		No separate National Labour Migration	National Employment Policy, 2012	The Public Employment Agency has the duty to support labour migration, but lacks capacity	Plan for education/training sector 2016–2025, April 2017	Development and implementation of qualifications framework	See note <sup>30</sup>

<sup>30</sup> The National Employment Strategy recognizes that Côte d'Ivoire has been both an origin and destination country, and sees the diaspora as an asset in terms of human resources, skills and professional experience, as well as for financial capital, which could be used for productive investment and job creation.

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
			Policy Situations are dealt with according to general immigration legislation		Private employment agencies need a special licence to work on labour migration			
<b>Ethiopia</b>	COMESA IGAD		Overseas Employment Proclamation (No. 923 /2016), January 2016  Ethiopia-EU Common Agenda on Migration and Mobility	National Employment Policy and Strategy, April 2016	The Ministry of Labour and Social Affairs is in charge of policy implementation and the private employment agencies are in charge of recruitment of workers.  The Ministry of Labour and Social Affairs (MOLSA) established a new Overseas Employment Directorate in early 2017, which works exclusively on labour migration and return and reintegration of Ethiopian migrant workers	Education Sector Development Programme V (ESDP V) 2008–2012 E.C. 2015/16–2019/20 G.C. Programme Action Plan	NQFs in TVET sector  TVET centres are responsible for implementing pre-departure rights and occupation-based training	The National Employment Policy and Strategy contains goals and strategies on labour migration and employment of foreign nationals in Ethiopia

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/ strategy/ action plan (4)	National employment policy/strategy/ action plan (5)	Implementing agencies in charge of labour migration (6)	National education/ training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
<b>Ghana</b>	ECOWAS	UN 1990	National Migration Policy for Ghana, April 2016  Ghana National Commission on Migration (GNCM) <sup>31</sup>	National Employment Policy 2015  Medium-Term National Development Policy Framework, Ghana Shared Growth And Development Agenda 2014–2017	Public employment services have a limited role in supporting migrant workers, while private employment agencies are more active	Education Strategic Plan (ESP) 2010–2020 <sup>32</sup>	NQFs in TVET <sup>33</sup> sector	See note <sup>34</sup>
<b>Kenya</b>	COMESA  IGAD  EAC	C143  C97 (excluding provisions)	Draft Kenya National Migration Policy, set for validation	Sessional Paper No. 4 of 2013 On Employment Policy and Strategy for Kenya	National Coordination Mechanism on Migration (NCM), a government-led interagency migration coordination body, tasked	Kenya Education Sector Support Programme 2005–2010	NQFs in TVET Sector	Sessional Paper No. 4 discusses the administration of labour migration

<sup>31</sup> Authorized body specifically mandated to manage migration and its related issues as well as provide interventions in line with the National Migration Policy.

<sup>32</sup> See Ghana, 2012.

<sup>33</sup> The National TVET Qualifications Framework (NTVETQF) aims to improve and increase the different pathways for TVET graduates. It is administered by the Council for Technical and Vocational Education and Training (COTVET).

<sup>34</sup> The National Employment Policy has prioritized migration for development as a major area for policy intervention mainstreaming migration into national development frameworks. The National Migration Policy envisages the involvement of employers' and workers' organizations as institutional arrangements for policy implementation.



Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
		<i>of Annexes I to III)</i>			with delivering the National Migraton Policy	National Education Sector Plan, March 2014		
<b>Liberia</b>	ECOWAS			Employment Policy, 2009	No support is provided to migrant workers by public employment services  Article 1 of the Labour Code forbids the recruitment of Liberian citizen to work abroad <sup>35</sup>	Education Sector Plan 2010–2020	Developing NQFs in TVET Sector	
<b>Madagascar</b>	COMESA SADC	C97 ( <i>excluding provisions of Annex III</i> )  UN 1990	National Assessment on Labour Migration Report, 2016  National migration policy under development	National Employment and Vocational Training Policy (PNEFP)		Interim Plan for Education 2013–2015	No NQF <sup>36</sup>	The National Employment and Vocational Training Policy mentions the role of the diaspora for labour market intermediation

<sup>35</sup> See: [http://www.ilo.org/dyn/natlex/natlex4.detail?p\\_lang=en&p\\_isn=70656&p\\_classification=01.02](http://www.ilo.org/dyn/natlex/natlex4.detail?p_lang=en&p_isn=70656&p_classification=01.02).

<sup>36</sup> The National Employment and Vocational Training Policy (PNEFP) provides a framework for the future NQF development and implementation.

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
<b>Mali</b>	ECOWAS	UN 1990	National Migration Policy, 2014	Framework for National Employment Policy, March 2012  National Action Programme for the Reduction of Poverty via Employment	The Centre for Migration Management and Information (CIGEM) and the public employment services do not provide specific support to migrant workers	Investment programme for the education sector  Description of third phase 2010–2012  Interim Plan for the Education Sector 2015–2016	Pursuing a curricula framework; developing adult basic education curricula focusing on outcome-oriented and competency-based training which could be integrated at a later stage into an NQF	See note <sup>37</sup>
<b>Morocco</b>	Arab Maghreb Union	UN 1990	National Strategy on Immigration	National Employment Strategy for the	National Agency for Skills and Employment Promotion (ANAPEC)	VET strategy  New draft CVET	Cadre National des Certifications (CNC)	Management of labour migration has been included

<sup>37</sup> The National Employment Policy will contribute to the implementation of the National Migration Policy through the following measures: strengthening international cooperation to protect the rights of migrant workers and, where appropriate, to regularize their status; strengthening the capacity of employers' and workers' organizations and social dialogue with regard to migrant workers; and supporting the productive use of migrant remittances.

Country (1)	Membership in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
			and Asylum, 2014  EU-Morocco Mobility Partnership Agreement	Kingdom of Morocco, 2015	The Ministry of Employment has a specific directorate dealing with labour migration. There is a Ministère délégué auprès du Ministre des Affaires Etrangères et de la Coopération Internationale, chargé des Marocains Résidant à l'Étranger et des Affaires de la Migration which also deals with labour migration issues	law in approval process		in the National Employment Strategy among the cross-cutting objectives on social equity
<b>Mozambique</b>		UN 1990	National Policy on Population (PNP)	National Employment Policy <sup>38</sup>	The Provincial Migration Services under the Ministry of Interior looks after migration-related issues such as visa issuance and border control	Strategic Plan for Education and Culture 2012–2016	The NQF aims to map the various entry and exit pathways in the TVET system	The National Employment Policy contains measures on labour migration
<b>Namibia</b>	SADC		The Government of Namibia drafted and validated a National	Namibian National Employment Policy 2013–2017: Achieving Sustainable,	A Technical Working Group (TWG) committee under the leadership of the Ministry of Labour, Industrial Relations and	Sector Policy on Inclusive Education, 2013  Education and Training Sector	NQFs in TVET sector	

<sup>38</sup> See: <http://www.mitess.gov.mz/sites/default/files/press-release/files/Versao%20Final%20da%20Politica%20de%20Emprego%20%2026.05.16%2016.37.pdf>.

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
			Labour Migration Policy (NLMP) with national stakeholders in April 2017. The NLMP integrates ILO standards on migration and other ILO policy guidance tools including the Fair Migration Agenda and the Multilateral Framework on Labour Migration and is in line with the SADC	Productive and Decent Employment and Incomes for All Namibians, June 2013	Employment Creation (MLIREC) drafted the national labour migration policy. <sup>39</sup>	Improvement Programme (ETSIP)		See note <sup>40</sup>

<sup>39</sup> The committee consisted of representatives from eight line ministries, NGOs, civil society and labour unions in Namibia.

<sup>40</sup> The National Labour Migration policy is aligned with the following: the Southern African Development Community (SADC) Regional Labour Migration Policy Framework, the SADC Labour Migration Action Plan, and Article 19 of the Protocol on Employment and Labour dedicated specifically to labour migration and migrant workers.

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
			Labour Migration Policy Framework					
<b>Niger</b>	ECOWAS	UN 1990		National Employment Policy	The National Agency for Employment provides support to migrant workers  No legislation available for private employment agencies to allow their intermediation in labour migration	Education and Training Programme 2014–2024. <sup>41</sup>	Development and implementation of qualifications framework	
<b>Rwanda</b>	COMESA EAC ECCAS	UN 1990	National Migration Policy and Strategies, 2008 (under revision)	National Employment Policy, revised 2017	National Security Service Directorate General of Immigration and Emigration	Education Sector Strategic Plan 2013–2018	NQFs in TVET sector and in higher education	In the revised National Employment Policy, there are specific policy components on both skills and employability, and on migrant workers

<sup>41</sup> The plan was finalized in 2013, covers all the sub-sectors under education and includes the starting and implementation of the system.

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
<b>Sao Tome and Principe</b>	ECCAS	UN 1990		National Employment Policy and Strategies  Project of National Employment Policy was drafted in 2015 <sup>42</sup>		Education Sector Plan 2007–2017  Education policy roadmap, Vision 2022–, covering 2012–2022		
<b>Senegal</b>	ECOWAS	UN 1990	Répertoire opérationnel des emplois et métiers (ROME), 2011  Système d'information pour la gestion efficace des migrations (SIGEM), 2011, a	National Employment Policy Project,	National Agency for the Promotion of Youth Employment  There is no specific mention in the legislation of a role in labour migration for private employment agencies	National strategy for the education sector 2013–2025	Directorate of Examinations, Vocational Examinations and Certification (DECPC) under the Ministry of Vocational Education, Apprenticeship and Crafts <sup>43</sup>	In the National Employment Policy a return and reintegration programme is envisaged <sup>44</sup>

<sup>42</sup> See: <https://info.undp.org/docs/pdc/Documents/STP/POLITIQUE%20NATIONALE%20EMPLOI.pdf>.

<sup>43</sup> Ministère de la Formation Professionnelle, de l'Apprentissage et l'Artisanat (MFPAA) is responsible for assessing Senegalese qualifications. Qualification assessments are available regardless of the learning process, whether formal, non-formal or informal. The organization of the assessment process allows any learner to sit for assessment.

<sup>44</sup> "Formulation et Mise en oeuvre d'un Programme d'insertion et de réinsertion des Sénégalais émigrés volontaires pour le retour".

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
			database of potential migrants					
<b>Seychelles</b>	COMESA	UN 1990	Seychelles has started the process of developing a labour migration policy. A situational analysis is being carried out with ILO support.	National Employment Policy and Strategies		Education Sector Medium Term Strategic Plan 2013–2017  Beyond Education Reform Plan 2009–2010	Comprehensive qualification framework	The National Employment Policy calls for mechanisms to counter the migration of skilled workers, especially in education and health
<b>South Africa</b>	SADC		White Paper on International Migration,	National Planning Commission National	Employment Services Act, 2014	National Plan for Higher Education, Government	Comprehensive qualification framework	See note <sup>45</sup>

<sup>45</sup> The National Development Plan includes detailed analyses of the labour migration situation in the country. It points to the need to adopt a more open immigration approach to expand the supply of high-level skills. It also mentions that there is little regional legislation, however, beyond the SADC Protocol on the Facilitating of Movement of Persons. The White Paper on International Migration talks about training and transfer of skills. It points to the need to have an institutional arrangement and responsive policy framework that ensure that market information is analysed and used strategically to attract and retain international migrants with skills and capital. It also talks about the need for effective institutional mechanisms for policy implementation.

Country (1)	Membership in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
			Department of Home Affairs (DHA), 2017 SADC Labour Migration Policy Framework, 2014	Development Plan 2030: Our Future – Make It Work		Notice No. 230 – 2001 South African Qualifications Authority Act, 1995 National Qualifications Framework Act, 2008		
<b>Tanzania, United Republic</b>	EAC SADC	C97 (excluding provisions of Annexes I to III)		An updated/revised National Employment Policy with an Action Plan has been submitted to the Cabinet for approval in 2017 <sup>46</sup>	The Labour Minister, through the Labour Commissioner, is responsible for issuing work permits	Education Sector Development Programme 2008–17	Comprehensive qualification framework	The National Employment Policy has a specific objective in relation to labour migration. <sup>47</sup>
<b>Togo</b>	ECOWAS	C143	National Policy on Migration and	National Employment Policy (PNE)	The National Employment Agency is in charge of job matching at national and	Plan for the education sector covering 2014–	Involved in the development and implementation of	The National Employment Policy contains a

<sup>46</sup> See: <http://www.kazi.go.tz/uploads/documents/sw/1486710780-Rasimu%20ya%20Sera%20Mpya%20ya%20Taifa%20ya%20Ajira%202017.pdf>.

<sup>47</sup> Specific objective to establish an effective and efficient system to manage internal and external labour migration.



Country (1)	Membership in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
			Development		international level, but its actual activities are limited to Togo	2025	qualifications frameworks	strategic direction on facilitating access to jobs for vulnerable groups (disabled people, young women, etc.) and migrants
<b>Uganda</b>	COMESA IGAD EAC	C143 UN 1990	National Policy on Migration <sup>48</sup>	The National Employment Policy for Uganda: Increasing Decent Employment Opportunities and Labour Productivity for Socio-Economic Transformation, April 2011	The Directorate of Citizenship and Immigration, under the Ministry of Internal Affairs, provides services such as issuance of work permits and visas	Education sector plan for Uganda, covering 2010–2015 Education Sector Strategic Plan (ESSP) 2004–2015 <sup>49</sup>	NQFs in TVET Sector	
<b>Zambia</b>	COMESA	C97 (excluding	National Employment	National Employment and	The Department of Immigration is responsible	Education sector plan for 2011–2015	NQFs in TVET sector	The NELMP contains a goal on

<sup>48</sup> The Government finalized the drafting of the National Policy on Migration in 2016. The Policy addresses, among other things, labour migration, irregular migration, human trafficking, migrant smuggling, brain drain and gain, and diaspora management.

<sup>49</sup> Uganda's Education Sector Strategic Plan 2004–2015 aims to address Primary Schools, Secondary Schools, Universities and Technical Institutes.

Country (1)	Membership in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
	SADC	<i>provisions of Annexes I to III)</i>	and Labour Market Policy (NELMP)	Labour Market Policy: Increasing Employment with Decent Working Conditions	for issuing visas and employment permits	places emphasis on primary and secondary education		labour migration to reduce brain drain, targeting Zambian professionals working abroad
<b>Arab States</b>								
<b>Iraq</b>	Budapest Process			National Employment Policy, 2011				See note <sup>50</sup>
<b>Jordan</b>			EU-Jordan Mobility Partnership Agreement	National Employment Strategy 2011–2020	Recruitment agencies of foreign workers are regulated by the Jordanian Government (Ministry of Labour)	E-TVET Strategy, 2005	Arab Occupational Qualification adopted in 2008 <sup>51</sup>	Labour migration is part of the situation analyses of the national employment policy <sup>52</sup>

<sup>50</sup> Migration is part of the situation analyses of the National Employment Policy. Intervention options on migrant workers include: increasing the bargaining powers of migrant workers by protecting and promoting freedom of association and collective bargaining; and applying minimum wages for all workers including migrant workers and workers of the informal economy.

<sup>51</sup> See: <http://www.unevoc.unesco.org/go.php?q=World+TVET+Database&ct=JOR>.

<sup>52</sup> Specific actions are envisaged to address objectives/constraints in existing migration policies.

Country (1)	Membership in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
<b>Saudi Arabia</b>	Abu Dhabi Dialogue		Saudi Arabian Nationality Law, 1954 <sup>53</sup>	Saudi Employment Strategy	The Labour Ministry is in charge of labour migration-related affairs	TVT Strategy Educational Policy Document <sup>54</sup>	National Qualifications Framework for Higher Education, 2009	Labour migration objectives are part of the employment medium-term strategy
<b>Asia</b>								
<b>Cambodia</b>	ASEAN Colombo Process		Policy on Labour Migration for Cambodia 2015–2018 <sup>55</sup>	National Employment Policy 2015–2025	Ministry of Labour and Vocational Training, Department of Employment and Manpower	Education Strategic Plan 2014–2018	The National Training Board (NTB) approved the Cambodian NQF <sup>56</sup> in 2012	Labour migration policy is specifically stated in the National Employment Policy <sup>57</sup>
<b>China</b>	Colombo		Labour migration is	Opinions of the State Council on		Education Law		

<sup>53</sup> See: [https://www.files.ethz.ch/isn/175600/GLMM\\_No\\_4\\_2013\\_6339.pdf](https://www.files.ethz.ch/isn/175600/GLMM_No_4_2013_6339.pdf). See also, for outward migration: Anti-Trafficking in Persons Law issued by Royal Decree No. M/405, 2009; Royal Decree No. M/51 issuing the Saudi Labour Law, 2005; Implementing Regulation of Saudi Labour Law, 2007. For inward migration: The Residence Regulations, Law No. 17/2/25/1337, 1952; Saudi Arabian Nationality Law, 1954; Imprisonment and Detention Law issued by Royal Decree No. M/31, 1978; Basic Law of Governance, 1992; Cooperative Health Insurance Law (No. 71), 1999; Law of Real Estate Ownership & Investment by Non-Saudis issued by Royal Decree No. M/15, 2000; Royal Decree No. M/51 issuing the Saudi Labour Law, 2005; Implementing Regulation of Saudi Labour Law, 2007; Implementing Regulations of the Cooperative Health Insurance Law, 2009; Anti-Trafficking in Persons Law issued by Royal Decree No. M/40, 2009.

<sup>54</sup> This is the basic document defining the objectives of education in Saudi Arabia, issued by the Council of Ministers, Resolution No. 779 of 17 December 1969.

<sup>55</sup> See: <http://apmigration.ilo.org/resources/policy-on-labour-migration-for-cambodia>.

<sup>56</sup> There are eight levels of qualifications for TVET. The next step is to enact the regulatory framework and sub-decree in order to implement this framework throughout the country.

<sup>57</sup> The National Policy on Labour Migration includes analyses of economic and employment trends, including informal employment and unemployment, as well as skills development and recognition.

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
	Process and Abu Dhabi Dialogue		regulated by different government agencies: Ministry of Commerce of People's Republic of China (MofCom) <sup>58</sup> for outbound and State Administration of Foreign Experts Affairs (SAFEA) <sup>59</sup> for inbound labour migration respectively.	Promotion of Employment and Entrepreneurship at Present and in the next Period No. 28 [2017] of the State Council		effective as of 1 September 1995  Vocational Education Law effective as of 1 September 1996  Higher Education Law effective as of 1 January 1999		

<sup>58</sup> MofCom is responsible, among other duties, for guiding and monitoring overseas project contracting and labor service cooperation in accordance with laws, promulgating policies governing the overseas employment of Chinese citizens, and taking the lead in protecting the rights and interests of Chinese citizens providing labor services or taking up jobs overseas. See: <http://english.mofcom.gov.cn/column/mission2010.shtml>

<sup>59</sup> SAFEA is responsible for certifying foreign experts for work in the Chinese mainland and organizing overseas training for Chinese technical and managerial professionals. See: <http://en.safea.gov.cn/aboutus.html>.

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
			<p>The Ministry of Public Security (MPS) is in charge of entry and covers migration in general.</p> <p>Management and Service System for Foreigners Working in China.<sup>60</sup></p> <p>The Chinese Academy of Sciences has initiated the 'Hundred Talents Programme',<sup>61</sup></p> <p>Zhejiang Province initiated the</p>					

<sup>60</sup> This is a new foreign talent management policy, which contains foreign talent classification system.

<sup>61</sup> The program provides large research grants and other support to encourage top Chinese scientists to return from overseas. See: [http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-beijing/documents/publication/wcms\\_565474.pdf](http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-beijing/documents/publication/wcms_565474.pdf) (page 18).

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
			“Seagull Plan” targeting leading academics as well as IT and pharmaceutical research and development talent <sup>62</sup>				Medium and Long-Term Talent Development Plan <sup>63</sup>  Vocational Qualification Certificate System introduced in 1993 <sup>64</sup>	
<b>Mongolia</b>			Immigration Law and Policy	State Policy on Employment, Annex to Government Order No. 320 of 2016	Mongolia Immigration Agency	Education Sector Plan 2006–2015  National Strategy for Lifelong Learning	The NQF contains 10 levels, with corresponding qualifications per level	In the State Policy on Employment, within the objective of improving employment and reducing poverty, there is a

<sup>62</sup> See: Ibid, page 20.

<sup>63</sup> The Plan aims to turn the country into an “innovation society”, in part by working to encourage Chinese science and technology talent with overseas higher education and work experience to return to China See: Ibid, page 17.

<sup>64</sup> The Vocational Qualification Certificate System is an essential part of the Chinese employment system. The qualification framework consists of seven levels and is supported by an associated quality assurance mechanism. The certificates are based on skill units required by specific occupations. See:

[http://webcache.googleusercontent.com/search?q=cache:3giNepw80bwJ:siteresources.worldbank.org/EDUCATION/Resources/278200-1126210664195/1636971-1126210694253/Vocation\\_Qualification.pdf+&cd=1&hl=it&ct=clnk&gl=it](http://webcache.googleusercontent.com/search?q=cache:3giNepw80bwJ:siteresources.worldbank.org/EDUCATION/Resources/278200-1126210664195/1636971-1126210694253/Vocation_Qualification.pdf+&cd=1&hl=it&ct=clnk&gl=it).

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
								reference to coordination with labour migration policies.
<b>Nepal</b>	Colombo Process  Abu Dhabi Dialogue  SAARC		Labour Act, 1985 <sup>65</sup>	National Employment Policy, 2017 (2015) <sup>66</sup>	The agency in charge is the Department of Foreign Employment (DOFE) under the Ministry of Labour, and other agencies with key roles include the Foreign Employment Promotion Board	School Sector Reform Plan 2009–2015  School Sector Development Plan (SSDP), the major education initiative for 2017–2023	NQFs in TVET Sector  The Skills for Development Programme (SDP), launched in July 2013, aims to develop the National Vocational Qualifications Framework (NVQF)	Specific policy objectives related labour migration have been included in the National Employment Policy
<b>Philippines</b>	ASEAN  Colombo	C143  C97	Migrant Workers and Overseas	Labor and Employment Plan 2011–2016:	Philippines Overseas Employment Administration	Education for All 2015: National Action Plan	Comprehensive qualification framework	

<sup>65</sup> The Labour Act has facilitated arrangements for Nepali migration. Every five years, the Government develops a plan as a policy guideline.

<sup>66</sup> See: [http://www.ilo.org/wcmsp5/groups/public/---asia/--ro-bangkok/---ilo-kathmandu/documents/policy/wcms\\_539895.pdf](http://www.ilo.org/wcmsp5/groups/public/---asia/--ro-bangkok/---ilo-kathmandu/documents/policy/wcms_539895.pdf).

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
	Process Abu Dhabi Dialogue	(excluding provisions of Annexes II to III)  UN 1990	Filipinos Act, 1995 <sup>67</sup>	Inclusive Growth Through Decent and Productive Work	(POEA) <sup>68</sup>  Overseas Workers Welfare Administration (OWWA) <sup>69</sup>  TESDA (Technical Education and Skills Development Authority) for skills training			See note <sup>70</sup>
<b>Sri Lanka</b>	Colombo Process  Abu Dhabi Dialogue  SAARC	UN 1990	National Labour Migration Policy, 2008 (under review)  Reintegration	National Human Resources and Employment Policy (NHREP), 2012	Ministry of Foreign Employment, Sri Lanka Bureau for Foreign Employment	Education for All: National Action Plan	NQFs in TVET Sector  Technical Education Colleges under the Ministry of Skills Development were accredited by	

<sup>67</sup> The Act, which aims to protect migrant workers, was amended in 2009 to become the Republic Act (RA) 10022, aiming at further strengthening measures to protect migrant workers, their families and other overseas Filipinos in distress.

<sup>68</sup> POEA is a government agency that is tasked with monitoring all recruitment agencies. It also facilitates the placement of Filipino migrant workers abroad, promotes their protection and assists their reintegration back home.

<sup>69</sup> OWWA is an agency of the Department of Labor and Employment (DOLE). It protects and promotes the welfare of Overseas Filipino Workers (OFWs) and their dependants. POEA is a government agency tasked with monitoring all recruitment agencies. It also facilitates the placement of Filipino migrant workers abroad, promotes their protection and assists their reintegration back home.

<sup>70</sup> Labour migration is part of the issues and challenges analyses, as well as of the suggested actions to address them, in the National Employment Policy. Specific references to ILO migrant Conventions have been included. Specific mention of the participatory approach during the consultation and drafting process of the Plan, including workers' and employers' organizations, migrant organizations, etc.



Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
			policy <sup>71</sup>				<p>the United Arab Emirates to conduct training and skills certification for Sri Lankan migrant workers in the construction sector</p> <p>The Ministry of Skills Development has developed a revised skills assessment mechanisms for departing and returning Sri Lankan migrant construction workers</p>	See note <sup>72</sup>

<sup>71</sup> See: [http://www.ilo.org/colombo/whatwedo/publications/WCMS\\_497323/lang--en/index.htm](http://www.ilo.org/colombo/whatwedo/publications/WCMS_497323/lang--en/index.htm).

<sup>72</sup> The NHREP takes into consideration other active policy documents, which include the Sri Lanka National Policy for Decent Work in Sri Lanka, 2006; National Policy Framework on Higher Education and Technical & Vocational Training, 2009; National Action Plan for Youth Employment, 2007; National Labour Migration Policy, 2008, among others. The NHREP contains a specific section on foreign employment contexts and policies. Labour migration is mentioned in the sections on career guidance and counselling, and enhancing youth employability.

Country (1)	Membership in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
<b>Viet Nam</b>	ASEAN Colombo Process Abu Dhabi Dialogue		Law on Vietnamese migrant workers working abroad	Employment Law, National Assembly Ref: 38/2013/QH13	The Department of Overseas Labour (DoLAB) of Viet Nam's Ministry of Labour, Invalids and Social Affairs (MoLISA)  Provincial Departments of Labour, Invalids and Social Affairs	EFA Action Plan 2003–2015 Education Sector Plan 2003–2015	Development and implementation of qualifications framework	
<b>Americas</b>								
<b>Barbados</b>	CARICOM	C97 (excluding the provisions of Annexes I to III)	Immigration and Citizenship Laws	The National Employment Policy	Barbados Immigration Department is in charge of migration-related issues such as work permits	Barbados Human Resource Development Strategy 2011–2016: Developing National, Institutional and Human Capacity for Sustainable Growth	Barbados is part of the CARICOM Vocational Qualifications Framework which includes 15 countries in the Caribbean area. <sup>73</sup>	
<b>Belize</b>	CARICOM	C97	Immigration	Public Employment	Visas, including work	Education Sector	Belize is part of	

<sup>73</sup> The VQF was established to: (i) improve progression routes; (ii) modernize qualifications; (iii) ensure parity between vocational and academic routes; and (iv) promote transparency, comparability, transferability and recognition of skills and qualifications.

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
	SICA <sup>74</sup>	UN 1990	and Nationality Policy	and Pay Policy	permits, are the responsibility of the Department of Immigration and Nationality Services	Strategy 2011–2016: Improving Access, Quality and Governance of Education in Belize, March 2012	the CARICOM Vocational Qualifications Framework	
<b>Costa Rica</b>	SICA		Comprehensive Immigration Policy 2013 <sup>75</sup>	National Development Plan 2015–2018 “Alberto Cañas Escalante”, November 2014  National employment and production strategy	Public employment services are part of a Central American network with the mandate to improve international labour mobility within the region	Fundamental Law on Education No. 2160 (Ley Fundamental de Educación N.2160)	National Institute of Apprenticeship (Instituto Nacional de Aprendizaje, INA) provides a prior learning recognition and certification service <sup>76</sup>	The National Development Plan refers to internal migration

<sup>74</sup> Sistema de la Integración Centroamericana. See: <http://www.sica.int/miembros/pa/datos.aspx?IdEnt=401>.

<sup>75</sup> See: <http://migracion.go.cr/institucion/politica/Politica%20Migratoria.pdf>.

<sup>76</sup> The Institute is responsible for validating previously acquired skills and knowledge (non-formal and informal) by organizing examinations and issuing relevant officially recognized certifications if the evaluation is successful.

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
<b>Guatemala</b>	SICA	C97 UN 1990	The Migration Code, which partially repeals the Migration Law (dating back to 1998), was adopted in 2016	National Employment Policy: Generation of Safe, Decent and Quality Employment 2012–2021	Public employment services are part of a Central American network with the mandate to improve international labour mobility within the region	Strategic Education Plan 2016–2020 <sup>77</sup>		Labour migration is part of the suggested strategic approaches to responding to the needs of migrants living abroad, and cooperation agreements to monitor working conditions of migrant workers
<b>Jamaica</b>	CARICOM	C97 (excluding provisions of Annexes I to III) UN 1990	Ministry Paper: Draft National Policy on International Migration and Development <sup>78</sup>	Employment Act		National Education Strategic Plan 2011–2020, July, 2012	Jamaica is part of the CARICOM Vocational Qualifications Framework	

<sup>77</sup> See: [http://www.mineduc.gob.gt/portal/contenido/menu\\_lateral/quienes\\_somos/politicas\\_educativas/pdf/PLAN-EDUCACION.pdf](http://www.mineduc.gob.gt/portal/contenido/menu_lateral/quienes_somos/politicas_educativas/pdf/PLAN-EDUCACION.pdf).

<sup>78</sup> See: <http://jis.gov.jm/media/Draft-National-IMD-Policy-October-2015-2.pdf>.

Country (1)	Membership in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
<b>Mexico</b>		UN 1990	Migration Law, 2011	National Development Plan 2013–2018	The Public Employment Service offers a catalogue in order to fill high-skilled vacancies for foreign workers.  It runs a programme called “Retornados”, which provides some financial assistance to settle down and identify suitable jobs	Programa Sectorial de Educación 2007–2012, Secretariat of Public Education, 2007 <sup>79</sup>	TVET qualifications <sup>80</sup>	The National Development Plan mentions of reintegration of returnees
<b>Nicaragua</b>	SICA	UN 1990	General Migration and Foreign Law, 2011	National Employment Policy, Decree No. 30-2006, approved on 1 May 2006	Public employment services are part of a Central American network to improve international labour mobility within the region	Strategic Education Plan 2011–2015 <sup>81</sup>		The National Employment Policy contains specific references to remittances
<b>Panama</b>	SICA		National Immigration	National Employment		Education Policy 2014–2019		The National Employment

<sup>79</sup> See: <http://uil.unesco.org/system/files/mexico-education-sectoral-programme.pdf>

<sup>80</sup> TVET qualifications are based on the National Competence System (Sistema Nacional de Competencias –SNC) overseen by the National Council for Normalization and Certification (Consejo Nacional de Normalización y Certificación de Competencias Laborales) (CONOCER)

<sup>81</sup> See: <http://www.globalpartnership.org/content/nicaragua-plan-estrategico-de-educacion-2011-2015>.

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
			Policy	Policy: “Aumentar el empleo, la productividad y la inclusión social con más y mejor formación técnica y profesional”, 2014				Policy contains analyses of internal and external migration, and discussion on the inflow of domestic workers.
<b>Peru</b>	Mercosur	UN 1990	National Migration Policy 2017–2025	National Employment Policy	The Ministry of Foreign Affairs, in coordination with the Permanent Multisectorial Commission (Mesa de Trabajo Intersectorial para la Gestión Migratoria), is in charge of coordinating the implementation, monitoring and evaluation of the National Migration Policy, at the national level and in the framework of their respective competences.	Peru Strategy document, approved by the Bureau UOS of 6 March 2015	The Ministries of Education and Labour are working on developing a national qualification framework.	The National Employment Policy mentions as strategic points the promotion of bilateral and multilateral agreements to protect migrants’ rights, in coordination with External Relations. <sup>82</sup>

<sup>82</sup> Furthermore, it calls for the systematization of labour market and training needs information of main migrant destination countries.

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/ strategy/ action plan (4)	National employment policy/strategy/ action plan (5)	Implementing agencies in charge of labour migration (6)	National education/ training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
<b>Europe</b>								
<b>Albania</b>	Candidate country status for EU membership  Budapest Process	C143 (excluding Part II)  C97  UN 1990	National Migration Strategy 2005–2010  National Strategy on Reintegration of Returning Citizens (2010-2015) and Action Plan	National Employment and Skills Strategy 2014–2020 (NESS 2020): “Higher Skills and Better Jobs for All Women and Men”  Action Plan and Indicators for NESS 2020	Country network, Sportele Migracioni, with regional and local employment offices for labour market reintegration of return migrants	National Education Strategy 2004–2015  NESS 2020 and related Action Plan  National Roadmap for Human Resources Management	Albanian Qualifications Framework (AQF)	Detailed analyses of labour migration are included in the National Employment Policy which has a specific section on migration <sup>83</sup>
<b>Armenia</b>	Eurasian Economic Union  Budapest Process	C143  C97  UN 1990	Strategy on Migration Policy for 2017-2021  EU-Armenia Mobility	Employment Strategy 2013-2018 of the Republic of Armenia  New Law on Employment,	State Migration Service (SMS) under the Ministry of Territorial Administration of the Republic of Armenia (MTA)	Development Strategy 2014–2025  VET Reform Programme and Action Plan 2012–2016	Armenian Qualification Framework, 2011 which will ensure the comparability of national qualifications with	Labour migration is considered part of the new employment policy. <sup>84</sup>

<sup>83</sup> Actions on migration are included among the strategic priorities. There is a mention of the National Migration Strategy 2005–2010 and the Strategy for Reintegration of Albanian Citizens to return to the country from 2010 to 2015.

<sup>84</sup> Specific actions are included to licence the operations of private agencies providing employment services, to address irregular migration.

Country (1)	Membership in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
			Partnership Agreement	adopted in 2014, gives a strong impetus to an active labour market policy		EU-Armenia Mobility Partnership Agreement, also covering skills identification and anticipation	European qualifications	
<b>Bosnia and Herzegovina</b>	Potential candidate status for EU membership Budapest Process	C143 C97 (excluding provisions of Annex III) UN 1990	Strategy in the Area of Migrations and Asylum and Action Plan 2016–2020	Employment Strategy 2010–2014	Migrant Service Centres provide information on regular channels for migration to potential migrant workers.  Migration Coordination Body <sup>85</sup>	VET Strategy 2015–2020 <sup>86</sup>	Ongoing development of an NQF	Labour migration is included in the situation analyses of the Employment Strategy. There is a specific section on the productive use of remittances from abroad.
<b>Kyrgyzstan</b>	Eurasian Economic	C97	Draft Concept on State	Programme of employment	The State Migration Service works on labour migration	Education Development	National qualification	National Sustainable

<sup>85</sup> The Migration Coordination Body, reporting to the Council of Ministers and its members, includes high-ranking officials of the Ministry of Security, Ministry of Foreign Affairs, Ministry for Human Rights and Refugees, and their respective agencies and relevant sectors/departments. The Labour and Employment Agency, under the Ministry of Civil Affairs, is responsible for bilateral labour agreements (e.g. an agreement on the employment of health-care workers was signed with the German Federal Employment Agency).

<sup>86</sup> The National Skills Strategy has the following priorities: identification of skill needs; skills system improvement; use of knowledge in change processes; skills links between business and society; and improving public institutions and public private partnerships. Source: European Training Foundation.



Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
	Union  Budapest Process	UN 1990	Migration Policy till 2040 is prepared and currently under public discussions	promotion and regulation of labour migration till 2020, approved by Decree No. 485, 6 September 2013	arrangements e.g. with the Russian Federation, Republic of Korea, UAE, Turkey, etc., monitors the private employment agencies, and issues work permits for foreigners	Strategy 2012–2020 and Mid-Term Action Plan for 2015-2017	system will be developed under the third Asian Development Bank project.	Development Strategy of the Kyrgyz Republic 2015-2017  Government program "40 steps towards prosperity" 2018-2023  Draft Long-Term Sustainable Development Strategy 2040.  In February 2014, Kyrgyzstan was included in the second phase of the Global Joint Programme on Mainstreaming Migration into National Development

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/ strategy/ action plan (4)	National employment policy/strategy/ action plan (5)	Implementing agencies in charge of labour migration (6)	National education/ training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
								Strategies, implemented by UNDP-IOM.
<b>Macedonia, The Former Yugoslav Republic of</b>	Candidate country status for EU membership Budapest Process	C143 C97	Migration Policy Resolution 2015–2020 Migration Policy Action Plan 2015–2020	National Employment Strategy 2016–2020	Employment Service Agency issues work permits for foreigners	Law on National Qualifications Framework VET Strategy and Action Plan	Macedonian Qualifications Framework (MQF)	Migration is part of the sector analyses and policies of the National Employment Strategy <sup>87</sup>
<b>Moldova, Republic of</b>	Budapest Process	C97	National Strategy on Migration and Asylum 2011–2020 National strategy “Diaspora-2025”	National Employment Strategy and the Matrix of Actions 2017–2021	The National Employment Agency has a section for overseas employment, which deals with the implementation of bilateral labour agreements, enforcing legislation on labour migration and monitoring the operations of private employment	Education Development Strategy 2011–2015 Education sector plan for Moldova, covering 2014–2020	An overall concept for an NQF has been designed, aiming to integrate VET and higher education qualifications A concept paper for the national	The National Development Strategy 2012–2020 emphasizes a coordinated and integrated approach to migration, with specific emphasis on remittances

<sup>87</sup> The National Employment Strategy refers to the Migration Policy Resolution and the Migration Policy Action Plan. There is also a reference to implementation of the IPA twinning project “Further Improvement of the System for Development and Implementation of the National Framework Qualifications”.

Country (1)	Membership in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/ strategy/ action plan (4)	National employment policy/strategy/ action plan (5)	Implementing agencies in charge of labour migration (6)	National education/ training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
			EU-Moldova Mobility Partnership Agreement		agencies		validation system for non-formal and informal learning has been drafted	and youth migration The National Employment Strategy includes analyses of labour migration issues <sup>88</sup>
<b>Montenegro</b>	Candidate country status for EU membership Budapest Process	C143 C97 (excluding provisions of Annex III)	Foreigners Act (Zakon o strancima, in <i>Official Gazette CG</i> , No. 82/08) Employment and work of foreigners Act (Zakon o zapošljavanju i radu stranaca, in <i>Official Gazette CG</i> ,	National Strategy for Employment and Human Resources Development 2016–2020: Labour Market on the European Path	Seasonal employment is treated as an active employment measure, promoted by the national employment agency (Zavod za zapošljavanje Crne Gore). The majority of seasonal workers are migrants	Vocational Education and Training Development Strategy 2015–2020	NQF is in the process of development, with a focus on reviewing qualifications for priority sectors in the economy and systematically introducing lifelong learning	

<sup>88</sup> Among its objectives are to match the education system with labour market demands, and to capitalize on the potential offered by migration for a sustainable development.

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/ strategy/ action plan (4)	National employment policy/strategy/ action plan (5)	Implementing agencies in charge of labour migration (6)	National education/ training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
<b>Russian Federation</b>	Eurasian Economic Union  Budapest Process		No. 22/08)  Federal Law on the Legal Status of Foreign Nationals in the Russian Federation, # 115-FZ  State Migration Policy Concept of the Russian Federation through to 2025	State Employment Promotion Programme 2013-2020  State Employment Law #35-FZ	The Federal Migration Service (FMS) is a federal executive body responsible for drafting and implementing national migration policy and for legal regulation of migration. It is also authorized to enforce laws, perform state oversight and provide government services with regard to migration	2020 Economic Development Strategy - the focus is on education, including the modernization and internationalization of VET	The law “On independent assessment of qualifications” was adopted in 2016 and came into force as of 1 January 2017. <sup>89</sup>	Migration is part of the state employment programme. Progress in harmonization of migration legislation in the context of the Eurasian Economic Union.
<b>Serbia</b>	Candidate country status for	C143  C97 (excluding	Strategy for Combating Illegal Migration in	National Employment Strategy 2011–	National Employment Service network of migration service centres,	Strategy for the Development of Education 2020	Development and implementation of a unified NQF for	Migration is part of the situation analyses of the

<sup>89</sup> Occupational standards system was modernized and a number of new standards (more than 1000) are developed under the coordination of the established National Council on Professional Qualifications at the President of the Russian Federation with the view to link the occupational standards to the educational standards, thus aligning the labour market needs with the education system and addressing skills mismatch issues. A system of regional centres for skills recognition is being rolled out (126 centres have been established so far).

Country (1)	Member-ship in regional economic communities and regional migration processes (2)	Ratification of migrant-related international instruments <sup>25</sup> (3)	National (labour) migration policy/strategy/action plan (4)	National employment policy/strategy/action plan (5)	Implementing agencies in charge of labour migration (6)	National education/training policy (7)	Qualification recognition tools (8)	Some policy interlinkages (9)
	EU membership  Budapest Process	<i>provisions of Annex III)</i>	the Republic of Serbia 2009–2014 ( <i>RS Official Gazette</i> , No. 25/2009) <sup>90</sup>	2020	providing information, counselling and assistance to migrants and potential migrants		lifelong learning, referencing the Serbian NQF and EQF	National Employment Strategy <sup>91</sup>

<sup>90</sup> See also: Strategy of Reintegration of the Returnees Based on the Readmission Agreement, in *RS Official Gazette*, No. 15/2009; Strategy for Integrated Border Management in the Republic of Serbia, in *RS Official Gazette*, No. 11/2006; Strategy for Combating Human Trafficking in the Republic of Serbia, in *RS Official Gazette*, No. 111/2006; Sustainable Return and Subsistence Strategy, in *RS Official Gazette*, No. 32/2010; Migration Management Strategy, in *RS Official Gazette*, No. 59/09; Law on Migration Management, in *RS Official Gazette*, No. 107/12.

<sup>91</sup> It recognizes as one of its strategic goals migration management, in line with long-term economic development and labour market needs. Further, it points to the need for expansion of the NES network of migration service centres to reduce the risks of irregular migration. The National Migration Strategy makes explicit reference to the National Employment Policy and the national strategy for youth. A clear distribution of institutional competencies has been included, covering the Ministry of Labour and Social Policy as well. For more information on the migration management strategy, see: [http://www.kirs.gov.rs/docs/strategija\\_upravljanje\\_migracijama.pdf](http://www.kirs.gov.rs/docs/strategija_upravljanje_migracijama.pdf).

## ANNEX II

### Countries included in the initial mapping, distribution by income level<sup>92</sup>

Low-income economies	Lower middle-income economies	Upper middle-income economies	High-income economies
Benin	Armenia	Albania	Barbados
Burkina Faso	Cambodia	Algeria	Saudi Arabia
Burundi	Cameroon	Belize	Seychelles
Chad	Côte d'Ivoire	Bosnia and Herzegovina	
Comoros	Ghana	China	
Ethiopia	Guatemala	Costa Rica	
Liberia	Jordan	Iraq	
Madagascar	Kenya	Jamaica	
Mali	Kyrgyzstan	Mexico	
Mozambique	Moldova (Rep. of)	Montenegro	
Nepal	Mongolia	Namibia	
Niger	Morocco	Panama	
Rwanda	Nicaragua	Peru	
Senegal	Philippines	Serbia	
Tanzania (United Rep.)	Sao Tome and Principe	South Africa	
Togo	Sri Lanka	Macedonia (Former Yugoslav Rep.)	
Uganda	Viet Nam	Russian Federation	
	Zambia		

<sup>92</sup> World Bank, current classification by income, June 2017. Available at: <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups>.

## ANNEX III

# Checklist for assessing coherence among labour migration, employment and education/training policies

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### Section A. Policy design process at the national level

- Are there national labour migration policies in the countries covered by your office?
- Which institution/s is/are usually responsible for their design?
- How is the design process organized?
  - by the responsible institution/line ministry;
  - by the responsible institution but in consultation with other relevant institutions/line ministries;
  - by the responsible institution/line ministry, in consultation with relevant stakeholders, including employers' and workers' organizations.
- Have labour migration, employment and education/training policy interlinkages at the national level (synergies and trade-offs) been taken into account in the national labour migration policy? If yes, how?
- Is labour migration taken into account in other national policies such as employment, education/training, security, trade or specific economic sectors, (e.g. agriculture), or vice versa?
- Are there any mechanisms/tools/fora that ensure that labour migration policy objectives take on board national employment and education/training priorities, and vice versa?
- Is there any coordinating body that supervises labour migration policy implementation in conjunction with other national policies, and ensures coordination?
- What is/are the other national institution/s responsible for the implementation of labour migration policy and have their roles been clearly specified?
- Are there any monitoring mechanisms/tools/indicators to assess the policy implementation process and which relevant institutions are in charge?
- Are there any mechanisms for ensuring the coherence and harmonization of data from the different sources?

### Section B. Policy implementation process at the regional level

- Are there any ongoing processes of regional integration that cover labour migration?
- Is there a regional labour migration policy?
- Who is responsible for the design of regional labour migration policies?
- Are there regional employment and education/training policies, or any other regional policies?
- Are there any coordination mechanisms at regional level to ensure coordination and mutual reinforcement of policy objectives among labour migration, employment and education/training?

- Are there any monitoring and evaluation mechanisms/tools at the regional level for labour migration policy implementation? Are there any similar tools for regional employment and education/training policies, or for other regional policies?
- Are there any joint mechanisms/tools for simultaneously monitoring and evaluating regional labour migration, employment and education/training policies?
- To what extent are employers' and workers' organizations involved in regional policy processes, in particular in the areas of labour migration, employment and education/training?
- Are there any other stakeholders (e.g. representatives of civil society) involved in regional labour migration, employment and education/training policies?

**Section C. ILO technical assistance in the areas of labour migration, employment and education/training policies**

- When providing assistance for development of labour migration policy, are other related policy areas such as employment and education/training taken into account, and vice versa?
- Have you received specific requests from ILO constituents for improving policy coherence in the areas of labour migration, employment and education/training policies?
- Are there any specific approaches/tools that the ILO has been using to ensure policy coherence in the areas of labour migration, employment and education/training policies?
- From your experience, in order for policy coherence to successfully take place in the areas of labour migration, employment and education/training, which actors have to be engaged and influenced?
- From your experience, what are the main impediments for policy coherence to successfully take place in the areas of labour migration, employment and education/training?



## ANNEX IV

### Glossary of key terms

<p><b>Bilateral labour migration agreement</b></p>	<p>“Bilateral labour migration agreements are arrangements between two States. They describe in detail the specific responsibilities of each of the parties, and actions to be taken by them with a view to accomplishing their goals. Bilateral agreements create legally binding rights and obligations” (Wickramasekara, 2015).</p> <p>The ILO Migration for Employment Recommendation (Revised), 1949 (No. 86) contains in its Annex a Model Agreement on Temporary and Permanent Migration for Employment, including Migration of Refugees and Displaced Persons.</p>
<p><b>Decent Work Country Programme (DWCP)</b></p>	<p>Decent Work Country Programmes (DWCPs) have been established as the main vehicle for delivery of ILO support to countries. They promote decent work as a key component of national development strategies. At the same time, they organize ILO knowledge, instruments, advocacy and cooperation at the service of tripartite constituents. For more information on the ILO DWCPs, see: <a href="http://www.ilo.org/global/about-the-ilo/how-the-ilo-works/departments-and-offices/program/dwcp/lang--en/index.htm">http://www.ilo.org/global/about-the-ilo/how-the-ilo-works/departments-and-offices/program/dwcp/lang--en/index.htm</a>.</p>
<p><b>Destination country</b></p>	<p>“A migrant’s country of destination is that to which they have changed their country of usual residence” (UN-DESA, 1998).</p>
<p><b>Employment policy</b></p>	<p>Employment policy is described in Article 1 of the ILO Employment Policy Convention, 1964 (No. 122) as follows:</p> <ol style="list-style-type: none"> <li>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.</li> <li>2. The said policy shall aim at ensuring that –             <ol style="list-style-type: none"> <li>(a) there is work for all who are available for and seeking work;</li> <li>(b) such work is as productive as possible;</li> <li>(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.</li> </ol> </li> <li>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</li> </ol>

	<p>shall be pursued by methods that are appropriate to national conditions and practices.</p> <p>As described below, the Convention</p> <p>created a basic obligation on States which had ratified the instrument to make an explicit formal pronouncement of their employment policy. The Convention requires this policy to be positioned as a major goal within the national agenda and entails a focus on its design and implementation. The Employment Policy Recommendation, 1964 (No. 122) and the Employment Policy (Supplementary Provisions) Recommendation, 1984 (No. 169) outline in some detail policy approaches to support member States' efforts to design and implement effective employment policies. (ILO, 2012, p. 1)</p> <p><i>Other relevant definitions</i></p> <p>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. (ibid., p. 2)</p> <p>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, 2015b)</p>
<p><b>International labour standards on labour migration</b></p>	<p>In principle, all international labour standards, unless otherwise stated, are applicable to migrant workers. These standards include the eight fundamental rights Conventions of the ILO identified in the 1998 ILO Declaration on Fundamental Principles and Rights at Work; standards of general application, such as those addressing protection of wages and occupational safety and health, as well as the governance Conventions concerning labour inspection, employment policy and tripartite consultation; and instruments containing specific provisions on migrant workers such as the Private Employment Agencies Convention, 1997 (No. 181) , the Domestic Workers Convention, 2011 (No. 189) and social security instruments.</p> <p>From its very inception, the ILO also resolved to protect “the interests of workers employed in countries other than their own” (ILO Constitution, 1919, Preamble, recital 2), and has pioneered the development of specific</p>

	<p>international standards for the governance of labour migration and protection of migrant workers. It has adopted two Conventions, in 1949 and 1975, which are accompanied by non-binding Recommendations.</p> <p><i>ILO migrant-specific instruments</i></p> <p>Migration for Employment Convention (Revised), 1949 (No. 97)  Migration for Employment Recommendation (Revised), 1949 (No. 86)  Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143)  Migrant Workers Recommendation, 1975 (No. 151)</p> <p>In addition to international labour standards, migrant workers and members of their families are protected by the nine UN core international human rights instruments, which apply to all persons irrespective of their nationality. One of these core instruments is the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, which was adopted by the Un General Assembly in 1990 and entered into force in 2003. This Convention complements the four ILO instruments on migrant workers but is broader in scope going beyond labour issues. It also sets up the Committee on Migrant Workers which is responsible for monitoring the Convention’s application by States Parties. The ILO participates, in a consultative capacity, in the meetings of this Committee.</p> <p>There are also other mechanisms within the UN system relevant to the protection of migrant workers, including the special procedure mandates of the UN Human Rights Council, and most notably the UN Special Rapporteur on the human rights of migrants.</p> <p>For more information, see:  <a href="http://www.ilo.org/global/topics/labour-migration/standards/lang--en/index.htm">http://www.ilo.org/global/topics/labour-migration/standards/lang--en/index.htm</a>.</p>
<b>International migration</b>	<p>“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 3 months but less than a year (short-term migration)” (UN Statistics Division).</p>
<b>Labour mobility</b>	<p>“Temporary or short-term movements of persons for employment-related purposes, particularly in the context of the free movement of workers in regional economic communities” (ILO, 2017a, para.6, p. 3, note 8)</p>
<b>Memorandum of Understanding (MoU)</b>	<p>“...an international instrument of a less formal kind. It often sets out operational arrangements under a framework international agreement. It is also used for the regulation of technical or detailed matters. It is typically in the form of a single instrument and does not require ratification. MOUs entail general principles of cooperation, describing</p>

	<p>broad concepts of mutual understanding, goals and plans shared by the parties. They are usually non-binding instruments” (Wickramasekara, 2015)</p>
<p><b>Migrant worker/ Migrant for employment</b></p>	<p>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).</p> <p><i>Other relevant definitions of migrant workers</i></p> <p>“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)).</p> <p>“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” (UN-DESA, 1998).</p> <p>“The term refers to all international migrants who are currently employed or are unemployed and seeking employment in their present country of residence” (ILO, 2015c, p. xi).</p>
<p><b>Mutual recognition agreements (MRAs)</b></p>	<p>An agreement between two or more countries to consider qualifications issued by one country as being valid in the others.</p>
<p><b>National education policy</b></p>	<p>“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, 2013, p. 6).</p> <p>The UNESCO International Standard Classification (ISCED, 2011) analyses eight levels of education:</p> <p>ISCED level 0 – Early childhood education</p> <p>ISCED level 1 – Primary education</p> <p>ISCED level 2 – Lower secondary education</p> <p>ISCED level 3 – Upper secondary education</p>

	<p>ISCED level 4 – Post-secondary non-tertiary education</p> <p>ISCED level 5 – Short-cycle tertiary education</p> <p>ISCED level 6 – Bachelor’s or equivalent level</p> <p>ISCED level 7 – Master’s or equivalent level</p> <p>ISCED level 8 – Doctoral or equivalent level</p> <p>For more information, see:  <a href="http://uis.unesco.org/sites/default/files/documents/international-standard-classification-of-education-isced-2011-en.pdf">http://uis.unesco.org/sites/default/files/documents/international-standard-classification-of-education-isced-2011-en.pdf</a></p>
<b>National labour migration policy</b>	“Articulation of an explicit national policy framework on migration is a first step towards putting in place a regime of migration 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, 2010a, pp. 218–219).
<b>Origin country</b>	“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)” (UN-DESA, 1998).
<b>Policy assessment</b>	An analysis of the objectives and rules guiding the activities of a specific area
<b>Policy coherence</b>	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, 2010a).
<b>Policy coordination</b>	Different organizations – public and private – charged with delivering a public policy, working together to avoid conflict and mismanagement.
<b>Policy cycle</b>	The different steps in the decision-making process leading to the creation of a public policy.
<b>Policy harmonization</b>	Adjustment of differences and inconsistencies among different measurements, methods, procedures, schedules, specifications, or systems to make them uniform or mutually compatible.
<b>Policy impact assessment</b>	Component of the policy or programming cycle in public management. It can be “ex ante”, which sets a prospective analysis of what the impact of an intervention might be, so as to inform policy-making; or “ex post” impact assessment, which aims to understand how and to what extent a policy intervention corrects the problem it was intended to address.
<b>Policy levels</b>	The level at which policy decisions are made.
<b>Recognition of formal qualifications</b>	The procedures of recognition and equivalence of qualifications are regulated by international or bilateral agreements between countries.

	<p>“Recognition” of a degree, diploma or degree of higher education obtained in a contracting State implies acceptance by the competent authorities of another contracting State and the granting to its holder of rights enjoyed by those of the first contracting State. These rights extend to either the pursuit of studies or the practice of a profession. Generally, equivalence checking is based on specific criteria such as the content and duration of training.</p>
<b>Recognition of prior learning (RPL)</b>	<p>“A process of identifying, documenting, assessing and certifying formal, non-formal and/or informal learning against standards used in formal education and training. Thus, RPL provides an opportunity to people to acquire qualification or credits for a qualification or exemptions (of all or part of the curriculum, or even exemption of academic pre-requisite to enter a formal study programme) without going through a formal education or training programme” (ILO, 2017g).</p>
<b>Regional economic communities</b>	<p>“Africa’s Regional Economic Communities (RECs) include eight sub regional bodies which are the building blocks of the African Economic Community established for continental economic integration. With the same common scope of economic development, other regional communities have been established in other Continents, such as the Caribbean area (CARICOM) and in Asia (ASEAN)” (United Nations Office of the Special Adviser on Africa, available at: <a href="http://www.un.org/en/africa/osaa/">http://www.un.org/en/africa/osaa/</a>).</p>
<b>Regional skills mobility</b>	<p>As part of the economic and social integration, the different economic communities also include mechanisms facilitating skills mobility. With a long term perspective to achieve the free circulation of human resources, priority has currently been given to skilled workers: e.g. in CARICOM skilled workers at the professional level are entitled to move and work freely throughout the Caribbean region. The same applies to the ASEAN community, where Mutual Recognition Agreements (MRA) allow eight professional categories to move from one country to another in the region.</p>
<b>Skills matching</b>	<p>The term refers to matching skills and jobs, and preventing skills waste. Matching of jobs and skills is the most important issue for employers and individuals – and it is also one of the public sector’s key priorities. Tools must therefore be developed and duly applied to measure the level of skills mismatch and to identify critical areas for interventions (Braňka, 2016).</p> <p>“Skills mismatch is an encompassing term that refers to various types of imbalances between skills offered and skills needed in the world of work” (ILO, 2014c).</p>
<b>Skills recognition</b>	<p>“The result of the formal assessment of the portfolio of evidence; confirmation that skills acquired internationally correspond fully to specified Regional Model Competency Standards (RMCS) units or national units of competency” (ILO, 2010b).</p> <p>"The evaluation and recognition of credentials and skills earned outside the</p>

	country of employment (in the case of migrants), or country of origin (in case of returning migrants). Recognition of qualifications covers both academic and professional titles, while professional recognition covers regulated and non-regulated professions” (ILO, 2013).
<b>Unilateral skills recognition systems</b>	The recognition of skills is possible according to the country legislation, without any bilateral or multilateral agreements.
<b>Validation of learning</b>	“The confirmation by a competent body that learning outcomes (knowledge, skills and/or competencies) acquired by an individual in a formal, non-formal or informal setting have been assessed against predefined criteria and are compliant with the requirements of a validation standard. Validation typically leads to certification” (ITC-ILO, 2006).

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