



International Organization for Migration (IOM)

**BEST PRACTICES
ON COLLECTING AND SHARING LABOUR MIGRATION DATA
FOR THE IMPROVEMENT OF THE
LABOUR MARKET INFORMATION SYSTEMS (LMISs) PROJECT**

**LABOUR MARKET INFORMATION SYSTEMS
AND LABOUR MIGRATION INFORMATION
IN SIX DEVELOPING COUNTRIES:
THE CHALLENGE OF INTEGRATION**

**A COMPARATIVE STUDY OF
COLOMBIA, COSTA RICA, GHANA, NICARAGUA, SENEGAL AND TUNISIA**



**A project implemented by the International Organization for Migration
with the financial support of the European Union and the Italian Ministry of Interior**





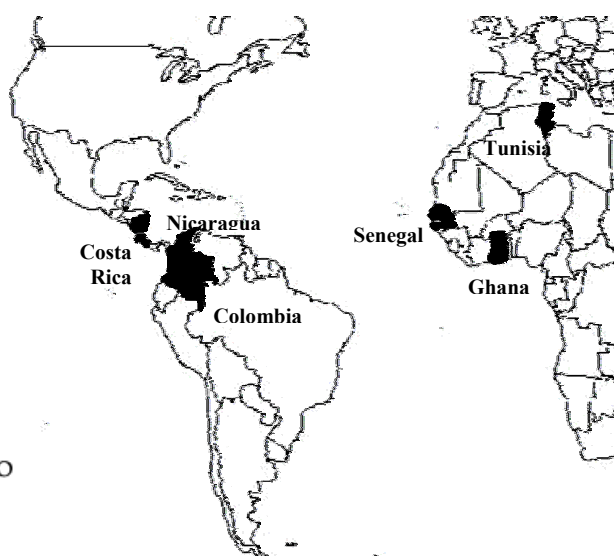
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Iván Martín



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BEST PRACTICES ON COLLECTING AND SHARING LABOUR MIGRATION DATA FOR THE IMPROVEMENT OF THE LABOUR MARKET INFORMATION SYSTEMS (LMISS)

The management of labour migration processes in developing countries is hampered by the lack of timely, objective and reliable data on labour migration stocks and flows. Yet, forward-looking migration policies and informed decision-making require reliable, timely and comparable data. The increasing number of bilateral labour agreements generates new demands and needs for data. Efforts to collect, maintain and share data relevant to managing labour migration are needed and the private sector must be involved.

In this context, the International Organization for Migration (IOM) is implementing the project “Best Practices on Collecting and Sharing Labour Migration Data for the Improvement of the Labour Market Information Systems (LMISs)”, co-financed by the European Commission. The beneficiary countries are Colombia, Costa Rica, Ghana, Nicaragua, Senegal and Tunisia.

The overall objectives of the project are: 1) to support the inclusion and proper management of labour migration information in LMISs; 2) to contribute to policymaking, with a view to fostering greater intraregional labour mobility and international dialogue and cooperation; 3) to enhance the positive effect of migration on the economic development of the six countries. More specifically, it aims to contribute to improving the capacities to collect and share labour migration information and feed it in the labour migration policy process. It will support in particular the inclusion and proper management of labour migration information into LMISs, thus contributing to the development/enhancement of LMISs able to produce accurate and timely information for better management of labour migration. The project will also facilitate the creation of partnerships at the bilateral, regional and international levels for the collection and sharing of labour migration information and testing of pilot data sharing mechanisms (DSM).

Over the 36-month implementation period (2010–2012), the project is articulated around four major phases:

- a comparative study based on six country studies following the same template for analysis (this study);
- three international workshops on: a) information needs in support of bilateral labour agreements; b) the Labour and Migration Observatory function and the creation and management of labour migration databases; and c) measuring labour surplus and labour shortages and forecasting needs;
- six national training activities: these will be carried out under the guidance of IOM labour migration experts and with the support of the IOM Training Modules on Labour Migration; and
- six pilot initiatives to replicate best practices and test new data sharing mechanisms according to the specific needs of each country as identified throughout the project implementation.

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A first, incomplete version of the study was presented to and discussed by the steering committee of the project in the framework of a meeting in Dakar, Senegal, on 17–18 March 2011. The country experts and project managers also commented on a first complete draft of the study in early June 2011. Finally, the participants in the first international workshop of the project, held in Bogotá on 22–23 June 2011, gave some very useful comments on the final draft presented during the workshop. Anna Platonova, Regional Labour Migration/Migration and Development Specialist at IOM Mission with Regional Functions (MRF) Brussels, also made thorough comments on that final draft. The resulting study was also reviewed by Elisabeth Warn, Senior Regional Labour Migration/Migration and Development Specialist at IOM MRF Buenos Aires, and Ricardo Cordero, Senior Regional Labour Migration/Migration and Development specialist at IOM MRF San José.

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List of acronyms and abbreviations

ACP	Africa, Caribbean, Pacific
AECID	Agencia Española de Cooperación Internacional para el Desarrollo
ANEJ	Agence Nationale pour l'Emploi des Jeunes (National Agency for Youth Employment of Senegal)
ANETI	Agence Nationale de l'Emploi et du Travail Indépendant of Tunisia (Tunisia Public Employment Service)
ATCT	Agence Tunisienne de Coopération Technique (Tunisian Agency for Technical Cooperation)
C-4	El Salvador, Guatemala, Honduras and Nicaragua group of countries
CDEPS	Centres Départementaux d'Éducation Populaire et Sportif (Department Centres for Popular and Sport Education in Senegal)
DAS	Departamento Administrativo de Seguridad (Colombia), National Border Control Office
DANE	Departamento Administrativo Nacional de Estadística (Colombia), National Statistics Office
DANIDA	Danish International Development Agency
DGME	Dirección General de Migración y Extranjería (of Costa Rica and Nicaragua), Directorate of Migration and Foreign Services
DSM	Data sharing mechanisms
ECOWAS	Economic Community of West Africa States
EIB	Employment Information Bureau of Ghana
ENMIR	Encuesta Nacional de Migraciones Internacionales y Remesas de Colombia (Colombia's National Survey on International Migration and Remittances)
FIIAPP	Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas (Spain)
FOIL	Programa de Formación Ocupacional e Inserción Laboral (Programme for Occupational Training and Labour Insertion)
GDP	Gross domestic product
GIS	Ghana Immigration Service
GSS	Ghana Statistical Service
GTZ	Gesellschaft für Technische Zusammenarbeit (German Technical Cooperation Agency)
INA	Instituto Nacional de Aprendizaje de Costa Rica (National Institute for Learning in Costa Rica)
INATEC	Instituto Nacional Tecnológico de Nicaragua (National Technological Institute in Nicaragua)
INEC	Instituto Nacional de Estadísticas y Censos de Costa Rica (National Institute of Statistics and Census of Costa Rica)
INIDE	Instituto Nacional de Información de Desarrollo (National Statistical Institute of Nicaragua)
ILO	International Labour Organization
IOM	International Organization for Migration
KLMI	Key Indicators of the Labour Market
LFS	Labour Force Survey
LMIS	Labour Market Information System
LMNA	Labour Market Needs Assessment
LMO	Labour Market Observatory
MESW	Ministry of Employment and Social Welfare of Ghana
MITRAB	Ministerio del Trabajo de Nicaragua (Labour Ministry of Nicaragua)
MTSS	Ministerio de Trabajo y Seguridad Social de Costa Rica (Ministry of Labour and Social Security of Costa Rica)
OAS	Organization of American States
OECD	Organisation for Economic Co-operation and Development
OCAM	Comisión Centroamericana de Directores de Migración
OCM	Observatorio Colombiano de Migraciones

OFEJBAN	Office pour l'Emploi des Jeunes de la Banlieue
OFII	Office Français de l'Immigration et de l'Intégration
OIM	Organización Internacional para las Migraciones
OLACD	Observatorio Laboral para Centroamérica y República Dominicana (Labour Observatory for Central America and Dominican Republic)
ONEQ	National Observatory for Employment and Qualifications
OTE	Office des Tunisiens à l'Étranger (National Office for Tunisians Abroad)
PEC	Public Employment Centre
RIAL	Red Interamericana de Administración Laboral (Inter-American Network of Labour Administration)
ROAME	Répertoire Opérationnel Africain des Métiers et Emplois (African Operational Repertory of Professions and Jobs)
SENA	Servicio Nacional de Aprendizaje (National Service for Vocational Training)
SICA	Sistema de la Integración Centroamericana (Centro-American Integration System)
SIOIE	Sistema Nacional de Intermediación, Orientación e Información de Empleo of Costa Rica (National System for Employment Intermediation, Orientation and Information)
SNRH	Sistema Nacional de Recurso Humano
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund

Executive summary

This comparative study endeavours to provide an overall picture of the state of labour market information systems (LMISs) and whether and how they integrate labour migration information in West Africa, the Maghreb and Latin America. To this end, six countries with disparate employment and migration profiles were selected: Colombia, Costa Rica, Ghana, Nicaragua, Senegal and Tunisia. Despite their strong differences, all of them share the phenomenon of international migration as a structural feature of their economic and social systems and the challenge of job creation as a decisive dimension of their public policies. The detailed analysis of their LMISs and labour migration information collection, processing and dissemination procedures, undertaken through six country studies and six one-week country missions, has revealed a strong similarity of challenges, patterns and issues in this respect in all of them, and by extension, in most developing countries. This might be the main contribution of the study: to highlight, through a comparative approach, the parallelism of LMISs agendas throughout developing countries. The main conclusion is that the development of efficient, comprehensive and integrated LMISs comprising labour migration information is a prerequisite for efficient employment and migration policies.

Increasing importance of employment policy and labour migration

Employment policy and job creation, often neglected in the past in many developing countries, are becoming an essential dimension of the overall economic policy of governments and a key variable for political stability and development prospects. Within the framework of this study, this is evidenced by the development or adoption in the last few months of new national employment strategic blueprints in four of the six countries researched, namely Ghana, Nicaragua, Senegal and Tunisia. Moreover, migration is more and more widely considered to be one of the dimensions of employment policy. Indeed, in many developing countries, there seems to be a true paradigm shift from perceiving migration as a negative phenomenon for development to a more positive approach acknowledging its development potential and, hence, endeavouring to facilitate it.

Awareness of the need for LMISs, but lack of effective systems

In this context, as country missions and national and regional workshops organized in the framework of the study have evidenced, there is wide awareness of the importance of developing effective LMISs that integrate labour migration information as a technical, institutional and material basis for effective employment and migration policymaking and implementation. Despite this awareness, it can hardly be stated that any of the six countries in this study have true comprehensive LMISs. Although there are varied levels of development of the different components of a standard LMIS across countries, none of them counts on an integrated system generating a full set of information, sharing it across institutions and ensuring its thorough analysis for policymaking purposes. Labour migration information is even less available than labour market information; it is often processed by specific institutions for their own purposes and is not shared.

Institutional weakness and fragmentation

Indeed, the main (shared) weakness preventing more targeted and integrated development of LMISs is institutional in nature. Employment policy institutions – migration policy institutions, even more so – are often politically weak, lack sufficient resources and have little leverage on overall economic and social policies. Relevant competences are often fragmented; institutional instability is a recurrent feature; and coordination for policy planning and even simple information exchange among public institutions is not taken for granted. So the main challenge for the development of integrated LMISs incorporating labour migration information is largely an institutional development challenge. The other missing link in LMISs identified in the selected countries is the compilation and analysis of available information. Whatever the gaps in information, all countries featured in this study share a wide-ranging deficit in using the (sometimes substantial) available information for policy planning purposes.

Some promising progress

Nevertheless, a series of interesting experiences and promising practices to build on have been identified and described throughout the study (these are highlighted in the text boxes). They concern fields such as the integration of job intermediation and international migration databases (Accueil-Emploi in Senegal), the implementation of specific international migration surveys (Colombia), data sharing mechanisms (integrated database of temporary work permits developed in Costa Rica), the identification of international job opportunities (the Tunisian Agence Tunisienne de Coopération Technique), the exploitation of the databases of border entries and exits (Nicaragua Central Bank), the documentation of migrants (Nicaragua consular card) or the implementation of bilateral labour migration agreements (Spain–Colombia labour migration agreement and Costa Rica–Nicaragua bilateral labour migration management agreements). They often benefit from the support of international cooperation initiatives.

LMIS conceptual framework

In this context, the other main contribution of this comparative study is to provide a pragmatic conceptual approach for the integration of labour migration information into LMISs, to the extent that so far all studies and analysis of the latter have focused exclusively on traditional labour market information. Indeed, although there is a growing body of studies on the development and implementation of LMISs, the basic conceptualization behind them has been practically the same for the last two decades or more, and there is hardly any specific study so far on how LMISs integrate labour migration information, the main subject of this study. For practical purposes, LMISs are defined as the set of institutional arrangements, procedures and mechanisms by which a country can assure that all relevant labour market information is collected, shared and channelled to relevant institutions to be analysed and processed into the labour market matching and the policy planning processes. An “ideal” LMIS that integrates labour migration information with 10 components has been developed for benchmarking purposes.

What LMIS model?

The comparative study has exposed that the standard model of an integrated LMIS applicable in developed countries can hardly be extended to developing countries with a wide informal sector and no unemployment benefits. In this context, public employment services have very limited coverage of the labour market, and can only provide limited statistical information. A simpler, pragmatic approach is required. The improvement of labour force surveys (LFSs) and the strengthening of labour market observatories are the two pillars of this strategy to develop and strengthen national LMISs. Chapter 5 formulates a set of technical and policy recommendations to this effect; we have endeavoured to propose concrete steps and measures that can be implemented over the short term and at a limited cost, that is, roughly within the current level of available resources.

Labour force surveys

In contexts where administrative registers and public employment services are structurally weak, the primary source of information on labour market developments and migration trends are LFSs (or extended household surveys). In countries where migration is a key structural element, they should include a regular labour migration module, to the extent that migration is so far a widely neglected phenomenon in demographic and socio-economic statistics. They should also have samples large enough to enable the production of broken-down local and regional statistics.

Labour market needs assessment (LMNA)

Another key element for effective policy planning in the employment, migration and education fields are labour market needs assessments. However, none of the selected countries has a systematic LMNA process, despite the existence of strong vocational training institutions in some cases. Even less so do they undertake analysis of prospective labour needs or review international labour demand trends. Therefore, LMNA is the weakest link in current LMISs in the selected countries. Given the importance of LMNA for labour demand estimation, a pragmatic sectoral approach should be adopted in the first stage.

Labour market observatories (LMOs)

All selected countries have some form of LMO. However, in all cases, they are very weak, both politically and institutionally, and they do not fully perform their assigned mission of monitoring and analysing labour market trends. Some common reasons for this are: 1) the lack of flow of information from other institutions; 2) lack of qualified human resources; 3) lack of interaction between LMOs and social partners, universities and research centres, and civil society. Despite this institutional weakness, LMOs are widely considered as a cornerstone of any LMIS and the institutions best suited to carry out functions that have been most neglected so far, namely analysis of labour market and labour migration information, LMNA, and inter-institutional planning and policymaking. Indeed, throughout the study, a strong conclusion points to LMOs as the appropriate institutions to address the issue of institutional fragmentation and enhance national analysis capabilities. There is wide consensus on the need to strengthen them. LMOs can also play an important role as coordinating body for international cooperation in the fields of LMIS and labour migration information and as institutional entrepreneurs of a LMIS development action plan.

International cooperation

International cooperation has played a key role in developing LMISs and labour migration information in all the countries of the study and has tremendous potential to support further developments. It is a key dimension of successful bilateral labour migration agreements. However, problems of sustainability, coordination and duplication emerge in some cases; indeed, it can even be stated that the problem of institutional fragmentation concerns international cooperation as much as the national institutional setting of labour market and labour migration policy and administration. There should be better alignment along strategic priorities and more sustained integration with national efforts. This study advances some recommendations in this direction.

Bilateral labour migration agreements

Bilateral labour migration agreements are becoming increasingly important migration management tools, as both countries of destination and countries of origin endeavour to regulate migration flows through legal migration schemes. However, they are still very fragile and have so far produced only limited results. So far they have only concerned a very small share of total bilateral labour migration flows between the countries involved; the implementation of bilateral labour migration agreements has often caused frustration in countries of origin and they have problems of sustainability and continuity. Strengthening such agreements and building on the experience should be a priority, in particular in cases where they have worked relatively well or have given rise to promising practices (e.g. the Costa Rica–Nicaragua Bilateral Labour Migration Management Agreements, the Spain–Colombia Agreement, the Accueil-Emploi experience in Senegal or the bilateral Tunisian–France scheme). In this framework, the development of databases and data sharing mechanisms is a key lever for efficiency in the implementation of legal migration schemes, as it has proved to be a bottleneck in many cases.

Mutual reinforcement of bilateral labour migration agreements and public employment services

Indeed, evidence shows that, often, an important indirect benefit of bilateral labour migration agreements is their potential to bring about structural redesign and strengthening of job intermediation systems or labour administration in countries of origin. On the other hand, successful implementation of bilateral labour migration agreements is crucially enhanced if the involved countries have performing and integrated LMISs. Indeed, the more their implementation (in particular the preselection process) is integrated in the standard job intermediation system of the country of origin (and of destination), the more effective it is. In turn, the integration of international employment opportunities in national job intermediation systems contributes to enhancing the appeal of the latter for labour market actors (in particular jobseekers), improving labour market coverage and data quality, and strengthening public employment services.

Synergies to be exploited

The study has revealed a series of potential synergies, both bilaterally between the countries of the study and with (and between) international projects and initiatives in the field of labour market and labour migration information systems. The project “Best Practices on Collecting and Sharing Labour Migration Data for the Improvement of Labour Market Information Systems in Colombia, Costa Rica, Ghana, Nicaragua, Senegal and Tunisia” offers an excellent opportunity to dwell on these synergies and explore pragmatic mechanisms to bring them to bear.

It also provides a starting basis to extend this approach to a wider group of countries, eventually at the regional level in the framework of wider political dialogues and cooperation frameworks already in place (Maghreb, West Africa, Andean Community and Central America).

Introduction: Rationale and approach

This comparative study aims “to investigate whether and how labour migration information is assessed and passed on to the LMISs” in six selected developing countries in the Maghreb, Latin America and Western Africa and “to compare challenges and best practices as well as identifying policy and technical recommendations for improvement”. This is the first step in a wider project to improve the capacities of the six selected countries to collect and share labour migration information and feed it in the labour migration policy process and support its inclusion into LMISs.

Why this subject? The starting point and basic assumption of the study, widely supported by evidence, is that “the management of labour migration processes in the six countries of the project is hampered by the lack of timely, objective and reliable statistics/data on labour migration stocks”. On the basis of this assumption, the comparative study aims to provide an overview of the main issues regarding LMISs and the integration of labour migration information on the basis of a detailed study of six country case studies. It formulates technical and policy recommendations for each country in the corresponding sections. However, the main purpose of these recommendations are not to come up with a ready-made LMIS model (this would entail wide inter-institutional cooperation and is well beyond the scope of this project, although some small-scale pilot initiative can be actually implemented in a later phase of the project), but to stir analysis, reflection, debate and, eventually, a process of institutional development, rather than to provide concrete guidelines for action. This comparative study is only the first step in what is ultimately a pilot project (i.e. a project aiming to explore and try out new solutions and to identify best practices and experiences which can be shared by a much wider community of countries) focused on knowledge generation.

In particular, the drive to promote migration in the framework of legal migration schemes and the increasing number of international cooperation initiatives, including bilateral labour migration agreements, is generating new needs and demands for data and data sharing mechanisms for job matching within countries of origin, and also between countries of origin and countries of destination. Effective implementation of labour migration agreements requires sophisticated labour market information systems to deal with job opportunity identification, dissemination of job offers and job opportunities, preselection and selection of candidates, and legal administrative procedures leading to a work permit.

On the other hand, full-fledged information systems are the basis for the protection of migrant workers’ rights, which are at risk when migration takes place unregistered.

The countries selected for the comparative study are very diverse both in terms of their general characteristics and in terms of their institutions and the level of development of their LMISs (see Table 1). Five of the six countries (Colombia being the exception) are relatively small in geographical terms. Three of these six countries are lower middle-income countries (Ghana, Nicaragua and Senegal), and three are upper middle-income countries (Colombia, Costa Rica and Tunisia). Two are low human development countries (Ghana and Senegal); one, medium (Nicaragua); and the other three, high human development countries.

However, all of them share the phenomenon of international migration as a structural feature of their economic and social systems; in total, the six selected countries have an estimated 8.5 million migrants abroad. In all of them (even in Costa Rica, a mainly immigration country), labour migration concerns a substantial share of the population (between 7.35% of immigrants over the total population in Costa Rica and 16.6% of emigrants over total population in Senegal, with a mean of around 10%). Remittances play a key economic role in four of the six countries (between 5% of gross domestic product (GDP) in Tunisia and

14% of GDP in Senegal); in Colombia, where remittances only amount to 2 per cent of GDP, they are very important in some areas of the country (precisely those where unemployment is highest). Indeed, Ghana and Senegal are two of the countries with the longest labour migration tradition in West Africa; hence, they also have more sophisticated labour migration management tools.

Table 1: Facts and figures – selected developing countries

	COLOMBIA	COSTA RICA	GHANA	NICARAGUA	SENEGAL	TUNISIA
Surface (km ²)	1,147,748	51,100	238,540	130,373	196,722	163,610
Population (mill.)	45.5	4.6	24.22	5.8	12	10.544
GDP per capita (current USD)	5,603	6,398	762	1,071	964	4,191
Human Development Index (Ranking 2010 out of 169)	79 (High)	62 (High)	130 (Low)	115 (Medium)	144 (Low)	81 (High)
Urban/rural population (%)	75.6/24.4	58.9/41.1	51.5/48.5	58.3/41.7	47.4/52.6	66/34
Activity rate (% men/%women)	67.8/44.0	57.4/34.5	54.9 /53.4	69.1/38.6	-	68.4/27
Unemployment rate (%)	13.5	7.8	10.4	8.2	12.9	14
Graduate unemployment rate (%)	8.9	-	-	13		19
Youth unemployment rate (% for ages 18–24)	22.6	16.7	-	13.7	30**	29.8
Estimated number of national migrants (mill.)	3.33	0.09	0.957	0.732	2	1.1
Migration rate (% migrants/population)	8%	2,29% 7.35%*	4.6%	13%	16.6%	10%
3–4 main countries of destination (% for each country)	USA: 34,6% Spain: 23% Venezuela: 20%	USA: 80% NIC: 5% Panama: 5%	Côte d'Ivoire 32% Nigeria: 29% Burkina Faso: 7%	Costa Rica: 45,8% USA: 38,4%	Gambia: 20% France: 18% Italy: 10%	France: 54.3% Italy: 13.9% Germany: 7.8%
Estimated number of immigrants (thousands)	128,6	333	740	40.1	126.2	35,192
2–3 main countries of origin (% for each country)	Venezuela, USA, Ecuador, Peru, Italy	Nicaragua: 75% Colombia: 4.6% USA: 3.6%	-	Honduras: 31% Costa Rica: 27% USA: 8.9%	Guinea: 39% Mauritania: 15% Guinea-Bissau: 11%	Algeria : 27.3% Morocco: 18.1%
Remittances (estimated funds per year, mill. USD)	4,023	590	1,833	822	1 192	1,700
Remittances (%/GDP)	2%	2.3%	7.5%	13%	14%	5%

Sources: LMIS national studies; IOM, 2009.

Notes: * Immigrants/population. **18-35 years. Last available years.

The underlying idea was precisely to compare a set of disparate countries in different regions in which migration plays an important structural role and national authorities are endeavouring to develop a rational migration policy, in order to explore to what extent they share common problems as regards their national LMISs and whether and how they integrate labour migration information. On this basis, the potential for mutual learning and bilateral synergies should be explored. Through their endeavours to implement bilateral labour migration agreements or engage in legal migration schemes (as has been the case in Ghana in the last five years), all these countries showed their commitment to systematic management of migration flows, and hence to the development of an LMIS as a framework to capture and process labour migration information. The level of IOM discussion with national governments on these issues also determined the selection of countries for this project.

The main contributions of this study and its added value might be, on the one hand, to highlight, through a comparative approach, the parallelism of LMIS agendas throughout developing countries, and hence the scope for synergies, transfer of experiences and cooperation projects; and, on the other hand, to provide a pragmatic conceptual approach for the integration of labour migration information into LMISs, to the

extent that all studies and analysis of the latter have so far focused exclusively on traditional labour market information. Indeed, although there is a growing body of studies on the development and implementation of LMISs, they tend to focus on specific country studies (two exceptions are a 2003 study by Mangozho of the cases of Canada, the UK, Singapore, the Philippines, India, Hungary, Ukraine, Jamaica, Bahrain and Zimbabwe; and a 2011 review by Zito of the cases of Côte d'Ivoire, Peru and Morocco – interestingly, these countries are in the same regions as the countries featured in the current study, but Zito's work is based on a very simplistic conceptual framework). In any case, the basic conceptualization of such studies has been practically the same for the past two decades or more, and all of them completely ignore the issue of labour migration information as a dimension of labour market information. We have not found any specific study so far on how LMISs integrate labour migration information, the main subject of this study.

Methodology and time frame

To face the challenge of identifying a common narrative on LMISs and labour migration information across very different countries, the project commissioned six country studies on LMISs and labour migration information using a common template of analysis and a common set of issues and questions to explore. These studies were conducted by national experts in liaison with the local IOM mission and under the supervision of the author. The latter carried out country missions to each of the six countries to meet relevant institutions and experts, discuss the national studies with their authors and the IOM project officers, and visit at least one region in each country to have a direct insight into LMIS working at the regional and local levels. Country studies and country missions provided the empirical evidence for this study.

Country studies were drafted between December 2010 and March 2011 (the closing date was 15 March 2011). The country missions were carried out on the following dates:

Tunisia:	9–16 January 2011
Costa Rica:	17–22 January 2010
Colombia:	23–27 January 2011
Ghana:	6–12 February 2011
Senegal:	24 February–3 March 2011
Nicaragua:	5–10 March 2010

Therefore, the information contained in the study reflects the situation as of March 2011, although some additional elements of information have been inserted during the editing of the study (which closed on 15 July 2011).

The result is, of course, time-bound. The comparative study provides a “still photograph” of the institutional and LMIS situation at the time of the country studies and country missions (January to March 2011). It surely contains some outdated information, reflecting not only the changing context, but also the very institutional instability that has been identified as one of the weaknesses of all the countries researched. However, beyond concrete details in one country or another, a clear picture emerges, allowing for relevant conclusions applicable to all the countries analysed and most probably to other developing countries as well.

Throughout the comparative study, the focus has been on procedures and institutions; on the quality of information collection and processing much more than the actual results of this process. As such, the study is more an institutional development analysis than a labour migration and labour market statistical analysis.

Structure of the comparative study

In the course of the elaboration of the study, a basic “ideal” LMIS that integrates labour migration information was developed with 10 major components as a benchmark for comparison purposes. This, together with the conceptual framework of the comparative study, is presented in Chapter 1.

Chapter 2 summarizes in a very synthetic way the detailed information gathered by country studies and country missions on the pieces of information, actors and institutions, and related processes converging on labour market and labour migration information systems. A country brief of four to six pages outlines main employment and migration policy challenges, main relevant institutions and their competences, the most salient elements and processes related to labour market and labour migration information, and a description of the workings and performance of bilateral labour migration agreements with third countries. Each country brief closes with a section on conclusions and specific “points for action” towards an LMIS that integrates labour migration information through concrete steps and measures which can be implemented over the short term at a limited cost (these are the two constraints we have imposed on ourselves for the formulation of recommendations).

Chapter 3 provides some general conclusions with regard to the country review. It also offers a comparative synopsis for the six selected countries on each of the components of an LMIS that integrates labour migration information, as identified in Chapter 1. Some general conclusions are drawn on each of the components, as well as a general conclusion on the relevance of the standard LMIS model to developing countries.

Chapter 4 deals with international cooperation, in particular some lessons learned from implementing bilateral labour migration agreements in the countries studied. It also provides a brief review of regional international cooperation initiatives in the field of LMISs and labour migration information, so as to illustrate the dispersion of initiatives, and the enormous potential for synergies and the sizeable amount of resources already invested in this field.

To conclude the study, Chapter 5 presents a series of concrete technical and policy recommendations generally applicable to all the countries featured. Once again, we have endeavoured to propose realistic steps and measures that can be implemented over the short term at a limited cost, that is, roughly within the current level of available resources.

Finally, the country studies and the comparative study aimed to identify and compare “best practices” in the framework of national LMISs and labour migration information. Indeed, analysis of the LMISs in the six selected countries has shown that there are no true best practices in this field; instead, there are some interesting experiences with some elements that might be eventually replicated in other countries. In some cases, they are rather ongoing projects that have hardly begun to be implemented and are still subject thorough evaluation, to the extent that many initiatives in this field are relatively recent. These interesting projects or practices are highlighted throughout the study and described in some detail in text boxes in order to illustrate specific aspects of LMISs or labour migration information management.

I. Labour market information systems and labour migration information: conceptual framework

I.1. Labour market information systems: definitions and conceptual framework

Effective labour market policies require an effective information system guiding, supporting and monitoring them. A labour market information system (LMIS) is the set of institutional arrangements, procedures and mechanisms by which a country can assure that all relevant labour market information is collected, shared and channelled to relevant institutions to be analysed and processed into labour market matching and policy planning processes.

System

An LMIS is primarily a “system”, that is, a group or combination of dynamically interrelated, interdependent and interacting elements forming a structure with a common purpose. As far as the elements of this system are concerned, they are institutions, private sector and civil society actors, and the different components of the LMIS (see figure 1 and Section 1.2). They are linked by information flows and coordination mechanisms. The following are the purposes and objectives of LMISs:

- 1) Matching labour supply (workers supplying their labour in the market) and labour demand (employers offering jobs), that is, an intermediation function in the labour market: the “clients” or “users” for this function of the LMIS are jobseekers (so potentially the full working-age population) and potential employers. Labour intermediation is usually the remit of public employment services, which are at the time users and producers of labour market information. By definition, the job matching function of an LMIS is projected on the present and aims to optimize existing resources, that is, to increase employment and reduce both frictional and structural unemployment and optimize skills-jobs matching. The main function to do it is an efficient information management system.
- 2) Supporting decision-making and policymaking, in particular policy planning in the fields of employment policy, education and vocational training policy, migration policy and overall social and economic development planning, and evaluating the results and impact of such policies: the “clients” or “users” of this function are decision makers in public institutions, usually a full constellation of governmental institutions that requires some mechanism of inter-institutional coordination and information exchange. The information flowing through the LMIS is the lubricant of inter-institutional policymaking integrating and coordinating employment, education, vocational training and migration policies. By definition, the policymaking function of an LMIS is projected over the future, and aims to anticipate labour supply and labour needs and skills requirements in order to: optimize the use of available human resources; maximize job creation and, ultimately, human development in the future; and minimize the skills gap between labour supply and labour demand. This entails a thorough and systematic analysis of available information.

Labour market information

Information about the labour market that is collected, processed and disseminated through the LMIS concerns a key dimension of economic reality (as most people spend their lives on the labour market). Labour market information is mainly of two types:

- 1) Statistical information, gathered and processed through statistical methods, that is, census and surveys carried out on a sample of the relevant population and extracting the characteristics of this

population on the basis of the characteristics of the sample.

- 2) Administrative information gathered in administrative registers of all kinds by the public administrations at the local, regional or national levels. However, administrative information as such (i.e. as it refers to concrete individuals or establishments) has no value; only statistical information extracted from it is valuable for the purposes of the LMIS, and this statistical reporting is far from evident (it requires a lot of work or else an electronic information system, including relevant reporting applications and working on a depurated database).

Both statistical information and administrative information are complementary and should be compared and comparable. This imposes the use of compatible information systems and classifications.

Which information does this refer to? Article 1 of ILO Convention nº 160 on Labour Statistics of 1985 states that:

Each member which ratifies this Convention undertakes that it will regularly collect, compile and publish basic labour statistics, which shall be progressively expanded in accordance with its resources to cover the following subjects:

- (a) economically active population, employment, where relevant unemployment, and where possible visible underemployment;
- (b) structure and distribution of the economically active population, for detailed analysis and to serve as benchmark data;
- (c) average earnings and hours of work (hours actually worked or hours paid for) and, where appropriate, time rates of wages and normal hours of work;
- (d) wage structure and distribution;
- (e) labour cost;
- (f) consumer price indices;
- (g) household expenditure or, where appropriate, family expenditure and, where possible, household income or, where appropriate, family income;
- (h) occupational injuries, and, as far as possible, occupational diseases; and
- (i) industrial disputes.

This information – it is to be noted that it totally ignores labour migration – has to be precise, relevant, reliable and updated. It also has to be available in a timely manner and for all stakeholders; information is a good that only has value to the extent that it flows. Information technology and the capacity it offers to store, retrieve and share huge amounts of information using relatively simple and cheap hardware and software tools is of course a very important consideration to take into account. However, it is important to establish the difference between an information system (the way in which information is collected, organized, processed and disseminated) and the technology underpinning it: the “Excel era” witnesses the frequent substitution of true information systems by simple electronic data processing and storage without any real use.

LMISs defined

Starting from these generic principles and definitions, literature has endeavoured to define LMISs. Woods and O’Leary (2006) provide a set of different, evolutionary definitions, before engaging in a rather encompassing definition of their own which has been widely taken over ever since:

Labour market information includes any quantitative or qualitative information and intelligence on the labour market that can assist labour market agents in making informed plans, choices, and decisions related to business requirements, career planning and preparation, education and training offerings, job search, hiring, and governmental policy and workforce investment strategies.

This definition is intentionally broad and should be understood to include the following features of LMISs.

- Information/intelligence on :
 - labour market conditions;
 - demand and supply trends and requirements;
 - composition and characteristics of labour supply;
 - projections of future demand and supply;
 - market and job opportunities and problems;
 - education and training services and resources; and
 - other related information supporting labour-market related decisions;
- Interpretation and analysis of the data for various customer needs such as:
 - narrative analyses of trends over time;
 - narrative comparisons between geographies, industries and occupations;
 - narrative analysis tailored for specific applications; and
 - graphical presentations of information.

However, an older definition (Sparreboom, 1999) is more useful for our purposes, at least in the developing countries of our study, to the extent that it emphasizes the institutional dimension of LMISs:

An LMIS consists of a set of institutional arrangements, procedures and mechanisms that are designed to produce labour market information.

It might be useful to remember the usual components of LMISs listed in a previous report with a frequent functionalist approach (ODA, 1996):

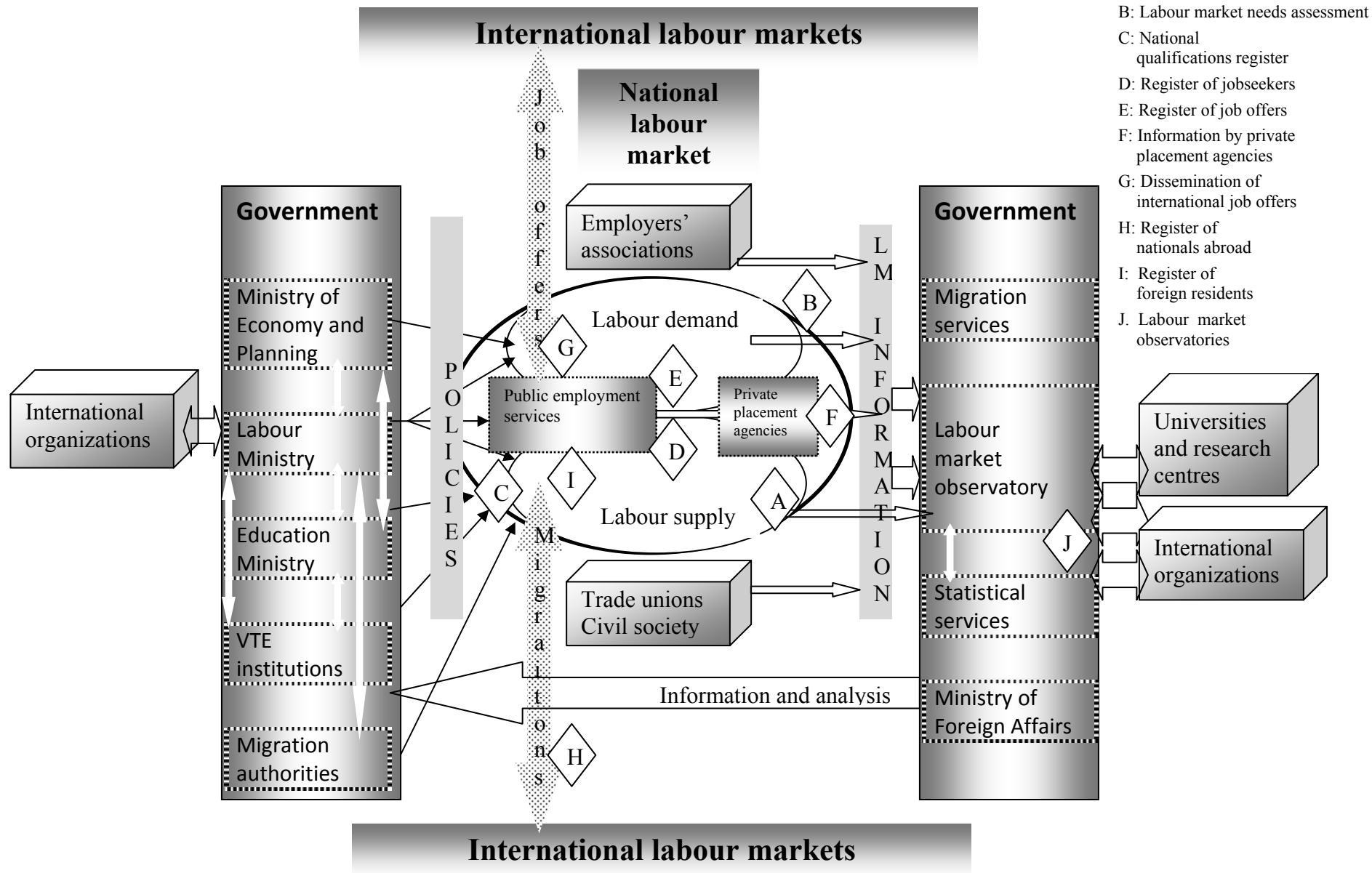
- users – individuals and organizations;
- sources of signals, indicators and intelligence;
- system managers, data gatherers, operators and analysts;
- labour market information itself;
- methodology of data collection and analysis;
- equipment – computers and other hardware;
- processing software;
- means of communication, including public media;
- financial resources; and
- sub-systems:
 - training for system staff and end users;
 - feedback and evaluation; and
 - research, development and publications.

This list shows that labour market information as such is only one component in the system. Equally important are the users of LMI, and the methodology that is applied to collect and analyse it.

These wide definitions of labour market information and labour market information systems suggest that the contents and architecture of these systems cannot be predetermined: they should adapt to local institutional and economic specificities. In any case, an outstanding feature of LMISs is that they should be seen as a process rather than as a ready-made structure. As such, they are evolutionary and have to accommodate changing reality and national and international policy contexts, and also the changing priorities of involved actors and institutions.

This evolutionary and adaptive nature notwithstanding, the basic structural elements of an LMIS (institutions and functions to be performed, actors and required information flows) are pretty much the same in all countries, and roughly correspond to the ones pictured in Figure 1.

Figure 1: Labour market information system: institutions, information flows, actors and components



Institutions and actors

As such, analysis of LMISs is first and foremost an institutional analysis, and this was the main approach of the national country studies and of this comparative study. It focuses on the distribution of functions and competences across institutions and on inter-institutional information flows and coordination mechanisms. Indeed, any effective LMIS must integrate a plurality of actors, including private sector actors such as employers and trade unions as main operators of the labour market, experts from universities and research centres and civil society organizations active in the field of employment (and migration). Among them, the LMIS should identify the producers and users of each piece of labour market information and their respective information needs. Their involvement is a requisite for the success of any LMIS.

Integration

However, the key to a performing LMIS is not so much its architecture but finding a way to combine all elements into a comprehensive whole. The crucial pieces of any LMIS are the interrelations and information flows between its different elements, actors and institutions, which form the glue that keeps an LMIS together and makes it efficient. In this regard, LMISs should be based on the principle of integration, with a view to becoming an “integrated” labour market information system (ILMIS), in two senses:

- 1) Horizontal integration, both territorial (across regions in the same country: nationwide LMIS has to be based on a network of regional LMISs) and institutional (bringing together the different actors and institutions generating, collecting, processing and disseminating labour market information).
- 2) Vertical integration across the different pieces of the jigsaw, information gathered through different methods and for different purposes: here is where labour migration information brings to bear. As explained throughout this study, in a context where international migration is a structural feature of the economies of the selected countries and where migration is increasingly becoming a dimension of national employment policies, labour markets cannot be considered anymore in a narrow sense as purely national labour markets, but should integrate international labour markets as well (international job offers and labour migration). So an LMIS is, by definition, incomplete if it does not integrate labour migration information, as has been very often the case so far.

Data sharing mechanisms

This inter-institutional nature of LMIS attributes a central role to data and information sharing mechanisms giving substance to the principle of integration (both vertical and horizontal). Data sharing mechanisms should have a technological base (a platform on which information exchange or sharing takes place); a series of rules for this information sharing or exchange (regularity, limitations, use and so on); and a joint understanding of concepts and definitions making shared or exchanged information compatible. The question of compatibility of the different classifications of occupations (in particular the International Standard Classification of Occupations (ISCO), developed by the International Labour Organization (ILO) and the last update of which is known as ISCO-08,¹ and its different national adaptations), for instance, has been highlighted as a key issue throughout the study, to the extent that very often the variations used by national statistical institutes and public employment services differ substantially from each other, making their databases incompatible. For the purposes of integrating labour migration into LMISs and using national LMISs as support for the implementation of bilateral labour migration schemes, compatibility and data sharing across borders (following the migrant workers or job opportunities) is crucial and should be carefully considered, with an aim to advance in the long term towards (bilateral, regional or international) systems of integrated labour market information systems (SILMISs). The responsibility of international organizations and international cooperation agencies in this regard is underlined in the framework of this study.

¹ <http://www.ilo.org/public/english/bureau/stat/isco/index.htm>

Analysis

Apart from producing labour market information, any efficient LMIS should process and analyse such information, in particular for policymaking purposes. This is often the weakest part of national LMIS in the selected countries. This requires specialized interdisciplinary skills and close interaction with the users of the information (in particular policymakers) to ensure relevance. As a matter of fact, the only way to ensure a systematic analysis of labour market information in a comprehensive and policy-relevant way is to trust it to specialized institutions such as labour market observatories.

Dissemination

However, information should not remain reserved for policymaking use alone. Regular publications should disseminate the available information to all stakeholders (and to the ultimate users of it, namely employers and jobseekers themselves); this often translates into monthly or quarterly bulletins with statistics and trend analysis and yearbooks with a more comprehensive overview of socio-economic issues. The establishment of an online LMIS Data Warehouse, including labour migration information that compiles and makes accessible in a systematic way all relevant information and publications, is a powerful and cost-effective tool to ensure wide dissemination, and labour market observatories can take over this function as well.

1.2. An ideal LMIS that integrates labour migration information

For the purposes of our study, the components of an ideal LMIS against which we have compared the situation in each of the selected countries are outlined below. Together, they provide a template for comparative analysis of the status of LMISs across countries and the extent to which they integrate labour migration information.

A. Labour statistics

As indicated earlier, according to ILO Convention n° 160 on Labour Statistics of 1985, ratifying member states are committed to “regularly collect, compile and publish basic labour statistics, which shall be progressively expanded in accordance with its resources”.² LFSs are the key source of information on labour market dynamics, in particular in those countries with no developed database on public employment services. They provide a full set of information on labour supply and employment (not so on labour demand) which can then be analysed in the framework of an integrated LMIS. One of their main advantages over any other method of labour market data collection is that they include informal employment as well. As household surveys, LFSs can be embedded in more general household surveys capturing other information on household economy beyond labour activity. Surveys on living standards also provide additional partial information on labour activity and employment of households. To act as a thermometer of the labour market, LFSs have to be implemented at least yearly, ideally on a continuous basis (leading to quarterly publication of statistics). The size and composition of the samples of LFSs should make possible the production of local and regional statistics, and not just national ones. The contents, concept definitions and methodology of LFSs are well defined by the Organisation for Economic Co-operation and Development (OECD)³ and ILO.

In order to integrate labour migration information – a key dimension of labour supply – in all the countries of the study, LFSs should include an international labour migration module.⁴ However, this does not reduce the interest of specific international migration surveys with a universe and a sample specifically designed to

² Of the countries in the study, only Colombia and Costa Rica have ratified this convention.

³ OECD, *Labour Force Statistics 2010 Edition – Methodological Notes*, www.oecd.org/dataoecd/35/3/2771299.pdf.

⁴ The ILO has developed a standard “Labour Migration Module” for National Household and Labour Force Surveys: http://www.ilo.org/dyn/migpractice/migmmain.showPractice?p_lang=en&p_practice_id=42.

study migration flows and stocks and the characteristics of migrants. These surveys are designed to overcome two of the main methodological problems of LFSs when addressing the issue of international labour migration: on the one hand, the sampling of the general population does not take into account different levels of migration intensity across regions of the same country; on the other hand, there is an intrinsic bias towards under-registration to the extent that families which migrate as a whole are not in the sample.

Another source of employment statistics are administrative registers on employment (mainly social security records and, in some cases, employers' statements required for inspection purposes). They only produce information on formal employment, but are indicative of labour market trends.

ILO has developed a set of 20 Key Indicators of the Labour Market (KILM)⁵ based on standard definitions which it tries to compile for every country on a comparable basis, but they present significant problems of consistency over time and comparability across countries. In some countries, the supposed development of an LMIS has been reduced to the development of a system to produce the KILM (among the countries of the project, this was the case for a former project in Ghana).

Text box 1: Colombia: National survey on international migration and remittances (ENMIR)

ENMIR is a unique case of private-led statistical undertaking to research the features of international migration in Colombia. It was carried out in 2008–2009 by the Observatorio Colombiano de Migraciones (OCM, www.observatoriodemigraciones.org), a joint endeavour of Fundación Esperanza (originally focused on the issue of displaced persons) and the university network Alma Mater. ENMIR provided input to the Geo-referenced Information System on Migrations developed by OCM. It gathered information on the main characteristics of migrants and households receiving remittances, covering 18 cities in the country with the highest migration intensity, with a total sample of 2,358 households. Thanks to its coverage, methodology and rigour in collecting and processing data, it has become a reference source of information on migration flows and the features of migrants and the households of migrants and returned migrants.

In 2011, a second run of ENMIR will be launched, this time at the Andean level (including other Andean countries) and with two cross-border and labour migration modules. This time the Departamento Administrativo Nacional de Estadística (DANE) will provide technical support.

B. Labour market needs assessment

To complete the description of labour market dynamics, analysis of labour demand is needed. This can be done at the national, regional or even local level, but it should always start at the sectoral level. It can be referred to current needs (vacancies) or to prospective needs in the future (for educational and vocational training planning purposes, for instance). As for the methodologies, they can be statistical (through employer surveys, such as surveys of economic establishments), econometric (using econometric models to estimate the demand for labour by sectors assuming specific rates of growth and labour intensities, but a precondition for this exercise is to have comprehensive and updated input–output tables), or analytical (such as in-depth sectoral studies based on round tables, interviews and sectoral surveys and other methods, or forward-looking assessment with scenario development based on expert opinion using, for instance, the DELFI method). The consistency and comprehensiveness of LMNAs require combining different sources of data and indicators (Estruch-Puertas and Zupi (2009) provide a good overview of this issue). LMNA should produce estimations of the quantity of labour demand by different skills levels and qualifications, but in any case it is not a one-off exercise; it should be a continuous process of planning, updating relevant information and monitoring. For national human resources planning, the LMNA

⁵ http://www.ilo.org/empelm/what/lang--en/WCMS_114240.

framework should also include some kind of international labour market review in order to identify unsatisfied labour demand trends in potential immigration countries.

C. National qualifications register

The national qualifications register is a centralized database of skills and qualifications provided by education and vocational training institutions, both national and international, to the working-age population in a country (i.e. at primary, secondary, technical and vocational education and training and university levels). It is the basis for the assessment of qualifications availability for national and international employment, as well as for the recognition of vocational qualifications on the basis of the national qualification framework. According to ILO Recommendation 195 concerning human resources development (2004), “national qualifications frameworks [are meant] to facilitate lifelong learning, assist enterprises and employment agencies to match skill demand with supply, guide individuals in their choice of training and career, and facilitate the recognition of prior learning and previously acquired skills, competencies and experience”. However, for LMIS purposes, the main utility of such frameworks is in providing a detailed overview of the skills and qualifications available in the country, which, together with the LMNA, can lead to determining skills and qualifications mismatches, shortages or surpluses, and hence serve as a basis for education and migration policy planning. To integrate migration into the picture, the qualifications of foreign workers residing in the country and of national workers abroad should be compiled as well.

D. Register of jobseekers

Labour force surveys provide a statistical picture of activity and work conditions. However, administrative records of jobseekers are a key element of any labour market intermediation service provided by public employment services. Current online information systems allow for an effective method for information capture and management (but they also can lead to multiplication of registers and non-depurated information). However, in practice they do not make up for the need for a network of employment offices with employment counsellors; very often job matching information systems are conceived as support systems for public employment services and are operated exclusively by them (not directly by the end-users). A key question pertains to the information compiled on jobseekers (and hence the registration form): apart from the standard information on personal data, skills and qualifications, and work experience, it is important to include a set of questions related to availability and suitability for migration. Finally, any information system should have a good procedure for updating records and removing outdated ones. An additional question relates to coverage: since jobseekers registers are by definition voluntary, the utility of the jobseekers register is related to the proportion of the overall jobseeker universe in the country that it covers. So only to the extent that the information collected on jobseekers is comprehensive, accurate and updated regularly will it be possible to extract from the system statistics useful for analysing labour market trends (and hence for LMIS purposes). Furthermore, only to the extent that the jobseekers register has a wide coverage will it be representative.

E. Register of job offers

At the other end of the labour market intermediation services of public employment services is the capturing of job offers by employers. The efficiency and coverage of public employment services in relation to other placement mechanisms (such as parenthood relations, worksite billboards, press ads and private placement agencies) determines how relevant these registers are for LMIS purposes. A key issue is the adaptation of jobseekers qualification profiles to the needs and uses of employers. On the one hand, national statistical institutes tend to use the ISCO developed by ILO, in some cases adapted to national specificities. However, this is not always easily understandable or usable by employers, and is quite complex, so public employment services have developed their own, often simplified classifications. This makes more difficult the comparability of data and the use of national qualifications registers for labour

market intermediation purposes. As far as the integration of labour migration information is concerned, the flexibility of the job offers register to accommodate, process and respond to international job offers has to be checked; in many cases, international job offers follow special procedures.

F. Information provided by private placement agencies

Private placement agencies play an important role in all labour markets, even when public employment services are very effective and comprehensive. They adopt many different forms: job markets organized by universities, temporary work agencies and headhunting companies. Sometimes they are perceived as competitors of public employment services; sometimes they are considered complementary; and in some cases, they cooperate with each other. In some countries, their activity is regulated; and in many countries, they have to register as such, but their activity is more or less free. In any case, for an LMIS to be complete, information on the activity of placement agencies is required, at least, on the number and profile of placements. International placement agencies can play an important role facilitating the selection process in the framework of the implementation of bilateral labour migration agreements, but the ratification of Convention n° 181 on Private Employment Agencies should be done to ensure appropriate guarantees.

G. Dissemination of and preselection for international job offers

In a context where international migration is becoming an option for an increasing share of the labour force and international migration is a dimension of the national employment policy, the dissemination of information on international job offers and, more importantly, the design and implementation of a procedure to deal with them at the national level, is a necessary component of a full-fledged LMIS. Public employment services can play a central role in this process, dealing with international offers in the same way that they do with national ones, carrying out preselection and strengthening themselves in the process.

H. Register of nationals residing abroad

A register of national citizens residing abroad can be a key source for data on remittances, and have a bearing on the national labour market through return migration. In this regard, a full-fledged register with data on qualifications and labour profile can be extremely useful. The usual sources of information are consular records, but very often their databases are fragmented and partial: this poses questions about coverage, enhanced through the issuing of a consular card giving access to some entitlements, and about update and exploitation. Another approach is to undertake a census of national residents abroad through the associations of residents abroad.

In this context, as part of an integral migration policy, a register of return migrants, their qualifications and intentions is also a key tool to optimize their impact on the labour market (providing counselling on trainings, insertion, employment and entrepreneurship) or to estimate the impact on social policies, remittances flows and so forth. A key component of this register is the register of deported nationals.

I. Register of foreign residents

Administrative registers of foreigners residing in the country are mostly the result of legal procedures to grant work or residence permits by national authorities. However, the exploitation of this type of data, collected mainly for security and public order reasons, can be extremely useful for employment policy purposes. A related question is that of information on country entries and exits (very often border control is implemented by the same authority granting work and residence permits). The analysis of data collected at country borders (through entry and exit cards, which are standardized in some regions, and through electronic systems of border control) can be used in the framework of estimation of remittances, migration balances and estimation of the number of foreign residents or national residents abroad. A register of

returning migrants is also useful to complete the national qualifications register and the information on labour supply (and, in some cases, as returning migrants invest in business, labour demand as well).

J. Labour market observatories

The availability of relevant information is not sufficient to build a performing LMIS. Information needs to be processed and analysed for policymaking purposes. This is the role of LMOs, which are specialized units compiling and analysing information on the labour market, qualifications and, increasingly, migration as part of the policymaking process. LMOs usually produce reports and studies, but their most important contribution has to do with the process of education, employment and migration policy planning. As such, their effectiveness is directly related to their role as inter-institutional coordinating body and to the extent that they are able to facilitate information exchange and policy coordination.

These 10 components of a standard LMIS that integrates labour migration information are represented by the corresponding letters in the LMIS illustration (see Figure 1). For the sake of clarity, they can be grouped on the basis of the functions they contribute to:

Labour supply information	A. Labour statistics C. National qualifications register H. Register of nationals residing abroad I. Register of foreign residents
Labour demand information:	B. LMNA G. Dissemination of international job offers
Labour market matching:	D. Register of jobseekers E. Register of job Offers F. Information provided by private placement agencies
Integration, analysis and dissemination:	J. Labour market observatory

I.3. Institutional framework

However, this normative template of 10 components of an ideal integrated LMIS that integrates labour migration information should not mislead practitioners. The truly fundamental element of any LMIS is the institutional framework establishing a rational division of competences among relevant institutions, operational mechanisms for inter-institutional coordination, outreach mechanisms for interaction with private sector actors (be they research centres or social partners) and, most importantly, a fluent circulation of information across institutions. The process of analysing the available information and the integration of this process in development policy planning at the national, regional and local levels are the elements giving sense to the whole system. So the conceptual framework, the technologies and the procedures for developing a tailor-made, integrated LMIS that includes labour migration information are clear and available; what is required is the political will to mobilize and to align the resources to implement them.

2. Status and challenges of LMISs and labour migration in selected countries

2.1. Colombia: The challenge of optimizing existing resources

Employment and migration challenges and policy response

Colombia has an estimated 3.3 million migrants abroad, or 8 per cent of the total population (but there are strong variations in estimations and there are no official figures). The political context – decades of political violence and the emergence of increasingly powerful drug-trafficking networks in the 1980s and 1990s – has brought about major distortions in the labour market, in particular through massive displacement of persons (3.7 million) and interference with incentives for youth education among the poorer population. The high migration intensity in some departments has only reinforced those distortions through the accrual of remittances (which are contracting but still amount to 2% of GDP). Despite the acute employment problem in the country (13.8 per cent of the labour force is unemployed, or more than 3 million persons), compounded by informality, and the increasing importance of migration as a structural element of the national economy, it can be stated that Colombia so far has no defined national migration policy as such (as repeatedly stated at the national workshop). However, Colombian authorities facilitate as much as possible the international placement of Colombian workers.

Institutions and policymaking⁶

Since 2004, the Ministry of Foreign Relations has been in charge of “formulating and implementing migration policy”, and the 2006–2010 Development Plan refers to an “Integrated Migration Policy” which was formally approved in 2009. In June 2011, a law was adopted establishing a “National Migration System” geared to protect the “Colombian communities abroad”; it establishes a National Civil Society Forum for Migrations. Since 2001, international legal migration schemes (in particular with Spain, but in any case covering only a small fraction of total migration) are negotiated by the Ministry of Foreign Relations and managed by SENA. As far as immigration policy is concerned, the implementation body is the Directorate of Promotion of Employment. The same dichotomy appears in the employment policy field: the Ministry of Social Protection is competent in policymaking and labour inspection, but labour market policies and intermediation is implemented by SENA, a semi-independent public body, and overall human capital planning is in the charge of the National Planning Office (which has its own Programme on Labour and Labour Markets and produces monthly information on labour market performance). In contrast, coordination between vocational training and labour intermediation occurs organically within SENA.

Servicio Nacional de Aprendizaje (SENA, www.sena.edu.co), or the National Service for Vocational Training, established in 1957 and originally focused on vocational training, is entrusted with the national labour intermediation system, and hence the employment offices (which combine occupational orientation, training and job matching). This is a very powerful institution present throughout the country (it owns 33 centres and it has 230 offices operated by other institutions; it has a total of 6,800 civil servants plus 18,000 contract employees, 800 at headquarters). Regional offices manage job matching (mainly for technical jobs) and professional orientation at the local level, using a powerful nationwide online job matching system. However, international migration or major employment offers (“special offers”) are directly managed from the central headquarters. SENA has offices in several countries, including Spain and the UK, but they only work in the vocational training field, not undertaking any job opportunities prospection.

⁶ The best and most comprehensive analysis of the institutional setting of labour migration in Colombia is a study by Mejía Ochoa (2011).

Departamento Administrativo Nacional de Estadística (DANE, www.dane.gov.co), or the National Statistics Office, is a very strong institution present throughout the country through its six regional offices. It produces the National Household Survey, a true LFS. Access to its databases (apart from the published results of the surveys) is not taken for granted even for public institutions.

The Departamento Administrativo de Seguridad (DAS), the National Security Office managing border controls (through the *Tarjeta Andina de Migración* or Andean Migration Card), is in charge of producing border-crossings information. It recently signed an agreement with DANE for statistical exploitation of its registers.

The Ministry of Foreign Affairs is granted the policy coordination function in all matters related to migration. It manages the programmes *Colombia Nos Une* (established in 2004) and *Bienvenido a Casa* for Colombian migrants and returnees, respectively. Since 2009, there has been an “Integrated Migration Policy” setting the main strategic guidelines in this field.

The Directorate of Promotion of Employment of the Ministry of Social Protection (combining the former Ministry of Labour and the Ministry of Health Care, although both ministries should be split again soon) is the formal policymaking body on employment, but it is surpassed by SENA. Until December 2010, it was entrusted with granting the “proportionality certificates”, which are required of firms wanting to hire foreign workers and a precondition for granting them work permits. These certificates state the percentage of national and foreign workers (12,120 certificates were granted in 2010, against 9,508 certificates in 2009). The process was done manually, generating a lot of information; however, the information gathered was largely lost. This system has been replaced by direct granting of work permits by the consulates.

Labour market observatories: Formally, the Ministry of Foreign Relations has created an Observatory of Migration, which is not operational. In contrast, there exists a National Labour Market Observatory at the Directorate of Promotion of Employment (a single officer runs it), coordinating a loose network of nine regional LMOs (in some cases, they integrate the local antenna of the Ministry of Social Protection with SENA, DANE and local universities and NGOs, often with very precarious resources); they have a general template for information they should produce (see Ministerio de Protección Social), but these guidelines are hardly respected and they are only beginning to include some elements related to migration. SENA has also its own Labour and Occupational Laboratory (four officers at the headquarters, plus one half-time officer at the regional level in Risaralda, for instance) that produces quarterly statistical information on labour market developments (*Notiempleo*). However, this unit is isolated from others and working only on the basis of its own data and for the purposes of job matching (not policymaking).

In any case, there is a certain lack of coordination between all relevant institutions, let alone a national integrated system of human capital planning, despite the fact that there has been a **National Intersectoral Commission for Migration** since 2003 (there is also a National Tripartite Forum on Labour Migration Management). In any case, migration currently cannot be said to be effectively integrated into the overall social and economic development planning process in Colombia.

Labour market and labour migration information

Despite the increasing importance of migrants in the political discourse and the targeting of government programmes for migrants (e.g. *Colombia Nos Une*) and returning migrants (e.g. *Bienvenido a Casa*), there is no official register of Colombians abroad, let alone a comprehensive system of information on labour migration. Law 1429 of December 2010 created the National Information System on Employment Demand administered by DANE.

The SENA online labour market matching system (*Sistema Nacional de Recurso Humano*, <http://colombianostrabajando.sena.edu.co>) is well suited for job matching, but it covers only a part of job

offers and jobseekers in the labour market. Anybody looking for a job can register, and full sectors of the labour market are not well covered (such as agriculture, professional services or highly qualified jobs). In 2010, it boasted 786,976 registered jobseekers and 200,017 job offers, of which 137,658 were filled. In practice, however, the system hardly allows for drawing statistical information in a smooth way (due to the many errors in the records), neither at the national level nor at the regional level (the Information System on Labour Supply and Demand module that the Sistema Nacional de Recurso Humano (SNRH) was supposed to develop had never been fully operational). The SENA system does not include specific information on migration in its database (not even whether the jobseeker is a former migrant or wishes to migrate). So in practice, almost the only source of information on labour market developments is DANE's integrated household survey (*Gran Encuesta Integrada de Hogares*), an LFS carried out on a continuous basis and published monthly (but it does not have a specific labour migration module). The last census dates back to 2005. DANE only collects information on labour supply; in December 2010, it received a mandate to develop an Information System on Labour Demand (which could lead to some kind of a national LMNA).

There is no national system of migration information. The National Survey of International Migration and Remittances (ENMIR, see Text box 1), carried out in 2009 by Fundación Esperanza and the university network Alma Mater, is the main specific source of information on international migration. There have been other local surveys on migration, such as the 2004 Survey on International Migrants and Remittances in the Metropolitan Central Western Area of Risaralda.

International cooperation and bilateral agreements

The main bilateral labour migration agreement was signed with Spain in 2001 (see Text box 2).

Text box 2: Spain–Colombia Agreement on the Regulation and Management of Labour Migration Flows

According to the Spanish municipal register (*padrón*), in December 2010, there were 271,773 Colombian residents in Spain, 20,000 less than one year before. Although less than 3 per cent of them were selected through the Spain–Colombia Bilateral Migration Agreement, it is widely considered a successful example of a legal migration scheme.

The Colombia–Spain Agreement was signed in 2001. The Colombian institution in charge of implementing the agreement (particularly in selecting the workers) is SENA. The simplified procedure is as follows:

- i) Spain informs Colombia about the number and skills of workers required.
- ii) SENA publishes the call for applications through the SNRH as a “special offer”. The Bogota headquarters makes the preselection.
- iii) The regional offices of SENA verify the documents supporting the CV.
- iv) An interview between the candidates and the employer is arranged by the Spanish Embassy in Bogota.
- v) The Embassy informs SENA about the selected workers, and the results are published in the SNRH.
- vi) Selected workers undergo medical examination and get legal documents. They are submitted to the Spanish migration laws.
- vii) SENA provides the required training for selected workers when job offers require specific skills and work conditions.

After a worker is hired and gets his/her work and residence permit, no follow-up is made, to the point that there is no information about how many of the workers return to Colombia. There have been some cases of abuse or humanitarian interventions caused by failure of the contract to materialize.

The total number of migrant workers selected through SENA is as follows:

Year	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	TOTAL
Job offers	261	303	385	556	1.659	1.512	2.924	1.270	85	29	8.984
Selected workers	261	303	385	556	1.659	1.512	2.422	956	61	10	8.125
% matching	100	100	100	100	100	100	83	75	72	34	90

The main occupations have been services (hotels and restaurants), health care and commerce; these have been mostly middle and low-skilled occupations. Under this framework, a number of temporary migrant workers (mainly in the farm sector, through the *Programa Union de Pagesos*) are hired every year for nine to 12 months, with an obligation to return to Colombia after the work period (and the possibility of being hired again). These migrant workers are selected directly by the Fundación Agricultores Solidarios (although SENA provides some training as well). The number of job offers has declined dramatically as a consequence of the global economic crisis.

Potential for improvement

- System capacity and IT tools should be enhanced.
- Follow-up of the labour conditions of migrant workers once engaged in the country of destination should be ensured as part of the programme, offering a mechanism for repatriation when major dysfunctions occur.
- The agreement and its implementation have not been designed for information collection. More information should be generated.

Other agreements are being negotiated with Portugal (50 medical doctors have already been selected and sent), Peru (memorandum of understanding signed in 2009) and Costa Rica (focused on skilled migration). Some labour migration operations have also been implemented with Canada (180 workers selected in 2006 and 175 workers selected in 2007), but without any framework convention. The 2010–2014 Development Plan foresees “country-to-country agreements” with third countries for the arrival of highly skilled foreign workers to the national labour market to meet “the current mismatches between human capital supply and demand”.

Conclusions and recommendations

According to the national study, “despite the increase in migration flows and its interaction with the labour market in Colombia, no scheme has been developed so far allowing to draw relevant information and indicators required for making diagnostics, monitoring systems and analysis facilitating policymaking in the fields of migration and employment policies based on reliable, comprehensive and timely data”.

Main challenges

- Optimizing the use of information available in the SENA system, and opening up to other institutions the statistical and administrative information available at DANE and SENA (as the two institutions producing primary data on the labour market), both at the national and regional levels;
- Clarifying the institutional responsibility for policymaking, scattered between the Ministry of Foreign Relations, Ministry of Social Protection, SENA and others;
- Dispersion of labour market and migration observatories; and
- Prospection of employment opportunities abroad for Colombians (not done so far).

Points for action

From a **statistical point of view**:

- The *Gran Encuesta Integrada de Hogares* (National Household Survey) should integrate a full labour migration module.
- The National Survey on International Migration and Remittances (ENMIR), implemented in 2008–2009 by Red Alma Mater and Fundación Esperanza and being replicated in 2011 in a format extended to the Andean Community States, should be supported and developed. Coordination with

other relevant institutions such as DANE (technical support) and eventually SENA should be ensured.

- The rich information contained in the SENA information system and the DAS registers should be further exploited and depurated; this could be done by a strengthened LMO.

From an **institutional point of view**:

- The National Intersectoral Commission for Migration should become more operational and a real body of coordination and policymaking.
- The different LMOs (Directorate of Promotion of Employment, regional ones, SENA's and the Migration Observatory) should be integrated into a single network coordinated by the Ministry of Social Protection.
- The new Information System on Labour Demand, commissioned to DANE, should integrate all other relevant institutions (SENA, LMOs, etc.)

Overall, it is proposed that a specific **National Sub-System on Labour Migration Information** be developed.⁷ This system would be managed by the Directorate of Promotion of Employment of the Ministry of Social Protection (or even better, by a specific Directorate for Labour Migration, reflecting the increased importance of the issue), which has historically been in charge of all aspects of labour migration and has as one of its competences "to formulate, in coordination with relevant institutions, the labour migration policy of the National Government". This system would centralize all relevant information on labour migration from all sources through the national LMO, relate it to the labour market information at the local, regional, national and international levels, and analyse it for policymaking and planning purposes. It would also develop the missing components of an LMIS that integrates labour migration information. The observatory would require reinforcement in terms of human resources, specialized qualifications (for instance, for LMNAs) and institutional strengthening to act as an inter-institutional and cross-regional coordination body, as well as the development of its own database.

Finally, a **more proactive attitude in the search for international job opportunities for Colombian workers** is required. This could be done with a widening of the mandate of the Colombian consulates abroad, but in particular by taking advantage of the SENA offices abroad, which so far are limited to vocational training activities. They could become information points in the search for international job opportunities.

⁷ For more details on this proposal and a table of sources and information inputs and outputs, please refer to the national study, Section 9.1.

Table 2: Colombia: Checklist of LMISs elements and integration of labour migration information

		Comments/main shortcomings
Labour statistics	X	The National Integrated Household Survey is the main source of information. In 2009, a National Survey on International Migration and Remittances was carried out (see Text box 1).
Labour market needs assessment		Despite the strong institutional profile of SENA, no real LMNA is carried out on a systematic basis. In December 2010, a National Information System on Labour Demand was launched under the direction of DANE. It does not integrate migration as a relevant variable.
National qualifications register		SENA records information on skills and qualifications, but the information is not accessible on a statistical basis.
Register of jobseekers	X	Well-developed as a job matching system, but SENA's SNRH reporting system is not performing very well. Users upload their own information.
Register of job offers	X	Well-developed as a job matching system, but SENA's SNRH reporting system is not performing very well. It only covers part of the market.
Information from private placement agencies		They have to be registered at the Ministry of Social Protection. Apparently they inform it of job offers and placements, but this information is not public.
Dissemination of international job offers	X	Ad hoc through SENA
Register of nationals abroad		No register
Register of foreign residents	X	Register at DAS
Labour market observatories (analysis)	X	Several observatories, but lack of coordination between them and weak institutional and technical capacities.
Institutional coordination/information exchange		Very unsystematic
Bilateral labour migration agreements	X	A successful agreement with Spain

2.2. Costa Rica: The challenge of managing inward labour migration

Employment and migration challenges and policy response

Costa Rica is the only predominantly immigration country in the study, and also the only one with a relatively balanced labour market. Employment policy has traditionally not been a political priority of governments, and hence there is no network of employment offices throughout the country. This is beginning to change. The Costa Rica labour market has a structural need for foreign labour, mainly unqualified workers for the farming sector, domestic services, private security and construction. Although there are varied estimations of the number of immigrants in Costa Rica (and in particular Nicaraguans, making up more than 75% of the total), according to official Dirección General de Migración y Extranjería (DGME) figures in January 2011, there were 352,000 foreigners residing in the country, of which more than 300,000 were from Nicaragua, but this figure does not include irregular migrants, in particular the temporary farm workers during harvest season. The presence of Nicaraguans in Costa Rica is also a hot political issue. Since 2006, there has been a political choice to regulate and facilitate migration flows. A new and less restrictive migration law entered into force in March 2010. A major issue is weak respect of legal work conditions, including the minimum wage (MTSS, 2010), in particular for foreign migrant workers, due to the weakness of Labour Inspection (visiting only 5% of establishments every year).

Institutions and policymaking

National Directorate for Employment of the Ministry of Labour and Social Security (MTSS, Ministerio de Trabajo y Seguridad Social de Costa Rica): Jointly with the Instituto Nacional de Aprendizaje de Costa Rica (INA) and the Ministry of Public Education, it operates the National System for Employment Intermediation, Orientation and Information (SIOIE, Sistema Nacional de Intermediación, Orientación e Información de Empleo), which offers the online matching service buscoempleocr.com. It has no network of employment offices, but it is supporting the opening of offices at municipal premises (22 so far), and the nine regional offices of INA also provide labour intermediation services.

Department for Labour Migration of the MTSS, also part of the National Directorate for Employment: It manages temporary labour migration, focusing on carrying out technical studies on sectoral LMNA as a basis for technical recommendations addressed to the DGME for granting temporary work permits to foreigners. In this framework, it carries out visits to employers of migrant workers, even though it has no inspection power. It does not share its information with the SIOIE, and neither does the SIOIE.

Directorate of Migration and Foreign Services (DGME): This is the highest authority on migration issues, with regional offices and delegation throughout the country and a specialized police service controlling borders. It depends on the Ministry of Interior and Police and employs 650 officers. It grants all visas and work permits (the latter in coordination with the Department for Labour Migration) and, in theory, it is also responsible for immigrant integration policies. The Planning Department, managing statistical data on immigration, has four officers.

Instituto Nacional de Estadísticas y Censos de Costa Rica (INEC), the National Institute of Statistics and Census, is in charge of carrying out surveys and census. The last census was carried out in 2000 (a new one is being conducted in 2011). INEC also publishes a yearly National Household Survey, including a full-fledged LFS. Since 2010, it has carried out a continuous LFS.

Instituto Nacional de Aprendizaje de Costa Rica (INA), National Institute for Learning in Costa Rica: A powerful vocational training institution present throughout the country through nine regional offices and more than 50 training centres. It has an in-house department for labour intermediation and manages the SIOIE (buscoempleo.org), which was first developed to help INA graduates find jobs. Its LMNA functions and

its programmes do not seem suited to the requirements of the Costa Rica labour market (see MTSS, 2008) and the national study, pp. 50-52). Only immigrants with a residence status can access the services of INA and buscoempleo.org.

The Labour Market Observatory (Observatorio del Mercado Laboral) is attached to the Directorate for Labour Planning of the MTSS. The latter is the body in charge of advising the government in employment policymaking. The LMO has its origins in the FOIL Project (Programa de Formación Ocupacional e Inserción Laboral or Programme for Occupational Training and Labour Insertion), funded by ILO and Agencia Española de Cooperación Internacional para el Desarrollo (AECID), and it has no own personnel, in the sense that its staff has to carry out other functions as well. It has no own database, but it has access to INEC's databases. Another Employment Observatory project was considered under the former Presidency (2006–2010) at the Ministry of Communication and Liaison of the Presidency to include all private and public sources on employment and disseminate them with the support of the United Nations Development Programme (UNDP). This idea has apparently been abandoned in the meantime.

Since December 2008, there has been a National Council on Employment Intermediation including employment (MTSS), education (Ministry of Public Education) and vocational training institutions (INA), as well as social partners; it is the decision-making body for the SIOIE. This pluri-institutionality has apparently entailed some dysfunctions, but at the same time it could become the main strength of the system, acting as a lever for inter-institutional coordination and operational convergence and for international cooperation alignment (many of their initiatives have been funded by international cooperation projects). The technical workshops for sectoral LMNA carried out in 2007 are another good example of this inter-institutional cooperation (MTSS, 2008).

There is also a National Migration Council, an advisory board integrating public institutions and two NGO representatives. It has a broad mandate which has become a very relevant forum for political dialogue and involvement of non-state actors on migration issues.

Labour market and labour migration information

The yearly National Household Survey and the new continuous survey on employment do not include a labour migration module (this was included only in 2007 on a one-off basis due to specific financing in the framework of an agreement with the Inter-American Development Bank).

Dirección General de Migración y Extranjería (DGME), or the Directorate of Migration and Foreign Services, has an information system on foreigners residing in Costa Rica (SINEX) based on administrative dossiers (it currently has 352,000 active registers, of which 87% are from Nicaragua). The new single ID for foreigners is called DIMEX, which can be issued as well in the offices of the Banco de Costa Rica. SINEX does not produce statistical reports automatically, although the Planning Department extracts some statistics from it on an ad hoc basis (there are major discrepancies between the data extracted at the central level and those coming from monthly statistical reports from the regional offices). SINEX is not shared with any other public institution, and statistical information extracted is not even shared with regional DGME offices. The border entry and exit registration system (SIMMEL) is also managed by the DGME, but both systems are not connected (although officers have separate access to both). Moreover, an information and registration system of migrant and cross-border population in the north of the country (border with Nicaragua) has been developed by the United Nations Population Fund (UNFPA) with funds from Spain, but the system still needs to be validated by the DGME.

The Migration Department of the MTSS conducts technical assessments of labour market needs in the sectors for which temporary work permits for immigrants are granted, in particular in the sectors of agriculture, construction and agro-business. It then issues a technical recommendation addressed to the DGME stating the number of permits to be granted in each sector. These recommendations are not

binding, but they are generally followed and actually never met (the number of permits granted is usually lower than the number of permits authorized). In practice, the Migration Department uses non-conventional, pragmatic methods for LMNA (visits to employers to determine cultivated hectares, harvest volume and others) to make up for the lack of resources and specialized technical skills. They have been effective so far, but would gain from a more systematic, scientific approach. The DGME then uses the SINEX system to manage the procedure for granting temporary work permits (although in some cases a manual procedure on the basis of paper group authorizations is carried out at the level of regional delegations). The DGME does not inform the Migration Department or Labour Inspection of the work permits granted.

Text box 3: Integrated database of temporary work permits: Migration Department (MTSS) and General Directorate for Migration (DGME)

In the framework of the Costa Rica–Nicaragua Co-development Project, a shared information management system was developed to facilitate procedures and the flow of information. The system was conceived as a joint data sharing mechanism between both countries, allowing the sharing of information on registered employers, recruiting agencies, temporary workers and work permits granted. However, it later evolved towards a national data sharing system within Costa Rica between the MTSS Migration Department and the DGME, with potential connections to other operators in order to improve the administrative procedure for temporary work permits, in particular of Nicaraguan workers already present in Costa Rica territory.

The implementation of the database would allow for a quicker temporary work permits procedure (with an estimated reduction of working time by MTSS and DGME officers of 50%) and generate full information on a regular basis on a set of labour migration indicators that can be helpful for policymaking and even inspection purposes. It would also allow for increased regularization of Nicaraguan workers in Costa Rica and highly facilitate the rehiring of workers who have already had a former contract (a very frequent practice).

Limitations

Despite the fact that the system was developed and tested, it has never been actually implemented. As far as the data sharing mechanism between Nicaragua and Costa Rica is concerned, it entailed some changes in the system and the procedures of the Nicaragua DGME, which were not justified due to the relatively small number of migrant workers concerned. As far as the data sharing system between Costa Rica's MTSS Migration Department and DGME, the required human resources for uploading the data were never available, but there also seems to be a certain resistance to change the manual system implemented so far (the system has never been officially approved by DGME and MTSS). For the implementation of the system, all regional offices of DGME should have full Internet access, which is not the case currently. Finally, the compatibility of the Costa Rica system and the one developed in Nicaragua is not clear, since they were developed separately (even though in both cases within the Co-development Project).

Potential for improvement:

- The Integrated Database should be approved and implemented by the MTSS and the DGME of Costa Rica, despite the end of the Co-Development Project; otherwise, a valuable endeavour would be wasted.
- Once it is working within Costa Rica, some ways to extend it to a data sharing mechanism with Nicaragua as originally foreseen should be explored – for instance, as a first step, by sharing some of the information (on authorized work permits, for instance) with the Nicaraguan consulates in Costa Rica.

Buscoempleocr.org started operating in August 2009. It was developed with funds from the AECID, but its management and maintenance is carried out by INA with its own resources. Its workings remain very partial: there are only 25,000 active jobseekers out of the 466,000 unemployed in the country, and 2,450 employers registered; in the first 18 months of operation it registered 4,800 job offers, of which only 925 were filled and 227 are still vacant. So far there has been no wide dissemination campaign of the service. The system undertakes labour supply and demand matching, but no real intermediation activity. There is no link whatsoever to the management of labour immigration, although legal immigrants can use their services. Although in theory it can produce a wide array of statistical reports, the service's limited coverage so far reduces the relevance of such information. There is also a joint online project by INA, MTSS and the

Ministry of Public Education called the “Training and Employment Portal”, which aims to bring together all relevant information on labour demand and supply, but this is not yet operational.

The LMO of the MTSS publishes a yearly *Report on Costa Rica’s Labour Market*, which is a reference resource on this issue. It also led in 2007 the organization of technical workshops to assess sectoral labour market needs (MTSS, 2008).

Finally, a very rich and so far largely unexploited source of information on the labour market dynamics in Costa Rica is the Electronic System of Labour Inspection Cases, which centralizes all labour inspection files and has already cumulated over 14,000 labour inspection cases so far.

However, most initiatives in the field of labour migration and labour markets information (e.g. buscoempleocr.org; integrated database and, more generally, the implementation of the Costa Rica–Nicaragua Migration Management Agreement; issuing of DIMEX; and the LMO) are still dependent on international cooperation projects, with the ensuing problems of sustainability, consistency and coordination. This problem could be solved to the extent that, since 2010, DGME has been keeping a higher percentage of migration procedure revenues, and the same happens now with Labour Inspection, which keeps part of revenues from sanctions and penalties. However, labour market and labour migration information is still far from being perceived as a priority by national authorities.

International cooperation and bilateral agreements

Costa Rica has a single bilateral labour migration agreement with Nicaragua, a country that accounts for more than three quarters of its immigrants. There have been some attempts to sign a bilateral labour agreement with Panama (there is a cross-border migrant population between the two countries), as well as exploratory talks with Colombia regarding skilled migration, but nothing concrete has materialized yet.

Text box 4: Bilateral Labour Migration Management Agreements between Costa Rica and Nicaragua

Costa Rica and Nicaragua have structurally complementary labour markets, to the extent that Costa Rica has an excess demand of unskilled workers, in particular in the domestic service and farm sectors (the latter for temporary work) and Nicaragua has an excess supply of labour, and wages have a substantial differential between both countries. Since 1997, Costa Rica and Nicaragua started bilateral cooperation to regulate and manage the flow of temporary workers between the two countries, their recruiting and legal stay in Costa Rica and their rights as workers (see national studies on Costa Rica –pp. 68-71- and Nicaragua-pp. 47-53). The main milestone was the signing in October 2002 of an agreement establishing “Procedures for the Management of Migration of Temporary workers Costa Rica–Nicaragua”. The relevance of these agreements lies in the fact that they are one of the few operating South-South bilateral labour migration agreements. They cover recruiting procedures, regulation and inspection of work conditions and protection of migrant workers’ rights, data sharing and the establishment of bilateral technical committees, as well as actions to strengthen the capacities of the labour ministries and DGMEs in both countries.

The last agreed procedure was signed in 2007 and covers three sectors: agriculture (mainly sugar cane, citrus fruits and pineapple): agro-business (such as sugar mills and African palm); and construction (plus lorry drivers in some years). Details can be found in the national study for Costa Rica (pp. 70-71). First, Costa Rica employers get a group authorization (quota) from the MTSS Department of Labour Migration in Costa Rica (which communicates it as well to the Costa Rica DGME). Then they contact prospective workers directly in Nicaragua (very often they know them already from former years), in some exceptional cases with the cooperation of the Nicaragua employment services. Then they submit the documents for the contracts to Nicaragua authorities (MITRAB, the Labour Ministry), which checks all legal requirements, informs Nicaragua migration and consular authorities, and supervises the signing of the contract at the border. All information on the workers is stored in Excel databases. Selected workers are exempted from paying visa fees in Costa Rica and get a special temporary work visa stamped in their passports at entry in Costa Rica by the DGME, previously informed by the employer. Another possibility in this framework is to contract Nicaraguan workers who are already in Costa Rica on a legal basis. The process may involve intermediaries for administrative procedures or recruiting, but the responsibility lies always with the principal employer (quite interestingly, whereas the Costa Rica labour code regulates the activity of international placement agencies recruiting

national workers for international jobs, it does not provide for the regulation of private placement agencies recruiting foreigners to work in Costa Rica).

Migrant workers' rights are guaranteed by the Costa Rica government under the agreement, but a salient feature of the agreement is that it foresees joint labour inspectors from Costa Rica and Nicaragua at the employer's site in Costa Rica (organized twice a year). This has led to a substantial improvement of some working conditions, such as lodging (which is often inspected by the Ministry of Health).

Year (November– October cycle)	Number of companies authorized to recruit workers	Number of workers
2006–2007	9	1,974
2007–2008	14	4,082
2008–2009	8	2,090
2009–2010	7	2,232
2010–2011	7 (24 farming companies registered)	2,215

The agreement has made the procedure for granting temporary work permits cheaper (visa exemption), simpler and quicker (reduction of the number of prerequisites from 10 to four), and has promoted the establishment of mechanisms to protect worker's rights. Before, the hiring of workers was done wildly, either in Costa Rica or in Nicaragua. Finally, the procedure documents the whole process and generates valuable information, establishing a true binational data sharing mechanism (although the latter has not reached an operational stage).

Source: MITRAB Nicaragua.

Limitations

The 2007 labour management migration procedure as such does not have the legal status of a bilateral agreement (it was signed by Costa Rica's ambassador to Nicaragua). Therefore, it is not legally binding as an international law convention and is highly vulnerable to the political context.

In practice, it only covers a small fraction of labour migrants between the two countries (less than 5% of the total temporary Nicaraguan farm workers in Costa Rica), since major farming sectors, such as the coffee harvest, are de facto excluded. The average number of hired workers per company is 200; this means that so far the procedure is only used by big companies. Due to the lack of implementation of a data sharing mechanism, employers have to use intermediaries in Nicaragua (for administrative procedures and actual hiring), making the process more expensive. There is no follow-up or reintegration support for workers upon their return to their home regions in Nicaragua.

According to the Nicaragua DGME records, 12,800 workers have benefited from the procedure so far (in fact, the number might be quite smaller, since many of them have participated in several consecutive years). Many Nicaraguan workers still cross the border with a tourist visa (or irregularly) and get hired directly, in some cases being regularized afterwards (this is possible, although the cost amounts to close to USD 200).

The continuity of the agreement is in danger due to the expiration of the Co-Development Project in March 2011 and the risk of non-renewal of funding. The difficult political climate between the two countries due to the Isla Calero and San Carlos River dispute is not helping either, and has led to the suspension of the actual implementation of some aspects of the agreement in 2010 (such as the labour inspectors visits). However, the agreements are still in force and their implementation in the last five years should be considered as a first experience to build on.

International cooperation support

The Costa Rica–Nicaragua Agreement is also a good example of the positive contribution of international cooperation. First, it was signed in a context where Costa Rica employers were interested in regularizing labour immigration in the context of the corporate social responsibility chapter included in the European Union–Central America free trade agreement being negotiated at the time. The stagnation of negotiations for this agreement reduced the political pressure to implement or extend the agreement thereafter. Second, the implementation of the 2007 agreement was made possible through the support of an international cooperation project.

The agreement was crucially supported by and actually agreed on in the framework of the Costa Rica–Nicaragua Co-development Project (2007–2010; USD 2.7 million), aimed at increasing the development contribution of bilateral migration flows, which was funded by AECID and managed in Costa Rica by IOM. It has supported the information management system and the improvement of facilities of the DGME and the MTSS Migration Department in Costa Rica, the border post of Peñas Blancas between Costa Rica and Nicaragua, the hiring of personnel for managing the

Costa Rica–Nicaragua Agreement (including Nicaraguan consular card and mobile consulates) and the integrated Costa Rica database (see Text box 3) and the holding of bilateral meetings, as well as a series of integration and migrant workers' rights protection projects by NGOs (see the Costa Rica national study, pp. 78-84). The project supported the issuing of 220,000 DIMEX ID cards for foreign residents in Costa Rica, the work of 100 Nicaragua mobile consulates, training of labour inspectors on migration law and migrant workers rights, employer's training on migration procedures, facilities, equipment and human resources for implementing the bilateral migration procedure and others. Overall, despite some dysfunctions in the management of the project, split between Costa Rica and Nicaragua, the assessment of its implementation is quite positive and it has achieved a permanent change in some of the administrative practices regarding migration in both countries.

Potential for improvement:

- Ratifying the procedure through a binding international law convention between the two countries;
- Extending it to other sectors, in particular to the coffee sector, where a different, simplified procedure would be required to accommodate its specific nature (small farms units instead of big companies);
- Promoting further joint activities between the two countries and enhancing effective coordination between MITRAB and MTSS;
- Integrating legal migration under the agreement with job creation and self-employment initiatives in Nicaragua; and
- Focusing to a larger extent on activities with a direct benefit to migrants themselves.

Conclusions and recommendations

Despite the developed administrative system dealing with immigration, the national study points to “a vacuum of comprehensive, consistent and regular information on labour market and labour migration” and an “intrinsically fragmented system making difficult the development of an integrated LMIS”.

Most initiatives in the field of labour migration and labour markets information are funded by international cooperation projects, with the ensuing problems of sustainability, consistency and coordination.

Main challenges

- Developing/implementing efficient mechanisms for labour market and labour migration information and data sharing between different national institutions;
- Developing a national network of employment offices and a performing and encompassing public employment service for labour market matching and real intermediation;
- Strengthening capacities for analysis of labour market and migration information for policymaking and disseminating existing information throughout public institutions;
- Developing a performing LMNA methodology at the sectoral level to inform migration policy (in particular, the establishment of immigration quotas) and vocational training institutions;
- Elaborating on and developing the positive experience of the Costa Rica–Nicaragua Labour Migration Management Agreements; and
- Reducing the high dependency on international cooperation for labour market and labour migration information initiatives, and increasing ownership of these initiatives by the Costa Rica government as a middle-income, migration-receiving country (amid increasing difficulty in attracting cooperation funds).

Points for action

- Buscoempleocr.org, as the only system of public labour intermediation in Costa Rica, needs to be strengthened and developed. A wide campaign of dissemination should be carried out (it is very little known yet beyond INA), and the network of employment offices should be widened and strengthened. In this context, it would be important to link this labour market matching tool to labour migration management in the country: one possibility would be integrating the employer's

- demand for immigrant temporary workers in the agriculture and construction sector into buscoempleocr.com, so that the latter can be extended as well to the hiring of Nicaraguan workers.
- Undertaking a sectoral LMNA process within the LMO, building on the technical workshops already organized in 2007 (with the participation of INA and the Ministry of Public Education). This would also serve as a basis for technical recommendations for granting labour permits and the sectoral quota system operated by the Migration Department of the MTSS. These assessments could also be used as a basis for vocational training and education system planning. Institutional coordination among the LMO, INEC and the MTSS Migration Department should be promoted in this framework, as well as among the LMO, INEC and the INA and the Ministry of Education. Two or three specific sectors could be chosen.
 - Making operational the integrated database for managing temporary labour migration between the Migration Department of the Ministry of Employment and the Directorate for Migration developed (but not implemented) in the framework of the Costa Rica–Nicaragua Co-development Project. Apparently, the system is ready for implementation, but some institutional resistance and the need for additional human resources to operate the system prevented its actual implementation. This would make possible future integration of the Nicaraguan institutions and would strongly improve the system of temporary labour immigration in Costa Rica. A clear engagement by the involved institutions to invest in and use the system as well as to integrate it into their working procedures is required to this effect. This integrated database should at least be coordinated with the jobseekers database of buscoempleocr.com.
 - Extending the legal migration scheme under the Costa Rica–Nicaragua Labour Migration Management Agreements to other agricultural sub-sectors which do not benefit from it at present, such as coffee harvesting; introducing a temporary work permit that will allow Nicaraguan immigrants to look for work with Costa Rica coffee farmers themselves (they are often small farmers and do not have the resources to follow the official procedure for recruiting under the current scheme). The same system could apply to other sectors such as the domestic service or transport services. This would extend the benefits of the Agreements to a larger proportion of temporary foreign workers in Costa Rica, but also require a strengthening of Costa Rica labour inspection capacity.
 - Regulating the activity of private placement agencies recruiting foreign workers to work in Costa Rica.

From a **statistical/institutional point of view**:

- Including a regular labour migration module in the INEC's LFS (as done once in 2007);
- Developing a website at the LMO dedicated to hosting resources on labour market analysis and labour migration (such as statistics, studies and excerpts from administrative registers or international sources). This would allow bringing together all disperse information on labour market and labour migration and facilitate analysis. It could be linked to the planned "Training and Employment Portal", which will be managed by INA and will address labour market operators. This would require strengthening the LMO in terms of human resources.

Table 3: Costa Rica: Checklist of LMISs elements and integration of labour migration information		
		Comments/main shortcomings
Labour statistics	X	Full-fledged household survey. A continuous LFS has been initiated in 2010.
Labour market needs assessment		No. Ad hoc sectoral technical workshops were organized in 2007 by the LMO.
National qualifications register		No
Register of jobseekers		The buscoempleocr.com service is still very partial.
Register of job offers		The buscoempleocr.com service is still very partial.
Information from private placement agencies		There are a number of private <i>bolsas de empleo</i> or employment pools (at least eight, plus at least six international ones with a page for Costa Rica), and also private placement companies. They do not provide information.
Dissemination of international job offers		No
Register of nationals abroad		No
Register of foreign residents	X	DGME has a register of legal foreign residents (SINEX), although with some problems to draw statistics from it.
Labour market observatories (analysis)	X	LMO at the MTSS integrated in Observatorio Laboral para Centroamérica y República Dominicana (OLACD). Yearly report.
Institutional coordination/ information exchange	X	Inter-institutional bodies are common, even for the management of the public employment service. Information flows from MTSS Department for Migrations to DGME, but not back. Labour Inspection has no information on work permits granted. Information of SIOIE and the Department for Migration, both at the MTSS, is not shared consistently; the same happens between the departments of DGME.
Bilateral labour migration agreements	X	Costa Rica–Nicaragua Labour Migration Management Agreements (see Text box 4)

2.3. Ghana: The challenge of institutional strengthening

Employment and migration challenges and policy response

Ghana has long been seen as a country of emigration, especially of skilled professionals in the education and health sectors, but there is also a large diaspora of semi-skilled and unskilled Ghanaians. This exodus of Ghanaians in the 1970s, 1980s and early 1990s due to political turmoil and economic hardships led to a negative vision of migration, stressing the “brain drain” effect of migration flows. However, in the past decade, “there has been a paradigm shift from seeing migration as a negative phenomenon to viewing it positively as having development potential”, and hence endeavouring to facilitate it and mainstreaming migration in the national development strategy. Simultaneously, with 350,000 new entrants to the labour market every year, employment, especially of the youth, has become an increasingly important political issue in the last few years. In this context, the National Employment Policy drafted in 2006 has not yet been implemented. A revision process has been set in motion to reflect current development strategy and the new National Employment Policy document developed in consultation with the social partners was sent to the Cabinet for approval in April 2010.

The discovery of offshore oil fields in the territorial waters of the country, which began to be exploited in late 2010, might cause an economic boom which will most probably attract an inflow of labour migrants to Ghana, posing a new challenge to its migration policy.

Institutions and policymaking

The Ministry of Employment and Social Welfare (MESW) is responsible for employment policy and also deals with emigration issues. **The Labour Department of the MESW** is in charge of implementing the employment policy and managing the network of 64 public employment centres (PECs) throughout the country. It includes a Labour Migration Unit and an Employment Information Branch (with a staff of 16) which should be a kind of LMO, but it does not function as such.

A National Migration Unit was set up in 2008 at the Ministry of Interior legally entrusted with migration policymaking and coordination of government migration-related activities (both inward and outward). This Unit is currently spearheading the development of a National Migration and Development Policy Framework that incorporates labour migration as a key component. As part of its activities, it coordinates the process leading to the granting of work permits for foreigners.

The Ghana Immigration Service (GIS) is a paramilitary organization charged with securing Ghanaian borders. It compiles data on border entries and exits (see GIS, 2008) and is in charge of granting work and residence permits (they do not have a proper database, but they compile information on a number of variables for immigrants). Increasingly, the GIS is involved in migration management: a Migration Management Bureau has been established within the Service, as well as a Migration Information Bureau. There are also Refugee and Anti-Human Trafficking Desks.

The Ghana Statistical Service (GSS) has been so far the main source of labour market information. The GSS maintains a general database which is known as the Ghana Info Database. The system combines data from censuses and surveys to provide various indicators, including basic labour market indicators. The Ghana Living Standards Survey conducted every five years contains a set of information on internal, but not international migration (the last one was conducted in 2006). No labour force survey is conducted, and only back in 1991 was a migration survey carried out.

An Inter-Ministerial Working Group led by the National Migration Unit of the Ministry of Interior oversees and manages the recruitment of foreign workers, and hence authorizes the granting of work permits. The

Ministry of Interior also manages an Immigrant Quota Committee granting expatriate quotas to companies employing foreign workers. Although overall responsibility for migration (both emigration and immigration) lies with the Migration Unit of the Ministry of Interior, the GIS manages the administrative procedure for granting work permits to foreigners, and the Labour Department has some competences in the field of emigration (according to Regulation L.I. 1833). Work permits are also processed through the Ghana Investment Promotion Centre and the free zones.

Labour market and labour migration information

The national study acknowledges that there is a lack of comprehensive labour force data and very limited national statistics on labour migration in Ghana. However, there is government commitment to developing an LMIS that responds to the needs of various users, including employers, enterprises, jobseekers and policymakers. This commitment is captured in the Ghana Shared Growth and Development Agenda 2010–2013, which makes provisions for the development of the country's human resources as a tool for development, as well as the implementation of a Functional Labour Market Information and Statistics System. The new draft of the National Employment Policy pending approval also provides for “improving labour market information through reforms targeting the structures, systems, processes, human capacity, and equipment and logistics which are critical to the effective functioning of institutions involved in the management of the labour market information system”. It even provides for the establishment of a Ghana Overseas Employment Agency which, among its proposed functions, would be responsible for undertaking labour export missions to market Ghanaian skills for overseas employment.

The Labour Department compiles monthly, quarterly and yearly reports on the basis of the information sent (by post) by regional labour offices on registered jobseekers and job offers. All this is done manually and takes a lot of work and time. Almost all of these employment offices (which, in some cases, have very good premises) lack computers or even phones. The coverage of the public employment services is very limited, and focuses mainly on unskilled jobs using billboards to announce vacancies. Public employment centres (PECs) do not record any information related to migration. However, in the past they were in charge of registering “farm labour contracts” with workers coming from neighbouring countries such as Burkina Faso, Benin and Mali, but this practice is fading out (or not registered through PECs). In 2001, a nationwide registration of unemployed persons was carried out without any follow-up.

GSS does not carry out any labour force survey, although one is, in principle, planned for 2011 (but resources are not yet available). In 2000, the Labour Department conducted a nationwide “labour market survey” on a sample of 4,122 households, 753 formal sector establishments and 2,224 informal sector establishments.

Information does not flow normally across public institutions, and data are only shared upon formal request.

International cooperation and bilateral agreements

A Government of Ghana/Danish International Development Agency (GOG/DANIDA) Business Sector Programme of Support has a component on “Strengthening the Labour Market”, which foresees the development of an LMIS under the guidance of a technical subcommittee of the National Tripartite Committee. It is not clear what the exact meaning of this concept is in this context – whether it is an online job matching system or a website compiling information on the labour market, as indicated by the consultant in charge of the project. A report on the Ghanaian LMIS produced in 2006 with the support of GTZ (Gesellschaft für Technische Zusammenarbeit, or German Technical Cooperation Agency) and the World Bank focused on the production of the ILO KILM, but did not endeavour to establish a comprehensive system of information and analysis.

Ghana does not have any substantive bilateral labour agreements with third countries, although in the past the health sector had entered into some agreements with Jamaica and the UK. These agreements ceased to exist in 2000. In the New National Employment Policy pending approval, there is a provision to develop bilateral labour migration agreements with receiving countries whose labour needs complement Ghana's strategic human resources development plan.

There have been attempts at undertaking circular migration schemes within the framework of the AENEAS 2006 "Facilitating a Coherent Approach of Migration in Ghana, Nigeria, Senegal and Libya" project. Under this project, the Labour Department and IOM developed mechanisms with the Italian government and employers to send Ghanaian workers to work in the agricultural sector of Italy. The role of the Labour Department in the process includes facilitation of the selection of candidate migrants. To give further boost to this project, which is intended to be the trailblazer for other circular migration schemes, in 2009 a Labour Migration Unit was set up at the offices of the Labour Department in Accra, centralizing information on the profiles of prospective labour migrants. This Unit uses a computer-based registration system using the Italian FLEXI software; the system is only available at the central headquarters, since PECs do not have computers. Profiles of candidates are developed through an analysis of available CVs and subsequent interviews and uploaded to the system. The system allows the employer to access data on available job applicants registered in the system and to select from this list, but does not generate statistical information; it does not even allow for disaggregation of data by age, sex or occupations, and it provides no feedback. The lack of a feedback system makes it difficult for the Unit or other employers to know whether a candidate has been already selected by another employer. However, it took more than three years for the first 20 Ghanaian workers to be admitted for migration in Italy in July 2011. This has created some frustration among preselected candidates and labour officers.

The AENEAS 2006 project led to the creation of an informal Working Group on Labour Migration bringing together all relevant institutions. This could lead to a more formalized inter-institutional liaison body.

Ghana belongs to the Economic Community of West Africa States (ECOWAS), granting free movement of persons to all citizens of the 15 member countries under the 1975 ECOWAS Protocol on Free Movement of Persons, Right of Residence and Establishment. Since 1979, entry from ECOWAS countries for a 90-day stay has required no visa, and since 1986 ECOWAS citizens are entitled to get a residence permit and to search for jobs in any of the member countries.

Conclusions and recommendations

The national study acknowledges that there is a lack of comprehensive labour force data and very limited national statistics on labour migration in Ghana. The Ghana institutional set-up on labour migration is complex, to the extent that policymaking responsibility in the field of migration (including outward migration) lies with the Migration Unit of the Ministry of Interior; the actual implementation of border control and the granting of work permits are tasks of the GIS (an autonomous agency of the Ministry of Interior with sizeable resources), which also runs an awareness-raising programme to avoid irregular emigration; while the Labour Department is in charge of preselection of candidates for migration to Italy.

Main challenges

- A stagnant labour market with a very high degree of informality and scarce formal job creation.
- Institutional weakness of labour market and migration institutions: The PECs, which are in some cases well endowed of premises and human resources, lack equipment and qualifications and waste a lot of working time in generating information of little use for LMIS purposes. According to the national study, some other public PECs are not functional and exist only in name.
- Alignment of international cooperation initiatives in the field of labour market and migration.

Points for action

- Given the high amount of effort invested in the implementation of the job matching scheme between Ghana and Italy, it is important to make sure that the hiring of the first 20 Ghanaian workers in the framework of the circular migration scheme between the two countries is a success and has continuity to avoid widespread frustration.

From a **statistical point of view**:

- Conducting a national Labour Force and Migration Survey to fill the gap in specific labour market statistics in the country. This would be done with the GSS in direct coordination with the Labour Office of the MESW (thus contributing to institutional coordination).
- Addressing the issue of the registration of foreign workers, in particular those from ECOWAS entering the country without a visa.

From an **institutional point of view**:

- A Ghana Labour Market and Labour Migration Information System Board – at the political level – could be legally established, bringing together all relevant institutions (MESW and the Labour Department, GIS, GSS, the Migration Unit of the Ministry of Interior and, eventually, the Ministry of Education as well) to discuss a joint action plan to establish a national LMIS. This Board could include a working group at the technical level. At the first stage, this Board would be integrated exclusively by public institutions, although it could consult with social partners (in particular employers and trade unions) or experts on an ad hoc basis. It would be in charge of defining the main guidelines for a comprehensive LMIS; agreeing on a plan to implement it and following-up implementation; ensuring coordination and alignment between different producers and users of labour market and labour migration information and coordination between them; and establishing priorities and coherent criteria for international cooperation initiatives. Technical assistance to support this process would be useful, but long-standing political commitment is required for this to be effective.
- The network of PECs should be developed into a true labour market matching and intermediation public service, including for international placement purposes. Information and communications technology (ICT) equipment and training in relevant qualifications is a precondition for that, as well as the whole restructuring of the current information system. The development and implementation of a job matching website could be the backbone of such a network and a wide dissemination strategy would be needed to put PECs at the centre of the Ghanaian labour market.
- The Employment Information Bureau (EIB) of the Labour Department should be activated and strengthened as an LMO. This entails substantial strengthening in terms of human resources and qualifications.

Table 4: Ghana: Checklist of LMISs elements and integration of labour migration information		
		Comments/main shortcomings
Labour statistics		No LFS
Labour market needs assessment		No. Some very partial exercises by the Ghana Employers' Association and the Youth Employment Network.
National qualifications register		No, not even a national classification of occupations
Register of jobseekers		Very rudimentary and partial manual registers of unemployed an local employment offices
Register of job offers		Very rudimentary and partial manual registers of job offers at local employment offices
Information from private placement agencies		Private employment agencies are supposed to submit a quarterly report of activities to MESW, but they don't.
Dissemination of international job offers		No; in the framework of the AENEAS project, selection process for Italian jobs
Register of nationals abroad		No
Register of foreign residents	X	GIS has no comprehensive record, although it compiles relevant information. Different institutions grant work permits.
Labour market observatories (analysis)		The EIB does not produce relevant information.
Institutional coordination/ information exchange		No formal coordination, no exchange unless formally requested
Bilateral labour migration agreements		None; ECOWAS free movement of persons

2.4. Nicaragua: The challenge of integrating migration and employment

Employment and migration challenges and policy response

Despite the high economic importance of migration in Nicaragua's economy and its increasing trend (remittances amount to 13% of GDP, and migrants account for at least 12.5% of the total population), caused by relatively low wages and income and a higher incidence of poverty in the regional context, Nicaragua's migration policy is focused on protecting the rights of Nicaraguan workers abroad, not on facilitating, encouraging or promoting migration. The official policy is that the national economy should create enough jobs and self-employment opportunities for ensuring the labour insertion of Nicaraguan workers, and hence mitigate migration. As a consequence, institutional facilitation of migration is not a public policy as is the case with the other countries featured in this study.

The main characteristics of the Nicaraguan labour market are its high degree of informality (formal employment is only 20–25%), high incidence of underemployment, and high levels of youth unemployment. The Labour Ministry (Ministerio del Trabajo de Nicaragua, MITRAB) runs the National Programme for Labour Integration (including a Self-Employment Programme), focused in areas of intense labour migration; so far MITRAB has managed to place 239 workers through this programme. Other national programmes to promote self-employment, such as *Hambre Cero* and *Usura Cero*, reach more significant numbers of people (62,053 and 84,302, respectively). In February 2011, a National Employment Plan and a National Youth Employment Plan were on the brink of being approved.

Institutions and policymaking

The Directorate for Employment and Wages of the Labour Ministry (MITRAB) is made up of an LMO focusing on analysis for internal use, a Public Employment Service and a Department for Labour Migration (the latter created in 2007 to respond to the needs of the Costa Rica–Nicaragua Agreement with the support of the Costa Rica–Nicaragua Co-development Project). Officers at the Ministry (298 throughout the whole country; three specifically at the Migration Department) work as part of a pool, carrying out duties corresponding to different departments depending on the need, and the bulk of the MITRAB budget goes to labour inspection and mediation with social partners.

INIDE (Instituto Nacional de Información de Desarrollo), the National Statistical Institute, carries out surveys and national census. It is affiliated to the Presidency of the Republic. The last national census was carried out in 2005; it included a migration module, but with a clear problem of underestimation. INIDE coordinates the National Statistical System, where all other relevant institutions (including MITRAB) are represented and consulted. It has sectoral committees to discuss the contents of surveys; however, the National Statistical System focuses on the production of statistics, and does not address their joint analysis.

The Directorate for Consular Affairs of the Ministry of Foreign Relations hosts partial records of Nicaraguans abroad in the different consulates. It has played an important role in the design and implementation of the Costa Rica–Nicaragua Bilateral Migration Agreements, and it has recently developed a very interesting experience, the issuing of consular cards to Nicaraguan residents abroad, first in Costa Rica and now in El Salvador (see Text box 5).

The Dirección General de Migración y Extranjería (DGME), Directorate for Migration and Foreign Services, is in charge of border control, entry and exit from the country, the issuing of passports and the granting of visas.

The cross-sectoral reference for development planning is the National Plan for Human Development 2008–2012, including some general guidelines on employment and poverty (items 50, 51 and 52) and the link

between labour migration and poverty (items 53 and 54). Available labour market information flows fluently within the public administration between different institutions (INIDE, MITRAB, DGME, National Institute for Social Security and Central Bank).

Labour market and labour migration information

Statistical information on labour insertion in Nicaragua is very rich, with the Continuous Household Survey since 2009 (in 2012 there will be a specific module on Youth and Migration), the Standard of Living Surveys (ENCOVI) carried out every four years between 1993 and 2009 (and replicated through another survey in 2009 and again in 2011 by the Fundación Internacional para el Desafío Económico Global), and the Demography and Health Survey (ENDESA), the last of which was conducted in 2010. In 2009, a specific Employment Survey was carried out. Since 1991, MITRAB has carried out a (manual) monthly survey on formal employment in 930 companies; this information on employment and wages is transferred to the Central Bank of Nicaragua, which processes and publishes it. There is a project to computerize this monthly survey and develop it into an electronic Automated System of Wages and Employment.

However, information on international migration is much more limited. In particular, there is no precise estimation of the number of migrants, because of the high incidence of irregular and temporary migration, in particular to Costa Rica (estimates on the number of Nicaraguan migrant workers in Costa Rica vary from 300,000 to more than 600,000). The INIDE, in turn, is planning a specific Survey on International Migration with the support of UNFPA.

Text box 5: Nicaragua consular card

In the framework of the Costa Rica–Nicaragua Co-development Project, and on the basis of long-standing Mexican experience, Nicaragua consular authorities designed and started to issue “consular cards” to Nicaraguan citizens residing in Costa Rica (all of them, and not only those hired under the bilateral agreement). These cards are used as ID cards recognized by Costa Rica authorities, for instance, for education or health care purposes, and are required for getting a residence permit in this country. It has a validity period of five years. One of the main features of the consular card is that its issuance is not conditional on the migration status of the beneficiary; this makes it possible to give some protection to a very vulnerable population of irregular migrants.

As of March 2011, a total of 26,385 consular cards had been issued. However, the end of the Co-Development project has reduced available human resources, and hence the pace of issuing cards. In November 2010, the system was being extended to El Salvador (in a first stage to the city of San Miguel), whose authorities have also encouraged the extension of the consular card as ID. There are plans to extend the issuance of cards to the United States and Spain as well.

The information is captured by the consulates and transferred to a central database in Managua. The 17 information items captured would help to draw a comprehensive profile of Nicaraguan migrants abroad.

The traditional practice of keeping consular records, therefore, has become an innovative practice, thanks to IT technologies capturing a set of standardized data and integrating records from different consulates.

Potential for improvement:

- The consular card system should be generalized and extended, evolving towards a national register of Nicaraguan citizens abroad.
- The information contained in the central register for the consular card should be shared with other labour market and migration public institutions.

The LMO produces the “Labour Situation in Nicaragua” study, based on the National Continuous Household Survey, but this study has not been published so far. The Planning Directorate of MITRAB publishes a quarterly *Agenda Laboral*, with a set of indicators of the Ministry’s performance.

The Public Employment Service works through regional delegations of MITRAB and has managed to increase its activities in the last few years. It has nine officers in Managua and an additional one in each department. In 2010, it found jobs for 2,141 unemployed workers and registered 8,000 jobseekers. However, it still has very limited coverage (according to statistical estimates, there are 186,200 jobseekers in the country, that is, a coverage rate of less than 5%), in particular of the informal economy and the rural areas. It has compiled a nationwide database and posts job offers on the MITRAB website. However, coverage remains very partial: it does not even integrate data on graduates of courses offered by the 33 training centres of the Instituto Nacional Tecnológico de Nicaragua (INATEC). Alternative traditional placement mechanisms are still dominant.

Both INIDE surveys and the Public Employment Service are mostly funded by international cooperation resources.

A specific problem concerning information on entries and exits from the country is posed by the free movement of persons (only those with IDs) in the framework of the “C-4” agreement between El Salvador, Guatemala, Honduras and Nicaragua. This agreement has led to systematic under-registration of movement of persons and, in particular, the movement of unregistered labour migrants. In the case of the border with Costa Rica, the information system works properly, but suffers systematic under-registration, since there is a sizeable flow of irregular border crossings outside the border posts. Information from DGME flows regularly to INIDE (which uses it for adjustment population growth data) and the Central Bank (which uses the information for calculating migrant remittances).

Text box 6: Exploitation of the database on border entries and exits

Until 2005, the Central Bank used a very ingenious system to exploit DGME data on border entries and exits without having direct access to the DGME database, and hence, without any privacy and security implications.

It developed a small software application to be run by the DGME on its database to determine the average length of stay by people entering the country. This was used mainly for the purposes of calculating tourism revenues and remittances, but the same approach could be used by other countries to determine irregular migration, permanent emigration or temporary workers getting into and out of the country. This system was discontinued as the DGME changed its software and the Central Bank changed its methodology for tourism revenues and remittances estimations.

Finally, although there is no public institution conducting systematic LMNAs, a private foundation, Fundación Victoria, linked to the national beer company, has carried out studies on the needs for technical training and qualification in Nicaragua (Asensio and Hurtado, 2010).

International cooperation and bilateral agreements

The only bilateral labour migration agreement signed by Nicaragua is the one with Costa Rica (see Text box 5).

Conclusions and recommendations

As indicated in the national study: “It can be stated that in Nicaragua there is not a comprehensive mechanism to follow up labor demand and supply, let alone integrating labour migration.”

Main challenges

- Stagnant formal labour market with a very high degree of informality and scarce formal job creation;
- Developing capabilities for integration and analysis of the rich available statistical information so as to build the basis for a national LMIS that integrates labour migration information;
- Ensuring a higher degree of inter-institutional cooperation;
- Integrating labour migration into the national employment policy, including the Self-Employment Programme, so as to explore synergies between the two (such as co-development projects or strengthening of public employment services).

Points for action

- In order to extend the benefits of the Costa Rica–Nicaragua Bilateral Migration Agreements in terms of worker's protection rights, the bilateral migration procedures should be extended to other sub-sectors (such as the coffee harvest in Costa Rica or domestic service).
- Integrate labour migration procedures (job offers, preselection and the reintegration of return migrants) into the public employment service, so as to strengthen it and increase opportunities for job creation in the country. The hiring of temporary Nicaraguan workers for the Costa Rica agriculture and construction sectors could be channelled through the Public Employment Service, which could bring in substantial resources.

From a **statistical point of view**:

- The inclusion, at least once a year, of a labour migration module in the new National Continuous Household Survey would complete the rich spectrum of statistical information on labour and migration generated in Nicaragua.
- The information contained in the consular card (close to 30,000 consular cards registered in March 2011, including 17 variables each) should be shared with other institutions and exploited for statistical purposes (including the cross-analysis of different variables).

From an **institutional point of view**:

- A working group made up of INIDE, MITRAB, Central Bank, DGME and the Ministry of External Relations could be established to compile, systematize, reconcile and jointly analyse the statistics and administrative registers on international migration scattered in different institutions and surveys.
- The LMO should be strengthened as a centre for analysis of information on labour market and labour migration, with specific human resources and publication of its analysis.
- The LMO, on the basis of the work of the above-mentioned working group, could publish a statistical yearbook on labour market and migration, to identify main trends and formulate policy recommendations.
- Both the inter-institutional working group and the LMO should establish mechanisms to interact with private sector operators, social partners and experts.
- As a pilot initiative, it would be very useful to select a department (preferably with strong migration and border, such as Rivas or Chinandega) and promote an LMIS at the regional level ensuring: a) institutional coordination (Public Employment Service–City Council Employment Programmes); b) due consideration of labour migration (ideally, the LMIS should develop a system for recruitment of migration candidates, in liaison with the Migration Department of MITRAB and Costa Rica employers); and c) integration (and hence documentation) of returning and circular migrants in the framework of the Self-Employment Programme.

Table 5: Nicaragua: Checklist of LMISs elements and integration of labour migration information		
		Comments/main shortcomings
Labour statistics	X	Plenty of surveys. There is a Continuous Household Survey allowing quarterly analysis of all major variables. No labour migration module. An International Migration Survey is scheduled for 2011–2012.
Labour market needs assessment		No; some private studies
National qualifications register		No
Register of jobseekers	X	Public Employment Service; little coverage (5% of jobseekers)
Register of job offers	X	Public Employment Service; little coverage
Information from private placement agencies		None
Dissemination of international job offers		No. Government policy excludes the promotion of migration.
Register of nationals abroad		No; consular card but the central register is not shared with other institutions (see Text box 5).
Register of foreign residents	X	Yes, at DGME
Labour market observatories (analysis)	X	The LMO focuses mainly on the production of internal reports.
Institutional coordination/information exchange	X	Information exchange is fluid. Institutional coordination could be improved.
Bilateral labour migration agreements	X	Costa Rica–Nicaragua Agreement

2.5. Senegal: The challenge of institutional fragmentation and instability

Employment and migration challenges and policy response

The modern formal sector in Senegal represents only a marginal share of the national labour market, totalling around 300,000 jobs both in the public and private sectors for the last two decades (6.2% of the labour force). The rural sector has not managed to produce new job opportunities, hence causing rural migration and fast urbanization, but the cities have not taken the relay in terms of employment. So the very concept of a functioning labour market is misplaced in Senegal. International migration has been a structural feature of Senegal's economy and society since the 1960s, in particular migration to France, but more recently to other African countries and to other Western countries such as the United States, Italy and Spain. However, it cannot be said that Senegal has a proper national migration policy. In any case, employment challenges are becoming increasingly important on the political agenda: a New National Employment Policy developed through a participatory process including social partners is ready for approval (since April 2010) to replace the Action Plan for Employment adopted in 1998.

Institutions and policymaking

Labour and employment policies in Senegal are split between two ministries: the Ministry of Civil Service and Employment and the Ministry of Labour and Professional Organizations.

The Direction de l'Emploi (Employment Directorate) of the Ministry of Civil Service and Employment comprises the Service de la Main d'Oeuvre (Employment Service), which is responsible for employment policy and employment offices (it has 10 employment counsellors, seven in Dakar and three in regional antennas). Since 2009, it has been legally competent for the international placement of Senegalese workers and to "assure the good management of labour migration". It also comprises a "Division of Information on the Labour Market".

The Labour Directorate of the Ministry of Labour and Professional Organizations includes a Direction of Studies and Statistics in charge of receiving the information provided by employers through monthly and annual mandatory statements.

The **Ministry for Youth** (which for a while used to be in charge of youth employment as well) has a network of youth centres (Centres Départementaux d'Éducation Populaire et Sportif, CDEPS) throughout the country and has been in charge in the past of the preselection of Senegalese workers to meet international job offers.

On top of that, the **Agence Nationale pour l'Emploi des Jeunes (ANEJ, National Agency for Youth Employment)** is a specialized agency focused on the professional insertion of youth. Jointly with the Service de la Main d'Oeuvre, it is one of the two main public employment services in Senegal. ANEJ has a total of five employment counsellors. There is also a specific employment plan for the suburban region of Dakar directly run by the President's Office (**Office pour l'Emploi des Jeunes de la Banlieue, OFEJBAN**).

The Ministry of Senegalese Abroad is in charge of managing relations with and supporting 2 million Senegalese migrants abroad.

The Agence National de la Statistique et de la Démographie (ANSD), the national statistical institute, carries out a National Household Survey every five years (the last one in 2005; the results of the next one, being carried out in 2011, are due in 2012) and a Survey on Poverty in principle every two years, depending on the availability of very scarce resources (international funding plays a very important role). It produces a yearly compilation of statistics from administrative institutions (*Situation économique et sociale au*

Sénégal), but in the most recent compilation, the employment section has been left unfilled due to lack of basic information from the Service de la Main d'Oeuvre.

There is a project to create a **Labour Market and Professional Qualifications Observatory**, but it has remained without legal regulation for the last 15 years.

In December 2009, a High Council on Employment and Training was established under the supervision of the Prime Minister to ensure coordination between all public institutions working in this field.

There is also an inter-institutional National Commission for the Management and Follow-Up of Legal Migration which is supposed to centralize and disseminate international job offers and supervise preselection and recruiting, as well as protect the rights of migrant workers.

Labour market and labour migration information

The proposed New National Employment Policy includes the establishment of a comprehensive LMIS. It includes Strategic Objectives n° 4, including the establishment of a new system to collect information on training and employment, and n° 5, including a national survey on the situation of employment and the establishment of the LMO. This was already identified as a problem back in 1998 by the Presidential Investment Council, which stated in one of its reports that “the lack of an effective information system is one of the difficulties faced in the implementation of an effective employment promotion strategy” and that “the lack of coordination between different employment promotion initiatives makes very difficult, if not impossible, the collection of information”. On this basis, a working group on the LMIS was created to integrate this issue into the Document on Economic and Social Policy 2011–2015, which underlined the strategic importance of the objectives to “implement an effective system to manage and follow-up Senegalese population abroad” with labour migration information indicators.

The Direction of Studies and Statistics of the Ministry of Labour and Professional Organizations receives rich information on employment from the monthly and yearly statements mandatory for all employers (6,000 statements received regularly), but this information is not processed electronically (it continues to be manual) and even less exploited and analysed. In any case, as the national study underlines with the current statistical and administrative information system, it is not possible to determine the number of employment by sector, even less the breakdown of employment by socio-professional categories or other variables. Further, the information produced is not standardized in terms of concepts and definitions and methodology. The only systematic collection of data on employment in the formal sector is carried out by the Centre Unique de Collecte d'Information (Single Centre for Information Collection) of the Directorate for Prevision and Economic Studies (Direction de la prevision et des etudes économiques), although they are published with a substantial delay.

In 2008, a jobseekers database was developed with the support of the ILO-Migrant project at the Migration Cell created at the Ministry for Youth, in order to respond to the offer received from Spain to recruit Senegalese temporary workers for its agriculture, construction and restaurant sectors. This first Accueil-Emploi database is still today managed by the Migration Cell at the national level, and by the CDEPS (Department Centres for Popular and Sport Education) throughout the country. They have developed, with the support of the World Bank, a job matching online platform, but their offices lack qualified personnel to provide those services (often they employ only the director, and they focus on youth mobilization through volunteers, not employment). Besides that, the OFEJBAN has its own online system (<http://www.ofejban.sn/>).

In parallel, the Service de la Main d'Oeuvre and the ANEJ had their own separate databases, often with the same records, until 2010. These in time gave rise to the Accueil-Emploi database (see Text box 7).

In parallel, regional employment offices (often staffed only by labour inspectors and lacking any computers) continue to hold local records of the registered unemployed who visit them in search of employment. Filling in those records takes a lot of time for SMO officers, but it hardly leads to any practical result due to the lack of job offers. The information contained in those registers is neither systematized nor centralized or used for any other purpose.

Text box 7: Accueil-Emploi database

With the support of GIP International and ILO, a joint integrated database shared by all national employment promotion institutions has been developed in Senegal and could be a big leap forward in overcoming the institutional fragmentation typical of the country. Actually, it is also a good example of the potential for integration of labour migration information into LMISs: indeed, it emerged as a response to the shortcomings identified in the selection of Senegalese workers for international placement, and it is fully designed to manage the procedure to respond to international job offers. So Accueil-Emploi does integrate into the system a sub-system of information for the effective management of migration which has been designed for dealing with international job offers, the *Système d'Information pour la Gestion Efficace de la Migration* (SIGEM).

Accueil-Emploi is the result of inter-institutional cooperation between the Service de la Main d'Oeuvre of the Employment Directorate and the National Agency for Youth Employment, and should become an integrated database for all job matching activities in Senegal. It is already operational and has been tested in the employment offices of Thiès and Kaolack, providing the 15 nationwide employment counsellors with appropriate training to run the system.

Accueil-Emploi is an online database to support public employment services, so that all records have to be uploaded by employment counsellors on the basis of a form filled by the jobseeker or the employer. The database can be used as a job matching tool or as a personalized follow-up tool for the jobseeker (for details on the workings of the database, refer to the national study). Due to the shortcomings and errors of the former database operated by the Service de la Main d'Oeuvre and ANEJ, it was decided to start from scratch to register jobseekers instead of building on previous existing databases.

After completing the first stage of development of the system in Senegal, the ILO-Migrant project and the "Projet Partenariat pour la Gestion des Migrations Professionnelles" of GIP-Inter are currently extending it over a two-year period to some neighbouring countries, such as Mali, Benin and Cameroon. In Mali, the jobseeker registration form incorporates some features related to potential migration.

Limitations:

- After two months of full operation, only 10 jobseekers had been registered by the employment offices, revealing some dysfunction or resistance among employment services operators.
- The Ministry of Youth is launching a similar and parallel system through the youth offices with the support of the World Bank. In fact, the records of the database are the same as those registered with the Service de la Main d'Oeuvre and the National Agency for Youth Employment. There is no guarantee that any eventual international job offer will be managed through the system.
- Accueil-Emploi is an online platform for job matching, but its operation is highly dependent on:
 - Human resources and equipment in the employment offices (in the employment office of Thiès, for instance, the computer acquired through the system was not yet used due to the lack of a proper table). The current structure of the Service de la Main d'Oeuvre does not seem fit for carrying out labour intermediation functions.
 - The existence of job offers (be they national or international), which are not coming forward.
- Jobseeker records in the system can only be modified through an authorized employment counsellor, so there is a high risk of records getting quickly outdated as the jobseeker situation changes. This is partly corrected by the fact that after 36 months without news from the jobseeker, the record is removed.

International cooperation and bilateral agreements

Senegal has a long record of bilateral labour migration agreement with France (1980, 2001 and 2006, with the latest being the Agreement on the Joint Management of Migration Flows). In this framework, a series of

53 professional profiles were defined for which legal migration would be facilitated, and there is a test project to select skilled Senegalese workers to be placed in France through the Office Français de l'Immigration et de l'Intégration (OFII) and the relevant Senegalese public employment services; the lack of a performing jobseekers database is an obstacle in this endeavour. The Senegal–France migration agreement foresees the establishment of an Employment and Migration Observatory, but this has not materialized so far.

In December 2006, a technical cooperation mechanism with Spain was agreed upon to recruit Senegalese workers in the framework of the Spanish immigration quotas and train them before departure. A first test was conducted in 2007, with a grant of 2,000 temporary work permits for the strawberry harvest, but this did not work out very well. The main problems were difficulties in the process of preselection of workers due to the existence of three parallel lists, the selection of unqualified workers, the lack of follow-up after migration, and the low rate of return (around 30%).

Finally, between 2003 and 2007, 1,427 Senegalese workers were selected for permanent residence permits in Quebec, Canada.

Besides these bilateral agreements, Senegal belongs to the ECOWAS, granting free movement to all citizens of the 15 member countries. This has led Senegal to become a transit country for West African migrants (notably those from Guinea, Mauritania and Guinea-Bissau) on their way to Europe, and has facilitated cross-border and temporary (unregistered) migration from and to neighbouring countries.

Conclusions and recommendations

The national study concludes that “in the current state of availability of statistical and socio-economic information on employment, unemployment and underemployment in Senegal, it is not possible to state that a true LMIS exists in the country, let alone that it takes into account the labour migration variable.” The main constraints hindering the massive creation of employment can be summarized as follows: 1) the dispersion of the structures in charge of employment, with a weak level of communication between them; 2) the lack of articulation between employment, vocational training and support to self-employment policies; 3) the multiplication of funds with similar functions; 4) the lack of transparency of the labour market, compounded by the lack of a true LMIS; 5) the weakness of human resources devoted to employment, both in quality and quantity terms; and 6) the scarcity of resources allocated to the State–Employers convention for youth employment.

Main challenges

- Stagnant labour market with a very high degree of informality and no formal job creation;
- Institutional fragmentation between the Service de la Main d'Oeuvre, the Ministry of Youth and the Youth Employment Agency (echoed by similar fragmentation between international donors), and insufficient human resources and equipment in all of them;
- Blockage in the actual implementation and use of the Accueil-Emploi system once it is operational.

Points for action

- Making operational the Accueil-Emploi labour intermediation system: This implies: a) supporting the depuration and transfer of current databases in Labour Service (in particular the Service de la Main d'Oeuvre and the National Agency for Youth Employment) in order to achieve a critical mass of records in the system; b) choosing one to three regions to fully implement the system (computers, offices and Internet access); c) communicating on the system to increase its use by jobseekers and employers; d) developing a complementary Web platform for direct uploading of job offers and jobseekers registration.

- To select one region (preferably one with strong migration and border, such as Saint Louis, and eventually bordering regions such as Louga) and promote a comprehensive LMIS and institutional coordination framework at the regional level, ensuring: a) institutional coordination and integration of local social partners; and b) due consideration of labour migration (ideally the LMIS should develop a system for the recruitment of migration candidates through the Service de la Main d'Oeuvre).

From a **statistical point of view**:

- The National Household Service should be carried out more frequently and not every five years (as is the case now), and should have a regular schedule. It should include an international migration module.

From an **institutional point of view**:

- Competences for international placement and labour market matching should be legally clarified and concentrated in the Employment Directorate to avoid lack of coordination, duplication and fragmentation. Any other agency operating in this field should be integrated in this Directorate both at the national and regional levels.
- A National Labour Market and Professional Qualification Observatory should be formally established as a reference institution for the compilation and the analysis of labour market and labour migration information.

Table 6: Senegal: Checklist of LMISs elements and integration of labour migration information		
		Comments/main shortcomings
Labour statistics		National Household Survey every five years (last one in 2005; next one in 2011)
Labour market needs assessment		No. Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas (FIIAPP) carried out a publication on vocational training needs in Senegal.
National qualifications register		No. ROAME (Répertoire Opérationnel Africain des Métiers et Emplois) project has developed a repertory of job descriptions.
Register of jobseekers		Records are held at employment offices, but they are manual records, very unsystematic and not centralized. They are not actually used for job matching. Accueil-Emploi should make up for this situation, but it is still not fully operational.
Register of job offers		No. Once fully operational, Accueil-Emploi should make up for this shortcoming.
Information from private placement agencies		No. There is no legal regulation of their activity, but they carry it out.
Dissemination of international job offers	X	Through ad hoc channels (Ministry of Youth, for instance)
Register of nationals abroad		There is a project to carry out a survey of Senegalese abroad
Register of foreign residents	X	A register of foreign residents is kept by the Direction de la Police des Etrangers of the Ministry of Interior, but this register is very unsystematic.
Labour market observatories (analysis)		
Institutional coordination/information exchange		Institutional fragmentation and lack of flow of information between institutions
Bilateral labour migration agreements	X	With France, Spain (de facto, no legal instrument) and Quebec, Canada; ECOWAS free movement of persons

2.6. Tunisia: The challenge of functional integration⁸

Employment and migration challenges and policy response

Despite a good relative overall economic and social performance over the last two decades, youth unemployment (and in particular, graduate unemployment at 22.9% in 2010) and the dualism between dynamic coastal regions and stagnant inner regions lacking basic infrastructure and a productive economic tissue were at the core of the social malaise leading to the January 2011 revolution and subsequent regime change. In the current transition period, social demands have made employment policy and job creation key challenges for stability in the midst of the demographic boom and an increasingly educated labour force (the government has focused its employment policy on vocational training and higher education upgrading). The transition government has approved a Road Map (Emergency Employment Programme) around four components: 1) support jobseekers and enhance their employability; 2) support employers and keep existing jobs; 3) create new jobs; and 4) support entrepreneurship and small and medium enterprises (SMEs). The Road Map explicitly includes the revitalization of existing legal labour migration agreements as one of the levers for labour absorption. Moreover, national authorities are well aware of the importance of a good information system as a basis for an effective employment and migration policy: the National Employment Strategy that was being prepared just before the revolution contained a section on monitoring and follow-up and provided for the strengthening of the LMO functions in the fields of conjunctural analysis, impact assessment of policies, forward-looking analysis and planning. Active labour market policy measures are widespread in the country, with at least 10 different programmes (training, self-employment promotion measures, insertion contracts and others). They have been expanded through the new AMAL (Hope in Arabic) programme for unemployed graduates (with more than 160,000 beneficiaries already).

Ever since Independence, the Tunisian government has facilitated migration. This is evidenced by the outstanding experience of the Agence Tunisienne de Cooperation Technique and, before this, by the establishment of the Office de la formation et de l'emploi in 1967, which is charged with the implementation of the first bilateral labour agreement with France, later renamed Office des Tunisiens à l'Etranger, de l'Emploi et de la Formation Professionnelle (OTTEFP). Since the early 2000s, migration has been a strategic axis of employment policy, so Tunisia has been engaged in setting up all institutional arrangements needed to facilitate legal migration, including (in November 2010) the authorization of private international placement agencies. A permanent source of tension is the gap between strong migration pressure (63.3% of young Tunisians stated that they were ready to migrate) and limited legal migration channels and possibilities. Tunisia is also quickly becoming an immigration and transit country, even more so since the Libyan crisis in March 2011 (at least 300,000 return migrants and refugees have arrived in the meantime).

⁸ The country mission to Tunisia took place during the revolutionary events of the second week of January 2011. As the institutional and policy framework is changing rapidly in Tunisia, there might be some outdated observations.

Text box 8: The ATCT experience: Agence Tunisienne de Coopération Technique

Established in 1971 under the supervision of the Ministry of Development and International Cooperation, this specialized agency has a mission to facilitate the international temporary placement of Tunisian professionals and public sector managers. It has five delegations abroad (four in the Gulf countries and one in Mauritania). Since ATCT's creation, it has facilitated the placement of 30,000 Tunisian experts. The agency arranges 1,800 placements every year; 10,000 Tunisians are currently working abroad under its temporary work programme for skilled professionals (in principle, less than five years, although this is often prolonged), 80 per cent of them in the Gulf countries. ATCT has a database of 8,000 CVs of migration candidates; it also has access to the database of ANETI to search for additional candidates if necessary. In the last couple of years, it has undertaken to expand to private sector and first graduate jobseekers. It operates through its site "Tunisie Compétences". The potential for improvement is clear as the ATCT is only able to respond to 60 per cent of the 3,000 employment demands it gets each year.

Institutions and policymaking

Competences on employment and migration are split between the Ministry of Employment and Vocational Training (ANETI, National Observatory of Employment and Qualifications, DG Migration), the Ministry of Social Affairs (OTE) and the Ministry of Development and International Cooperation. The latter has a DG Human Resources (becoming DG Human Development) and is the reporting authority of the ATCT; the INS also depends on this Ministry. There is also a National Commission on Human Resources.

The National Observatory for Employment and Qualifications (ONEQ), with 18 full-time staff, operates to a large extent as the Direction of Studies for the Ministry of Employment and Vocational Training. It produces a Monthly Conjuncture Note and a Quarterly Report for internal purposes (no public annual report), as well as some specific studies, for instance on LMNA in specific sectors. There was a project to make it an autonomous institution and to develop its own comprehensive database (it has no access to INS data), but this has yet to materialize. It has no capacity to capture information at the regional level.

The Directorate for Migration combines policymaking and information tasks regarding migration at large and operational tasks regarding the granting of work permits for foreigners (7,000–8,000 yearly, half of them renewals). The latter type of task absorbs most of its administrative capacities. The Directorate for Migration also prepares bilateral labour migration agreements and offers training courses for would-be migrants (in languages and ITC). It should be the body in charge of promoting the contracting of Tunisian workers by foreign employers, but it does not have the capacity to do this task.

ANETI (Agence Nationale de l'Emploi et du Travail Indépendant) is the public employment service in charge of labour market intermediation and promotion of self-employment. It also has a mission to facilitate the international placement of Tunisian workers. It operates through a network of 91 employment offices (with a nationwide staff of 1,100, practically unchanged in the last 10 years) and a centralized database for jobseekers (www.emploi.nat.tn). ANETI also has a branch for the employment of managers/graduates (Bureau National de l'Emploi des Cadres). International placement activities are managed centrally from the headquarters.

The Agence Tunisienne de Coopération Technique (ATCT), or the Tunisian Agency for Technical Cooperation, was established in 1971 under the supervision of the Ministry of Development and International Cooperation in order to facilitate the international temporary placement of Tunisian professionals and public sector managers. It has five delegations abroad (four in the Gulf countries and one in Mauritania). It has a database of 8,000 CVs, and 10,000 Tunisians are currently working abroad under its temporary work programme for skilled public sector professionals, with 1,800 new placements every year.

The Office des Tunisiens à l'Étranger (OTE), or the Office for Tunisians Residing Abroad, focuses on social assistance and community development. Its database of Tunisians abroad is fed and managed by the Ministry of Foreign Affairs. It has a Repertory of Tunisian Qualifications Abroad with around 8,000 records, but these records are very incomplete and outdated. There is no real monitoring of returning migrants. The OTE has a network of 53 social attachés (25 in France) in the Tunisian embassies and a network of offices in the Tunisian regions. They do not undertake job opportunities prospection activities.

The Institut National de Statistiques (INS), the national statistical institute, supported by the National Statistical Council, has carried out a quarterly LFS on a continuous basis since 2010 (from 2000 to 2009, it carried out an annual LFS on a sample of 163,784 households). Much of the information that it generates (one example is the migration module of the LFS) is often neither published nor exploited. The INS also runs a national register of employers.

The **Ministry of Development and International Cooperation** is the real economic policy planning institution through the design and implementation of the National Economic and Social Development Plan. It has a DG Human Resources (soon DG Human Development) which does not necessarily liaise with other institutions in the sector.

Institutional coordination should take place through the National Commission on Human Resources, including a National Committee for Employment, and the Inter-ministerial Liaison Committee for Qualifications (nascent, not formally established yet), as well as the National Statistical Committee (with a Working Group on Employment Statistics created some months ago at the technical level). However, the reality is that institutional coordination and joint planning are very rare.

Labour market and labour migration information

So far no detailed statistical information is available on migration flows, and the region, sex and competences of migrant workers (only the census provides some patchy information on this). LFSs include a migration module, but it has neither been published nor exploited so far (and it suffers from a high rate of non-answers).

ANETI's database is probably the best LMIS in the Middle East and North Africa (MENA) region. In 2010, it dealt with more than 140,000 job offers and 400,000 jobseekers. It handles around 120,000 temporary or permanent placements a year, plus 2,000 to 3,000 international placements and around 80,000 insertion traineeships. It is directly operated by users (jobseekers and employers) and it generates a full set of statistical reports which can be used, as well as a management information system for the employment offices. The main shortcoming of the database is that descriptors of skills and qualifications are outdated, rigid and insufficient. ANETI also has competences for international placement of Tunisian workers, but in the registration form for jobseekers, the only migration-related item is a question on whether a jobseeker wishes or not to work abroad. International placement operations are managed from the central headquarters. Following the AENEAS project, all employment offices have an international placement focal point. However, international placement operations are still largely implemented through manual procedures; some employment offices have separate manual databases for local jobseekers with migration potential. Since the information system dates back to 1998 and still operates on a client-server system, a bid had been published before the revolution for developing a new system on an Internet-based environment.

The OTE register of Tunisians abroad depends on information provided by consulates (which issue a consular card that entitles the holder to an exemption on travel taxes on entering Tunisia); it is outdated and has a high rate of wrong records. It is used as a basis for official statistics on Tunisians abroad, but provides very little information on their characteristics. The OTE also has a repertory of competences of highly skilled Tunisians abroad with around 8,000 entries, most of them outdated. On the return of

migrants, information available is fragmented as well, and there is no systematic collection (either at the OTE or at the Tunisians Abroad Unit of the Customs Office, which has a register of returning migrants asking for customs duties exemption for their goods).

Statistical information produced by the INS is not widely accessible, and not even the ONEQ has access to INS databases. This should change in the new political context after the approval of a law on dissemination of state information. In contrast, ONEQ and other national and international organizations have access to the ANETI database and its statistical reports. As far as labour market information is concerned, there are various conceptual frameworks and nomenclatures which are often not compatible with each other (in terms of professions, the INS and the ONEQ have a common one developed by the latter).

International cooperation and bilateral agreements

Bilateral labour migration agreements that Tunisia signed with Italy (in the early 2000s) and France (in 2008) have not produced the expected results so far:

- In the case of Italy, a quota system was established to grant work permits for 70 different professions. ANETI developed a specific database with 11,000 candidates registered online. ANETI employment offices checked and validated all the information and made it available for online consultation by Italian employers through a dedicated Italian language website. The system also managed the selection process (preselection advice to the candidates, interview-setting and so on). However, the actual visas were ultimately granted through a different system established by the Italian authorities ("sponsoring" of the candidates by relatives already residing in Italy who searched for employers, without any use of the ANETI database). This system led to the granting of 3,750 visas in 2000 and 3,050 visas in 2001. Since 2002, after the requirement for a signed contract prior to granting a visa was established according to the new immigration law, visa numbers have substantially reduced: 830 in 2002, 1,318 in 2003, 1,689 in 2004, 100 in 2005, and 245 in 2006. Afterwards, no further quotas have been granted.
- In the case of France, in 2009, ANETI and French public employment service Pôle Emploi signed an agreement to fill with Tunisian candidates up to 9,000 job offers in 77 professions in France. This time, ANETI also developed a specific web page accessible from its site where job offers coming from Pôle Emploi were uploaded and where jobseekers can submit their application through a dedicated form (the application was validated by ANETI employment advisors before being forwarded to Pôle Emploi). Out of the 9,000 skilled migrant workers authorized each year, only 2,400 were actually filled. This lack of success is partly due to the shortcomings of the ANETI labour market information system, as well as to the lack of appropriate communication (the opportunities were not widely disseminated, not even in the website of the ANETI, in order to avoid raising expectations, and the scheme is not widely known by potential employers in France who should make job proposals).

Also, in the field of technical cooperation, there have been several initiatives. These include: the AENEAS project; technical assistance in the framework of the Youth, Migration and Employment project to consolidate databases on international placement; Korean assistance (three bus employment offices, new ANETI information system); and a plethora of studies on this issue. Two major projects starting in 2011 have already been announced: a twinning in the framework of the EU assistance programme between Swedish–French public employment services and the ONEQ (beginning in June 2011), and an EU programme of budgetary support in the employment policy field (employment and social protection) amounting to up to EUR 60 million.

Conclusions and recommendations

Tunisia has most of the key elements of a full-fledged LMIS integrating the available labour migration information, but it does not integrate them into a functional system for national and international labour market intermediation and policymaking. Currently there is fragmentation and overlapping (including a National Statistical Council with a working group on labour market statistics, a National Committee for Employment created in 2010, and a nascent Inter-Ministerial Liaison committee for Competences promoted by the OTE).

Main challenges

- Integrating all available information on employment and migration and coordinating all institutional actors into an integrated LMIS (both horizontally and vertically, capturing information from the regional level as well).
- Developing a pooled national jobseekers database integrating ANETI's, ATCT's, OTE's and DG Migration's. This database should include a full database of the competences of Tunisians (locally and abroad) and should be used as well for international placement operations.
- The challenge of proactive "prospection" of employment opportunities abroad (ANETI identifies the need for a network of prospectors/international placement counsellors; ATCT already has five international offices and plans to increase its number; and DG Migration identifies communication as the main problem to manage international agreements). All actors feel the need to research the needs of the hosting migration countries and the trends in these countries.

Points for action

- Design and implement an integrated Labour Market Information System Development Action Plan that fully integrates labour migration information and brings together all available information and boasts a strong inter-institutional information exchange and coordination mechanism. The ONEQ is the natural focal point for such an LMIS, but should be strengthened.
- Develop a website at the National Observatory of Employment and Qualifications dedicated to hosting resources on labour market analysis and labour migration (e.g. statistics, studies, excerpts from administrative registers and international sources). This "single entry point" to labour market and labour migration information would bring together all disperse information on labour market and labour migration and facilitate analysis.
- A proactive prospection of international job opportunities should be promoted, mobilizing to this effect the network of social attachés in the Tunisian embassies as well as the ATCT's offices abroad.
- International placement operations should be fully integrated into the normal job matching activities of ANETI. This would require the inclusion of a migration window in the ANETI jobseekers registration form (e.g. willingness to migrate, desired countries of destination, competences for migration, migration experience and, eventually, even a "migration window" into the system) to be adapted to the ANETI current information system. This was already foreseen in the framework of the AENEAS Programme and the ANETI has apparently already started some work on this, but it will be only implemented in two years' time or so, when the new information system is fully operational. It could be inserted in the current system on a test basis, and can then be incorporated in the coming months into the new information system being developed. This is a need to the extent that one of the shortcomings identified in the ANETI information system is precisely that it does not collect appropriate information for migration purposes and is not working properly for preselection purposes in support of international migration agreements. This would allow for a more efficient use of ANETI records for managed migration purposes.

- Develop and integrate, on the basis of existing records, a comprehensive database of Tunisians Residing Abroad at the OTE.

From a **statistical point of view:**

- LFS should be developed so as to produce labour market statistics at the regional level.
- INS databases should be accessible to other public institutions related to the LMIS.
- The migration module of the LFS of the INS should be published and exploited.

From an **institutional point of view:**

- Institutional strengthening of the ONEQ should become the focal point of the national LMIS. It is important that the Observatory focuses on processes (monitoring, planning and impact assessment), rather than just on specific products (annual report, for instance). The EU twinning being implemented until 2013 is a good opportunity, but the project has to be enriched in the migration dimension and ONEQ staff need to receive specific qualifications (with regard to LMNA or statistics). Ideally, the ONEQ would be an autonomous body attached to the Ministry of Employment and Vocational Training, with its own budget and mandate. It should have a more fluent interaction with the Ministry of Development and International Cooperation, so as to actively contribute to economic and social policy planning, and with the INS. It should also be able to capture information at the regional, and even local, level (as a first step, regional antennas or focal points at the ministry regional directorates could be habilitated).
- An operational inter-ministerial coordination committee on employment, vocational training and migration, including education authorities, should also be established. ONEQ could act as focal point.

Table 7: Tunisia: Checklist of LMISs elements and integration of labour migration information

		Comments/main shortcomings
Labour statistics	X	Continuous LFS; includes a migration module, but this is not published nor exploited.
Labour market needs assessment	X	Isolated sectoral studies by ONEQ (hotel and restaurant business, textile and clothing, leather and shoes)
National qualifications register	X	The OTE has an incomplete register of qualifications of Tunisians abroad. There is an ongoing project for a national register.
Register of jobseekers	X	ANETI
Register of job offers	X	ANETI
Information from private placement agencies	X	They have to submit a detailed annual report on their activity
Dissemination of international job offers	X	Specific websites have been developed in the past by ANETI for offers in the framework of the bilateral agreements with France and Italy.
Register of nationals abroad	X	OTE; not comprehensive and outdated
Register of foreign residents	X	DG Migration has a register of foreigners residing in Tunisia
Labour market observatories (analysis)	X	ONEQ; staff of 18, limited activities
Institutional coordination/ information exchange		Very ad hoc and unsystematic; improving substantially since January 2011
Bilateral labour migration agreements	X	With France, Italy and Canada

3. Conclusions and lessons learned

Employment policy and job creation, often neglected in the past, are becoming an increasingly important dimension of the overall economic policy of governments, and a key variable for the political stability and development prospects of all researched countries. Further, migration is more and more widely considered as a dimension of employment policy: with the exception of Nicaragua, the other five countries of the sample have decided to facilitate labour migration and put in place an efficient institutional model to lubricate it. They are investing in it, including the management of bilateral labour migration agreements with host countries. Although all governments are well aware that migration is no solution to the employment challenges they face, they tend to integrate migration as one dimension of their employment policies, in contrast with formerly more reticent attitudes. Indeed, there is a widespread paradigm shift in the approach to migration, from seeing it as a negative phenomenon towards viewing it more positively as having a strong development potential –hence the efforts to facilitate it. However, the study also shows that migration policies in the countries under consideration are still at an early development stage or are not systematically implemented.

In parallel to this policy development, there is wide awareness of the importance of developing effective LMISs that integrate labour migration information as a technical basis for effective employment and migration policymaking and implementation. Despite this awareness, the national studies and the country missions have evidenced that it can hardly be stated that any of the six countries featured in this study have comprehensive labour market information systems. Although there are different levels of development of the different components of a standard LMIS across countries (see Table 8), none of them counts on an integrated system generating a full set of information, sharing it across institutions and ensuring a thorough analysis thereof for labour intermediation and policymaking purposes. Labour migration information is even less available than labour market information, and it is often processed by specific institutions for their own purposes and not shared.

However, beyond this wide awareness of the importance of LMISs, a series of interesting experiences and promising practices have been identified and described in this study to build on. Some of these identified best practices are linked to international cooperation projects.

Indeed, the main (shared) weakness preventing a more systematic and integrated development of LMISs despite wide awareness of a need for it is institutional weakness. Employment policy institutions are often politically weak, lack sufficient resources and have little leverage on overall economic and social policies. Relevant competences are often fragmented; institutional instability is a recurrent feature and coordination for policy planning and even simple information exchange among public institutions is not taken for granted. This despite the ILO convention nº 150 stating (in article 4) that “each Member which ratifies this Convention shall, in a manner appropriate to national conditions, ensure the organization and effective operation in its territory of a system of labour administration, the functions and responsibilities of which are properly coordinated”.⁹ Therefore, the main challenge for the development of integrated LMISs that integrate labour migration information is largely an institutional development challenge.

The other missing link of LMIS in the selected countries is the compilation and analysis of available information. Whatever the gaps in generated information, all countries share a wide-ranging deficit in the use they make of that information for policy-planning purposes.

Throughout the study, a strong conclusion points to LMOs as the right institutions to address the issue of institutional fragmentation and to enhance national analysis capabilities. Indeed, LMOs, as pointed out in the recommendations in Chapter 5, can also play an important role as coordination body for international cooperation in the fields of LMIS and labour migration information.

⁹ This convention has been ratified, among the countries of the study, by Tunisia, Ghana and Costa Rica.

3.1. Comparative synopsis of LMIS and labour migration information components

Coming down to a concrete comparative analysis on an LMIS component-by-component basis, the matrix below (extracted from country matrixes included in chapter 2)¹⁰ shows clearly that only Tunisia (and, to a lesser extent, Colombia) among the countries in the project have the main relevant components in place to try to build and develop an integrated LMIS (see Table 8). For all other countries, key components are missing. In any case, even for Tunisia and Colombia, there is a long road ahead to have full-fledged performing LMISs that integrate labour migration. In both countries, as in all others, the key shortcomings are (the lack of) institutional coordination and information exchange, policy-oriented analysis of available information, and integration of labour market and labour migration information processing with economic and social planning and LMNA.

Table 8: Matrix of LMISs and labour migration information: current situation						
	COL	CR	GH	NIC	SEN	TUN
A. Labour statistics	X	X		X		X
B. Labour market needs assessment						X
C. National qualifications register						X
D. Register of jobseekers	X			X		X
E. Register of job offers	X			X		X
F. Information from private placement agencies						X
G. Dissemination of international job offers	X				X	X
H. Register of nationals abroad						X
I. Register of foreign residents	X	X	X	X	X	X
J. Labour market observatories	X	X		X		X

Note:

X = A cross for a particular LMIS component means that the country has at least a minimum level of development of that component to build on.

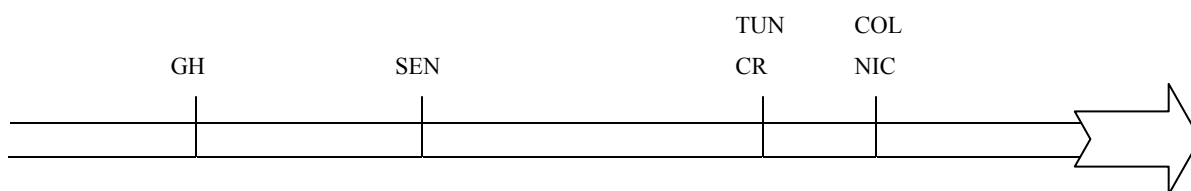
The abbreviations COL, CR, GH, NIC, SEN and TUN stand for Colombia, Costa Rica, Ghana, Nicaragua, Senegal and Tunisia, respectively.

Beyond this overview showing the gaps in LMISs in each country, the study has also allowed comparison of the performance of the countries studied across the different components which have been identified as key to any comprehensive LMIS that integrates labour migration information. For the sake of clarity, we have projected this comparative analysis into the following graphic representations, providing some brief explanation for the “ranking” of every country on each of the LMIS components. Of course, a caveat should be made that comparisons are far from straightforward, since labour and migration institutional arrangements are very different across countries, as far as levels of development, size and territorial outreach are concerned. Thus, the following comparisons do not provide a “scale” of excellence along a standard spectrum nor a quantitative ranking, but only a qualitative assessment leading to an ordinal ranking of the situation of each country on the basis of the objective elements of analysis drawn from national studies and country missions. Despite these limitations, it may be useful to draw some rough comparative analysis on the relative development of each of the LMIS components in each of the countries.

¹⁰ The last two items of the matrixes in the country sections (institutional coordination and information exchange and bilateral labour migration agreements) have not been included, since they are either more subjective and based on a qualitative assessment, and hence are not comparable, or they are not key components of LMIS as such, as is the case for bilateral labour migration agreements.

A. Labour statistics

Figure 2: Less to more developed labour and migration statistics



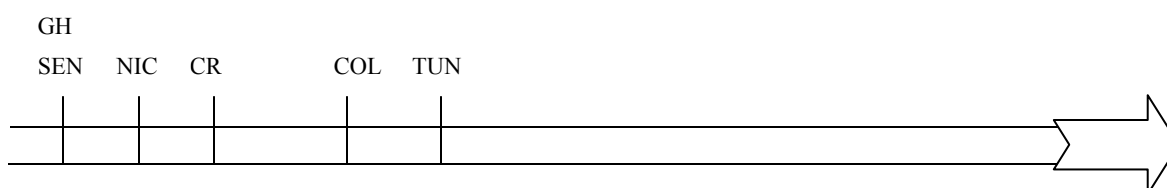
Two of the selected countries do not collect basic labour statistics through LFSs (Ghana and Senegal), but the other four have continuous LFSs. However, the surveys often have no international labour migration module (Colombia); they are sporadic (Costa Rica in 2007) or are not exploited and published (Tunisia). Access to microdata of the surveys is often limited even for public institutions (Tunisia and Colombia). Colombia has an additional survey focused on international migration (ENMIR, see Text box 1) and Nicaragua is planning one and has a whole array of other surveys providing information on international migration. Another source of employment statistics are administrative registers on employment – mainly the social security records which produce information on formal employment, employer's statements (for instance, in Senegal) and, in some cases (e.g. Nicaragua), regular surveys carried out by labour authorities among formal employers.

Ghana:	No LFS, only Ghana Living Standards Survey and Census.
Senegal:	National Household Survey every five years (last one in 2005). Comprehensive information on formal employment provided by the employer's legal declarations are processed manually for inspection purposes and are not exploited.
Costa Rica:	Continuous Household Survey including full labour force information. No international labour migration module (but one was included in the 2007 survey on an ad hoc basis).
Tunisia:	Continuous LFS. Data not widely shared, even within the public sector.
Nicaragua:	Continuous Household Survey; soon an International Migration Survey and several other relevant surveys.
Colombia:	Continuous Household Survey; International Migration Survey (ENMIR). Microdata are available only if bought.

Conclusion: LFS is a key tool for the collection of basic information on the labour market, and hence a priority for any LMIS. To integrate the international labour migration dimension, it should include an international labour migration module following the ILO guidelines and, whenever possible, be complemented by specific surveys on international migration.

B. Labour market needs assessment

Figure 3: Less to more developed labour market needs assessment



None of the selected countries has a systematic LMNA process, and so they do not really know the labour demand and skill needs of their economies. Even less so do they undertake analysis of prospective needs or

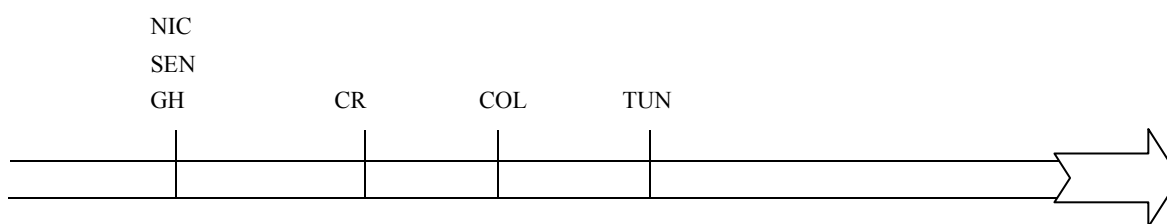
a review of international labour demand trends. Hence, education and vocational training planning is basically done within a “black box”, without the required information. Some countries have undertaken some limited sectoral exercises (e.g. Tunisia, Colombia and Costa Rica). Training in LMNA methods at the sectoral and national levels is felt as a need in all countries.

Ghana:	None. Isolated, very basic exercises by employer’s organization.
Senegal:	None. Recent study carried out by FIIAPP.
Nicaragua:	No systematic one. Analysis by Fundación Victoria, a private foundation.
Costa Rica:	Inter-institutional technical workshops conducted in 2007.
Colombia:	A new National Information System of Labour Demand has just been launched under the supervision of DANE.
Tunisia:	Sectoral studies by the ONEQ.

Conclusion: LMNA is the weakest link of current LMISs in the selected countries. The substantial resources devoted to education and vocational training have not lead to a systematic approach to LMNA in any of the countries. Given the importance of LMNA for labour demand estimation, pragmatic sectoral approaches should be adopted in the first stage.

C. National qualifications register

Figure 4: Less to more developed national qualifications register

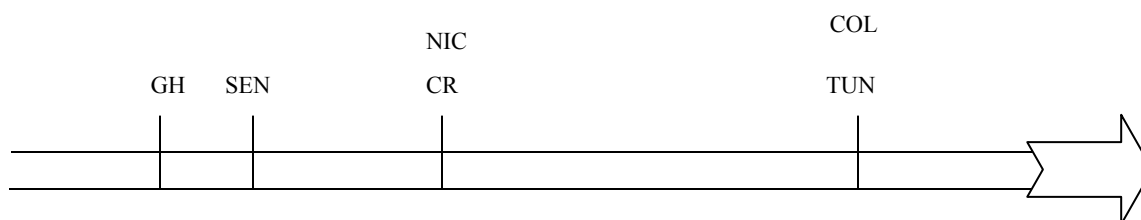


Four of the selected countries (Costa Rica, Nicaragua, Colombia and Tunisia) have very strong national vocational training institutions. Ghana is developing its National Qualifications Framework and Senegal is part of the African Operational Repertory of Professions and Jobs (ROAME, Répertoire Opérationnel Africain des Métiers et Emplois), but so far these are related more to training needs than to jobseeker skills.

Nicaragua:	No, despite strong deployment of INATEC centres.
Ghana:	No. A National Qualifications Framework is being developed.
Senegal:	No. Part of ROAME.
Costa Rica:	INA.
Colombia:	SENA has developed its own National Classification of Occupations.
Tunisia:	A National Qualifications Framework has been adopted and a project to conduct a national registers of qualifications is under study. The OTE has an outdated register of qualifications of Tunisians abroad.

Conclusion: In order to develop a comprehensive LMIS, a more integrated approach between education and vocational training policy and employment and migration policy should be adopted. The national qualifications register is a key tool to do it. Monitoring international labour market trends, at least in the main countries of destination of national migration, should be a part of the LMIS process.

D. Register of jobseekers

Figure 5: Less to more developed register of jobseekers

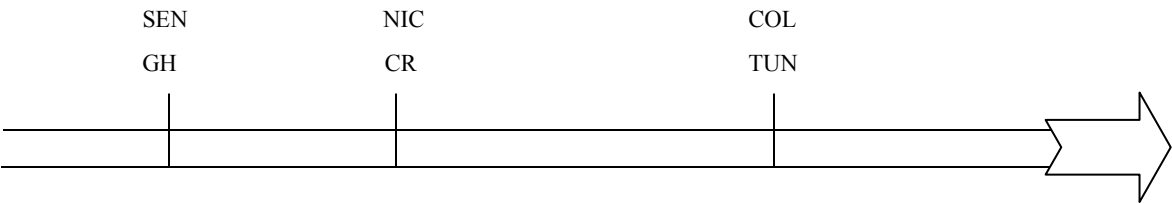
All of the selected countries, except for Costa Rica, have a network of employment offices compiling jobseekers registers. In the cases of Ghana and Senegal, they are manual, decentralized registers and are only rarely used for job matching purposes (this should change in Senegal once the new *Accueil-Emploi* system is fully operational). Costa Rica has recently implemented an online job intermediation system, but it is still little known and it suffers from the lack of a network of employment offices. Tunisia and Colombia both have full-fledged nationwide job matching systems, but their national register of jobseekers only includes a small share of the unemployed according to national statistics. The Colombian SENA system has been successfully used for international placement purposes, but it has major problems in generating statistics (probably because information is uploaded directly by users). The Tunisian system performs well in terms of generated statistics, but it has also proved limited in the management of international job offers. One common problem is the discrepancy between the different classifications of occupations used by statistical institutes (usually ISCO, in some cases with some adaptation) and the public employment services (who often develop their own classifications). This is a relevant problem, for instance in Colombia, where public employment services are most developed, compounded by the fact that the latter are often not well-suited to employer's needs and do not correspond either to the classifications used by national education and vocational training institutions. This creates major dysfunctions in the integration and comparability of labour migration information and the job matching function.

Ghana:	Local manual jobseekers register. Very partial and rudimentary.
Senegal:	<i>Accueil-Emploi</i> as online jobseekers register has just begun to operate.
Nicaragua:	Centralized online jobseekers register. Very partial.
Costa Rica:	Incipient online jobseekers register (buscoempleocr.com). Little coverage and lack of network of employment offices. Data uploading by public employment services.
Tunisia:	Online register of jobseekers and job offers. Data uploading is done by ANETI.
Colombia:	Online job matching system. Jobseekers and employers can upload their data themselves.

Conclusion: Public employment services need to develop online job matching and labour intermediation support information systems. They should be widely known and aim to have the widest possible coverage. However, since there are no unemployment benefits in the selected countries, the cost of maintaining a fully up-to-date database may be too high; this means that the value of even well-functioning job matching systems as a source of information on labour market developments is limited by nature. Classifications of occupations should be standardized among all relevant institutions (as had been done in Tunisia among ANETI, INS, the ONEQ and vocational training institutions).

E. Register of job offers

Figure 6: Less to more developed register of job offers



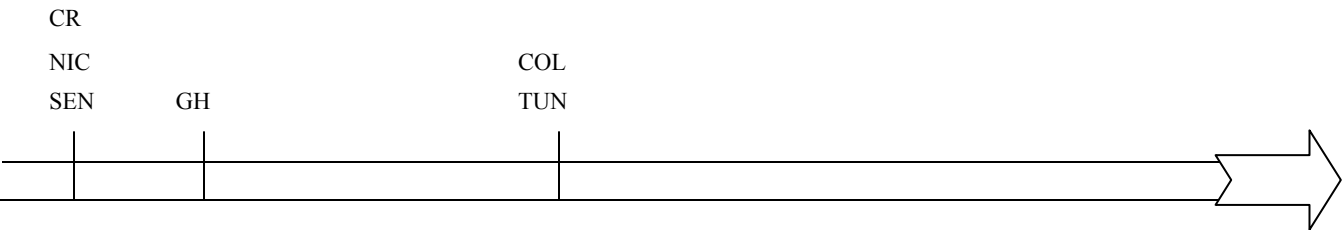
In economic contexts with a high degree of informal economy and low formal job creation, public employment services have little chances of attracting a significant amount of job offers, however effective they are. This is, first and foremost, due to the lack of dynamic economies creating jobs and the prevalence of informal employment. This is the case in Ghana, Senegal and, to a lesser extent, Nicaragua. In Costa Rica, the new job matching online system is not yet widely known and its coverage is very limited, so it still has to consolidate, as so far it works mainly as a service for technical occupations (and INA vocational training graduates). Tunisia and Colombia have full-fledged labour intermediation systems. The Colombian SENA system has been successfully used for dealing with international job offers (this has not been the case with the ANETI system), but it still has to develop into liberal professions and highly skilled job profiles (for which the Tunisian system has a dedicated network, not to mention the ATCT).

- Ghana: Job offers are registered at local PECs. They are mostly limited to unskilled jobs and there is no real national register of job vacancies.
- Senegal: Hardly any job offer comes forward to employment offices. The implementation of the Accueil-Emploi system could provide an enabling information system.
- Nicaragua: Public works and other employment opportunities (but not job offers from Costa Rica employers) are channelled through public employment offices and recorded in a central register. Little coverage.
- Costa Rica: Buscoempleocr.com only covers a small part of the labour market.
- Tunisia: ANETI system, including a track for the highly skilled unemployed.
- Colombia: SENA job matching system attracts mainly technical job offers and not liberal professions or highly skilled jobs.

Conclusion: The economic context in some of the countries of the study is characterized by the small number of formal jobs and the low level of job creation, so job offers are rare and they do not go through official public employment services channels.

F. Information from private placement agencies

Figure 7: Less to more developed information by private placement agencies



In some lucrative market segments (such as qualified workers), private placement agencies compete with public employment services, often in a legal vacuum and almost always without providing labour authorities with comprehensive information about their activities. None of the selected countries have

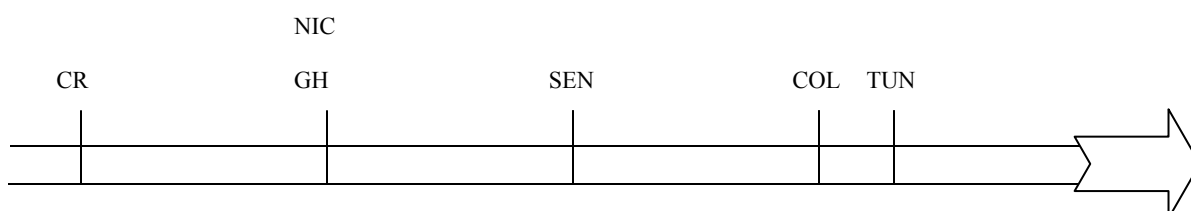
ratified ILO Convention n° 181 on Private Employment Agencies of 1997, which provides that a Member shall “establish and periodically review conditions to promote cooperation between the public employment service and private employment agencies” and that “private employment agencies shall, at intervals to be determined by the competent authority, provide to that authority the information required by it [...] for statistical purposes” and that “the competent authority shall compile and, at regular intervals, make this information publicly available”. In all countries, universities and training centres also operate job pools without any reporting to public employment services.

Senegal:	No legal regulation of their activity. Private placement agencies operate in a legal vacuum, tolerated but not reporting.
Nicaragua:	No information provided.
Costa Rica:	The job pools do not provide information on placements to public authorities.
Ghana:	Private placement agencies are supposed to submit a quarterly report of activities to MESW.
Colombia:	They have to be registered at the Ministry of Social Protection. They have to inform on job offers and placements, but this information is not public, and it is not clear whether it is exploited.
Tunisia:	Private placement agencies have to submit detailed annual reports of their activity, but this information is not public and it is not clear whether it is processed. Two international placement agencies have recently been authorized.

Conclusions: For an integrated LMIS to get a comprehensive view of labour market developments, private placement agencies should be regulated and provide information on their activity (job offers and placements) to the public authorities.

G. Identification, dissemination of and preselection for international job offers

Figure 8: Less to more developed recruitment systems for international job offers



Tunisia, through the ATCT, has the most extensive network for the identification of international job opportunities, and the longest and deepest experience in disseminating them and finding candidates for them, but only in the skilled professional migration segment. Paradoxically, it has not performed much in responding to migration opportunities for skilled workers in the framework of the bilateral agreement with France. Colombia, through SENA, has managed in a very effective way the opportunities offered by the bilateral agreement with Spain. However, all countries, including Tunisia, lack a dedicated structure for prospection of international job opportunities for their nationals (and consulates or social attachés do not perform this task in an efficient way).

Costa Rica:	None.
Ghana:	Ad hoc preselection, through the Labour Department, for the Italian quota.
Nicaragua:	Costa Rica employers carry out their own recruiting in Nicaragua, occasionally with the support of employment offices within the framework of bilateral agreements.
Senegal:	Dissemination and preselection through several parallel channels and institutions. Results mixed. Accueil-Emploi is designed to perform this function.
Colombia:	Centralized dissemination at the SENA site as “special offers”. Centralized preselection

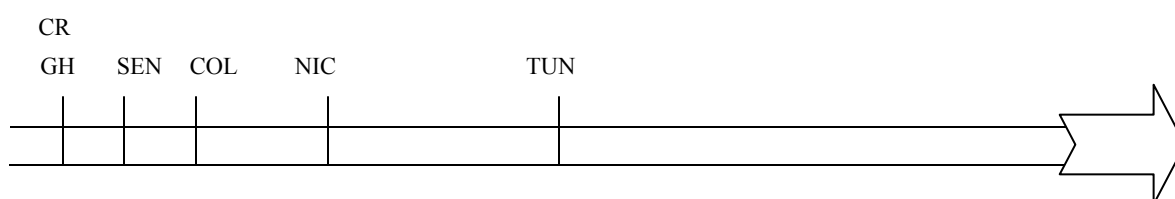
(for Portugal, Canada and Spain).

Tunisia: ATCT very successful, but limited experience. As for the job opportunities offered in the framework of bilateral agreements, no dissemination in the ANETI site. Development of specific sites for Italian and French preselection processes

Conclusion: In line with the increasing importance of migration as a dimension of employment policy, international job offers should be proactively searched and disseminated through public employment services' information systems. They can contribute to strengthen them and to bring in more jobseekers. There should be a single preselection process for each country (avoiding parallel procedures and political interference) and this process should be conducted as much as possible in the framework of the standard job matching procedures of public employment services.

H. Register of nationals residing abroad

Figure 9: Less to more developed register of nationals residing abroad



None of the selected countries have a comprehensive, centralized and updated register of nationals residing abroad. Only Tunisia has tried it through the OTE, but the result has major updating problems, since it depends on Tunisian consulates for the input of information. Consular records are the only regular source on national citizens abroad, but often they are not comprehensive, not updated and not integrated into a central register. The issue of consular cards giving some entitlements either in the country of residence (like the new Nicaraguan consular card) or in the country of origin (like the one issued by Tunisia) is a good incentive for people to register in their host country (but this does not solve the problem of updating). Only Tunisia and Colombia have very partial return migrant registers linked to tax advantages, or investment reintegration programmes addressed to return migrants (the Tunisian Abroad Unit of the Tunisian Customs Office does compile information on returning migrants, but this is not exploited). Registers of deported nationals are often held by migration authorities, but are not exploited for reintegration purposes.

Costa Rica: No central register.

Ghana: No central register.

Senegal: No central register. Plan for a census of Senegalese citizens abroad.

Colombia: Patchy and partial consular records.

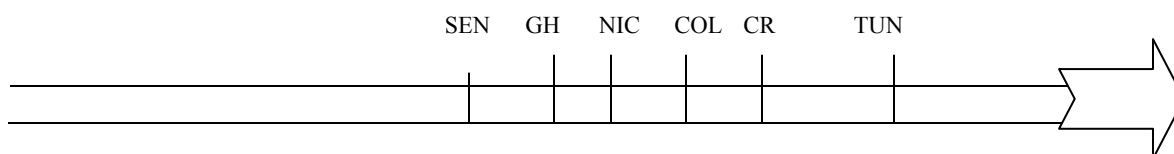
Nicaragua: Consular card in Costa Rica initiated in 2010, extended to El Salvador in 2011. Plans to extend it to Spain and the United States. Register not shared with other institutions.

Tunisia: Register of Tunisians abroad at the OTE, based on consular records (consular card issued).

Conclusions: Consular cards are a good way to attract nationals residing abroad to the consular registers, but consular databases should be integrated at the national level and shared with other institutions. In any case, consular registers should be standardized and centralized.

I. Register of foreign residents

Figure 10: Less to more developed register of foreign residents



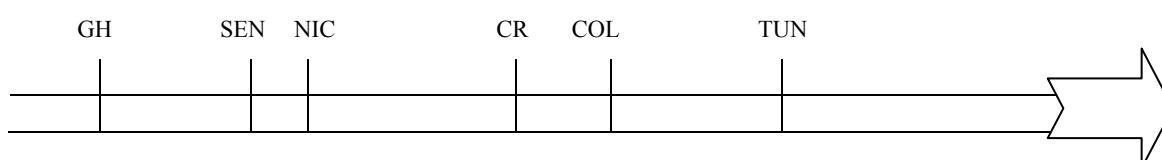
All countries have a highly regulated administrative procedure for getting work and residence permits, and the latter lead to articulate registers of foreign residents. A linked issue is the information on country exits and entries based on entry and exit cards, and the corresponding information system. Since this has major security implications, there is a high degree of technological standardization in this regard, and systems are generally quite performing. However, the rich information that they generate is often not exploited for LMIS and labour migration information purposes (Nicaragua is a partial exception to this, since entry and exit data are exploited for statistical purposes). The free movement of persons in the framework of regional agreements (ECOWAS in Senegal and Ghana; C-4 in the case of Nicaragua; and the Andean Community in the case of Colombia) pose a major challenge to the collection of labour migration information, since it allows for unregistered circulation of workers between the member countries for temporary work purposes. In the context of extended informal employment, this also has major implications for the respect of the human rights of workers, and entails less, not more, protection.

Senegal:	A register of foreign residents is kept by the Direction de la Police des Étrangers of the Ministry of Interior, but this register is not comprehensive.
Ghana:	There are several institutions authorizing foreigners to work in Ghana, but the granting of permits is centralized at GIS. However, the latter has no comprehensive register of foreigners.
Nicaragua:	DGME has a manual register of all foreign residents. The Central Bank and the INIDE exploit the entries and exits database.
Colombia:	DAS has a register and is sharing its entries and exit database with DANE to exploit it
Costa Rica:	As an immigration country, Costa Rica has developed a national register of foreign residents at the DGME. It can extract statistical information out of this register, but not automatically. However, the porosity of national borders translates into a significant floating population of irregular immigrants, in particular temporary workers from Nicaragua and, to a lesser extent, from Panama.
Tunisia:	DG Migration has a complete register of foreign residents.

Conclusion: The information compiled in the process of granting work and residence permits should be systematized in a central, comprehensive register of foreign residents and shared with other institutions. The database of country entries and exits should be further exploited for labour migration information purposes.

J. Labour market observatories

Figure 11: Less to more developed labour market observatories



All selected countries have some form of LMO, but in all cases they are very weak, both politically and institutionally, and they do not perform their assigned mission of monitoring and analysing labour market trends. Some shared reasons are: 1) the lack of flow of information from other institutions (in particular, the national statistical institutes), due to the lack of political leverage of the LMO (this would justify either attaching them to the Prime Minister's office or the President's office or establishing them as autonomous institutions attached to the Ministry of Employment but with their own resources and staff); 2) the lack of human resources and/or of specific dedicated human resources (they often also perform other tasks), in particular the lack of skilled staff such as statisticians and LMNA specialists; 3) the lack of any interaction (with the exception of Colombia) with social partners, universities and research centres, and civil society. The LMOs of Costa Rica and Nicaragua are part of the Observatorio Laboral para Centroamérica y República Dominicana (OLACD) network.

Senegal:	Long-standing project for LMO not yet enacted. Some LMO functions performed by Labour Directorate.
Ghana:	No LMO. EIB dedicated to compiling very partial manual information coming from PECs.
Nicaragua:	LMO within the Directorate of Employment and Wages; no specific human resources. Reports produced are not published. Linked to OLACD.
Costa Rica:	LMO within the Ministry of Employment; no specific human resources, but regular analysis and publications. Yearly report. Linked to OLACD.
Colombia:	LMO at the Directorate of Employment Promotion. One person, half-time, but complemented through a network of regional observatories and an employment observatory at SENA based on SENA labour market information system.
Tunisia:	National Observatory of Employment and Qualifications at the Ministry for Employment. Staff of 18. Yearly report. Ongoing institutional strengthening.

Conclusion: Despite their institutional weakness, LMOs are widely considered as a cornerstone of any LMIS and the institutions best suited for carrying out the functions that have been largely neglected so far: analysis of labour market and labour migration information, LMNA, and inter-institutional planning and policymaking. There is a wide consensus on the need to strengthen LMOs.

3.2. Which labour market information system for developing countries?

Overall, after this detailed review of the status of LMISs and labour migration information in the countries of the study, it can be questioned whether the very concept, and in any case the model of labour market information systems taken for granted in OECD countries, is relevant to developing countries with a very different labour market structure. The gaps and shortcomings of LMIS in the selected developing countries, in particular the deep-rooted institutional weakness that they share, warrants asking whether an alternative, less ambitious approach should be adopted. Current institutional capacities seem to be far too weak to carry such a "system" and the national economic context reduces the information relevance of components such as public employment services (in the context of high prevalence of informal employment and hardly any formal job creation in the private sector). Most of the standard tools and components of LMISs are conceived for countries where the formal economy covers 70 per cent of total economic activity and not just 20 or 25 per cent, and where wage-earners account for 70 per cent of the labour force and not 30 to 40 per cent at best. When registering with public employment services does not have any benefits attached and prospects to get a job through this channel are nil, the incentive to register dwindles and coverage gets substantially reduced. On the other hand, for public employment services, the cost of updating, in particular maintaining databases, is too high (and can even be considered unreasonable). Hence, statistical reports from these information systems are by nature encumbered by a high proportion of outdated records. In contrast, in developed economies, there is a high proportion of employment in large companies which have sophisticated human resources planning processes that allow for solid projections of future labour needs. These projections can easily be used for LMNA purposes. This is

not the case in most developing economies, where typically more than 80 per cent of formal employment is concentrated in small and medium enterprises with no structure or planning tools to project their labour needs.

Therefore, the analysis in the national studies and the country missions tend to indicate that the standard model of an integrated LMIS existing in developed countries can hardly be extended as such to developing countries with a wide informal sector and no unemployment benefits. The production of good labour statistics based on surveys and analysis thereof is often the most that many of these countries can aspire to at this stage. This means that there are two cornerstones of LMISs in developing countries:

- An LFS carried out frequently (at least every year), integrating an international migration module and with a sample large enough to allow for local and regional statistics.
- A dedicated institution specialized in the analysis of labour market information for policymaking purposes and, eventually, in inter-institutional coordination in this field. In this regard, the LMO function plays a crucial role in the LMIS chain. The increasing importance of employment and even migration policy in the framework of national development policies points to the need to strengthen this function to ensure an efficient policymaking process.

Chapter 5 contains some preliminary technical and policy recommendations to this effect.

4. International cooperation and bilateral labour migration agreements

As evidenced by the study, international cooperation has played a key role in developing LMISs and labour migration information in all the selected countries and has a tremendous potential to support further developments. In the last few years, there has been growing interest in migration as a key dimension of globalization, and a plethora of new international cooperation initiatives in the field of migration, migration policies and migration information, in particular in relation to labour migration (see Table 9). Data collection and sharing is emerging as a necessary step for setting and promoting migration policy priorities and for supporting bilateral and multilateral negotiations in the field of migration, as well as for implementing specific labour migration agreements. However, this very proliferation has caused some problems in coordination and duplication, as well as sustainability, over time. Indeed, one major weakness of existing LMIS components in several of the countries featured in this study comes precisely from the high level of dependence for any new initiative on international cooperation funds and projects (the exception being Colombia and, to a lesser extent, Tunisia). This jeopardizes sustainability, as illustrated by different examples identified in the study. It can even be argued that the problem of institutional fragmentation and lack of strategic coherence concerns international cooperation as much as the national institutional setting of labour market and labour migration policy and administration (since each project follows the rationale of the donor rather than that of the beneficiary institution and national strategies). This calls for better alignment along strategic priorities and more sustained integration with national policies and endeavours.

4.1. Conclusions on bilateral labour migration agreements

In particular, all countries in the study have some kind of bilateral or multilateral migration agreements with third countries, as illustrated in Table 9. They are becoming an increasingly important tool for international migration management, even if as a general rule bilateral labour migration agreements so far have only concerned a very small share of total bilateral migration flows between the countries involved (typically less than 5% of total migration flows).

Table 9: Bilateral labour migration agreements in the selected countries		
	Partner countries	Main achievements/shortcomings
Colombia	Spain (see Text box 2) Andean Community free movement	Since 2001, 8,125 migrant workers to Spain selected through SENA. The main problem has been the lack of follow-up after migration. Blocked since 2008 because of the crisis.
Costa Rica/Nicaragua (see Text box 4)		Since 2006, 12,800 temporary contracts for three agriculture and agro-business sectors, often to the same workers. Emphasis on protection of worker's rights. Support of the Co-development Project. Continuity at risk. A data sharing mechanism was developed, but not implemented. A Nicaragua consular card is also being successfully implemented in this context (for all Nicaragua migrants in Costa Rica, and not only those hired under the bilateral agreement).
Ghana	ECOWAS Italy	Free circulation of ECOWAS citizens makes it difficult to control irregular temporal migration. In the case of Italy, the preselection process and training through the Labour Department since 2006 has not led to the actual migration of workers to Italy.
Nicaragua	C-4	Free circulation of C-4 citizens makes it difficult to control irregular temporal migration.
Senegal	France	With France, long-standing bilateral agreements. The current

	Canada (Quebec) Spain ECOWAS	scheme through OFII is taking time to take off. With Spain, around 1,800 workers sent since 2007. There were problems with the selection process and criteria. It gave rise to the Accueil-Emploi job intermediation database.
Tunisia	France Italy	Agreement in 2008 with France only led to the migration of less than 3,000 workers out of the 9,000 planned In 2000–2006, the migration to Italy of 11,000 workers, but this has been blocked since. A specific database was developed by ANETI that was not used thereafter for preselection.

The comparative analysis of the aforementioned agreements allows the following conclusions to be drawn:

- Bilateral labour migration agreements can only work efficiently if they are supported by effective databases and data sharing mechanisms (DSM). The latter are required between the different national institutions involved in the process: in the country of origin, these institutions include the labour migration focal point receiving international job offers; public employment services for dissemination of job opportunities, preselection and liaison with employers; training institutions for pre-departure training; and migration and consular authorities for all the migration administrative procedures; in the countries of destination, these institutions include the labour authorities that establish quotas for immigration; employers; and immigration authorities. However, DSMs are also needed at some stage between countries of origin and countries of destination. In this framework, the development of databases and DSMs is a key lever for efficiency in the implementation of legal migration schemes, as it has proved to be a bottleneck in many cases (see the France–Tunisia Agreement, or the Spain–Senegal scheme). In practice, however, DSMs meet with many difficulties at the implementation stage (see, for example, the cases of Costa Rica–Nicaragua, Accueil-Emploi in Senegal, the Italian FLEXI system not suitable for LMIS purposes, the Tunisian-specific database in the framework of the agreement with Italy). So far, in the countries studied there is no single case of a successful shared data mechanism.
- Another field where databases and labour market information is required in the framework of the implementation of bilateral labour migration agreements is for LMNA both in countries of destination (to determine the quota of immigrants required) and in countries of origin (to ensure that no “brain drain” occurs). The former is done in Costa Rica to determine the number of work permits authorized by sector, as well as in Colombia until 2010 under the system of “proportionality” certificates. The latter has been the case, for example, in the framework of the France–Senegal agreement to hire Senegalese workers through the OFII. These assessments require a wide-ranging system of information on the economic system and hence a well-developed LMIS.
- For a bilateral labour migration agreement to work smoothly, it helps to be supported by a complementary cooperation project (such as the Costa Rica–Nicaragua Co-development Project). However, this entails the challenge of sustainability over time. Some of these measures that lubricate the workings of bilateral labour migration agreements and optimize their impact and sometimes simply make them possible are the following:
 - Funds and “technical” facilitation for bilateral meetings (and possibly too for inter-institutional meetings in the sending country).
 - Institutional capacity-building of the agencies involved in the sending countries (labour and migration authorities), often including equipment and funding of specific human resources and/or expertise.
 - The development and implementation of databases for an effective implementation of bilateral labour migration agreements (for preselection purposes and monitoring).
 - Training and capacity-building programmes for migrant workers in the destination country or any other kind of assistance.

- Follow-up with migrant workers benefiting from bilateral labour migration agreements after their arrival in the country of destination (this has been pointed out as one of the main assets of the Costa Rica–Nicaragua agreement and the main shortcoming of the Colombia–Spain agreement). This can include labour inspection visits.
- Development and implementation of a system of indicators to follow-up and evaluate the implementation and performance of bilateral labour migration agreements.
- Integration of return migrants after the expiration of their contracts and, more generally, NGO work to support migrants' rights and integration.

Indeed, once a bilateral labour migration agreement is in place there is no obstacle to “internalize” the cost of these accompanying measures necessary for its success and transfer it to the beneficiaries of the scheme, although few experiences of this nature have been implemented so far. One possibility would be to impose on the employers a “fee” for each hired worker (in the same way that they have to pay for the visa or other costs for the migrant workers).

- Even when they have an extended network of local employment offices, labour administrations of countries of origin tend to manage the preselection process in the framework of bilateral labour migration agreements in a centralized way (Colombia, Tunisia, Ghana, Senegal and Nicaragua) and through special procedures. However, implementation of bilateral labour migration agreements (in particular, the preselection process) is more effective the more integrated it is into the standard labour market intermediation system of the country of origin (Colombia and Tunisia) and without intermediaries.
- On the other hand, the integration of international employment opportunities in the national labour market intermediation systems contributes to: enhancing the appeal of the latter for labour market actors (in particular, jobseekers); improving labour market coverage and data quality; and strengthening public employment services (and even providing them with new resources). Indeed, as an important indirect benefit, bilateral labour migration agreements have significant potential, through its implementation, to bring about structural redesign and strengthening of labour market intermediation systems or labour administration in the countries of origin (as demonstrated by Senegal, Nicaragua, Ghana and, to a lesser extent, Tunisia).
- A cost-benefit analysis of the effective implementation of bilateral labour migration agreements, in terms of the costs of accompanying cooperation and support projects versus the number of effective migrant workers, has cast some doubts on their efficiency so far. In any case, it is important to equip bilateral labour migration agreements with formalized mechanisms for bilateral evaluation. Ideally, a system of indicators should be developed to follow up the implementation of the agreement, as was planned (but never implemented in practice) in the Costa Rica–Nicaragua Co-Development Project.
- The implementation of bilateral labour migration agreements has often led to frustration due to the lack of achievement of raised expectations (Ghana with Italy, and Tunisia with Italy and, to a lesser extent, France, but also Senegal with Spain due to irregularities in the first selection process in 2006).
- Bilateral labour migration agreements are vulnerable to political developments (Costa Rica–Nicaragua territorial dispute, Italian change in attitude to migration in the cases of Tunisia and Ghana) and to economic shocks (crisis affecting the Colombia–Spain and Senegal–Spain schemes). To sideline this vulnerability, it helps to formalize bilateral labour migration agreements through legally binding bilateral instruments.

4.2. Potential for synergies

In all the countries featured in this study, there is a proliferation of regional and bilateral cooperation projects and initiatives in the field of labour migration, information systems, statistics or networks, all of them supported by international organizations and international cooperation (see Text box 9 for a non-exhaustive sample thereof in the regions of the project). The amount of resources and the potential for synergies between these projects and initiatives are impressive, but it can hardly be stated that there is proper alignment of all these initiatives, either with national strategies or between them, in a coherent labour market and labour migration information strategy. As evidenced by the country studies, in some extreme cases the competition between these different operators reinforces institutional fragmentation, and therefore the development of integrated LMISs at the national or international level.

Text box 9: Regional initiatives on LMISs and labour migration information

Regional Labour Observatory for Central America and Dominican Republic (FOIL-ILO, www.empleo-foil.oit.or.cr)

FOIL was implemented from 2006 to 2010 in Central America and Dominican Republic with funding from the AECID and in cooperation with the Ministries of Labour and Vocational Training in the region. It was managed by ILO and framed within the Sistema de la Integración Centroamericana (SICA; Centro-American Integration System). Its original objective was to “strengthen integrated systems of labour intermediation and vocational orientation”, but its main achievement is the establishment of the Labour Observatory for Central America and Dominican Republic as a network of national observatories (they meet at least twice a year and receive support and training from OLACD), as well as several studies (for instance, De Pablo, 2010), including studies on migration flows in Central America. OLACD is currently conducting a study on the institutional setting for national LMOs.

Red Interamericana para la Administración Laboral (RIAL) (Inter-American Network of Labour Administration, <http://www.rialnetportal.org>)

RIAL is the cooperation and technical assistance mechanism of the Inter-American Conference of Ministers of Labour in the framework of the Organization of American States (OAS). It was created in 2005 by the labour ministries in the region in order to strengthen their human and institutional capacities through an integrating mechanism for dissemination of knowledge and experiences. So far it has focused in the organization of conferences and workshops and some bilateral technical assistance activities. In February 2009, it organized a workshop in Canada on “Labour Migration and Labour Market Information Systems”. However, there seems to be no continuity on this topic and the institutional partners interviewed during missions to the countries of the project do not seem aware of this programme. There is no systematic coordination with the regional OLACD Observatory project.

Comisión Centroamericana de Directores de Migración (OCAM, Centroamerican Commission of Migration Directors)

OCAM was established in October 1990 in the framework of the SICA and it brings together the Migration Directors of Belize, Costa Rica, El Salvador, Honduras, Guatemala, Nicaragua and Panamá. Its main objective is to establish a regional mechanism for consultation and coordination to deal with migration. Since 1999, IOM has provided the technical secretariat. Its actions aim to collect and process migration information, train Migration Directors officers, implement joint migration instruments and procedures, and harmonize criteria and requirements for the entry of foreigners, among others.

Sistema de Información Estadística sobre las Migraciones en Mesoamérica (SIEMMES, System of Statistical Information on Migration in Meso-America)

A statistical information system on migration flows within, from and to the region, compiling and exploiting data from the census and LFSs, as well as border entries and exits. Initially managed by the IOM office in Costa Rica on behalf of the OCAM, it was moved to the Universidad Nacional in Costa Rica in 2006. However, it has been practically inactive since 2007 due to lack of resources.

Sistema Continuo de Reportes de Migración Internacional en las Américas (SICREMI, <http://www.migracionoea.org/sicremi>)

This Continuous Reporting System on International Migration of the Americas of the OAS aims to: collect data on labour migration (census, surveys and administrative registers); exchange experiences on labour migration

information processing; and strengthen the human resources and institutional capabilities of labour migration institutions. It is based on the OECD's System of Permanent Observation of Migrations and supported by the Economic Commission on Latin America and the Caribbean (ECLAC). In July 2011, it launched the first "International Migration in the Americas" report. Of the countries in the study, only Colombia is among the nine participating countries so far.

ILO Project Strengthening Labour Statistics

An ILO project (2010–2012) to strengthen labour statistics in cooperation with national statistical institutes is being implemented in Nicaragua, El Salvador, Panamá and Costa Rica and four other African countries. It focuses on decent work indicators. It undertakes a diagnosis of statistical systems in each country, as well as the administrative registers and training activities on decent work indicators.

AENEAS 2006 Project "Facilitating a Coherent Approach of Migration in Ghana, Nigeria, Senegal and Libya"

This Labour Migration Project for West Africa (LAMIWA), implemented by IOM in 2006–2010, has organized training seminars on: job matching, labour market intermediation and labour migration in Italy; labour migration management between the countries of the project and Italy; and database management and compatibility between the Italian employers' "FLEXI" recruiting system and national databases.

ACP Observatory on Migration (www.acpmigration-obs.org)

This project, initiated in October 2010, aims to produce data on South-South ACP migration through a network of research centres and private researchers throughout the 79 ACP (Africa, Caribbean, Pacific) countries. The ACP Observatory, funded with EUR 9.4 million (from the EU and Switzerland), is managed by IOM. Among its key research and capacity-building activities are: to audit existing data and research and identify existing data gaps and research needs; to develop a common methodology for data collection, processing and analysis to systematize and harmonize data and information on migration; and to monitor, implement and support pilot research projects to test out new methodologies to assess the impact of migration and migration policies on development. In a first stage, it will focus on 12 pilot countries, including Senegal. In principle, there is no specific initiative planned in relation to national labour market observatories.

Accueil-Emploi

After completing the first stage of development of the Accueil-Emploi online database to support labour intermediation in Senegal, the ILO-Migrant project and the GIP-Inter are extending it over a two-year period to neighbouring countries such as Mali, Benin and Cameroon (see Text box 7).

Répertoire Opérationnel Africain des Métiers et Emplois (ROAME)

The African Operational Repertory of Professions and Jobs, funded by French and EU cooperation, is meant as a tool for vocational training planning. It has developed, in a joint exercise among public administrations and social partners, around 100 Job Professional Fiches stating the qualifications and skills required for each job in three pilot sectors (public works and construction, hotels and restaurants, and tourism). The repertory is going to be extended to five new sectors.

African Union Labour Market Information Systems Coordination and Harmonization Framework Project

This project, started in January 2011, follows up on the conclusions of a two-day workshop, held in December 2010 in Addis Ababa, which aimed to cope with the identified LMIS shortcomings in Africa. These shortcomings were underlined in the 2004 Ouagadougou Declaration and Plan of Action on Employment Promotion and Poverty. The concept note of the workshop stressed that "the labour market information system should also cover migration flows and profiles in African countries". Its recommendations included: "i) the elaboration of a Labour Market Information System Harmonization and Coordination Framework, with a Technical Working Group; ii) defining Key Labour Market harmonized targets and indicators; iii) advocating for enhanced and sustained political will and commitment towards the labour market information at national, regional and continental levels; iv) strengthening of National labour market information institutions with a strong Coordinating Unit, functioning on the basis of Social Dialogue principles and mechanisms; v) improved governance that will seek to coordinate and increase the funding of the LMIS on a more permanent basis; and vii) development of a space for networking, experience sharing, using the ITC facilities, and South-South technical assistance." No reference was made to this workshop during missions to Tunisia, Ghana and Senegal.

Besides the obvious potential for synergies among these initiatives and between them and national strategies, the comparative study has also revealed a series of potential bilateral synergies between the selected countries:

- Costa Rica and Nicaragua have structurally complementary labour markets, and they have only begun to explore the potential of legal migration schemes and data sharing mechanisms between them. The processes started through the Bilateral Labour Migration Management Agreements and the Co-development Projects should be continued and expanded.
- Colombia and Costa Rica have a potential for cooperation in the management of Colombian skilled migration to Costa Rica.
- The different online labour market intermediation systems implemented in the countries of the study (SENA's system in Colombia, Buscoempleocr.org in Costa Rica, the new Accueil-Emploi database in Senegal and ANETI's system in Tunisia) could be usefully compared and shared, so as to improve them on the basis of other countries' experiences.
- In all the countries of the study, the need to establish or strengthen LMOs has been identified. The experience in Tunisia with an observatory combining analysis of employment and vocational training and in Colombia with a network of regional observatories, as well as the experience cumulated through the OLACD in Central America, could be usefully shared and disseminated among the countries of the study.
- Bilateral labour migration agreements with EU Member States are a common feature in several of the countries of the study. Tunisia, Senegal and Ghana have all experienced the potential for labour migration to Italy through the "FLEXI" system developed by Italian employers; Colombia and Senegal have both selected workers for migration to Spain with disparate results; and Tunisia and Senegal have labour migration agreements with France involving skilled migration through the OFII. Useful lessons can be drawn from these shared experiences for future negotiation and implementation of bilateral labour migration agreements.

The project "Best Practices on Collecting and Sharing Labour Migration Data for the Improvement of Labour Market Information Systems in Colombia, Costa Rica, Ghana, Senegal and Tunisia" offers an excellent opportunity to dwell on these synergies and explore pragmatic mechanisms to bring them to bear.

5. Technical and policy recommendations

Country-specific technical and policy recommendations have been formulated in the relevant sections in Chapter 2. On a more general level, the study has highlighted some directions for action which are common to all researched countries. It should be underlined that the following recommendations are tailored to the reality of the group of countries of the study and can be taken up and implemented relatively quickly, in most cases within the time frame of the project itself (three years). Of course, some of them require additional resources, but in most cases the funds required to implement them are very limited and indeed available under the current setting. The crucial factor is the political will and institutional thrust to implement them.

- 1) **Labour force surveys** are the cornerstone of any labour market information system, and even more so where public employment services are weak and do not collect comprehensive information on labour markets. Where they do not exist yet, full-fledged LFSs should be developed (as a first step, at least once a year, and later implemented on a continuous basis). Where they exist already, they should integrate a full international migration module following the ILO guidelines in this respect, and configure the size and composition of the sample so as to be able to draw local and regional statistics whenever and wherever this is still not the case.
- 2) **The institutional-setting in the migration policy and employment policy** fields should be rationalized and clarified. This means:
 - a) a rational division of competences among relevant institutions, assigning competences for immigration procedures to the Ministry of Interior and/or immigration services (with the appropriate advice of labour authorities as far as labour immigration is concerned) and competences on labour emigration to the ministries of labour, which should have specialized departments for labour migration; public employment services should be charged with dealing with international job offers;
 - b) establishing effective inter-institutional coordination mechanisms on employment and labour migration policies under the political and technical leadership of ministries of labour and labour and labour migration statistics technical committees, including statistical services, LMOs and other relevant institutions; a fluent circulation of information among all relevant institutions should be assured;
 - c) adopting an explicit national employment policy/strategy, including a blueprint for an LMIS assigning institutional responsibilities to bring it forward; and
 - d) adopting an explicit national migration policy, including a system for compilation, processing and dissemination of labour migration information.
- 3) **Public employment services** should provide a labour intermediation service throughout the national territory including:
 - a) a nationwide online system for job matching and/or support to labour intermediation;
 - b) a network of employment offices with trained labour counsellors ensuring a proactive search of job opportunities (job offers prospection) and a professional jobseekers orientation;
 - c) integration of the labour migration dimension into the jobseekers registration form, including information on the willingness to migrate, relevant experience, languages and migration preferences, so as to be able to use the system for the selection of candidates for labour migration in the framework of bilateral labour migration agreements.

- 4) **Private placement agencies**, both for national and international placement services, should be regulated. They should submit regular activity reports to public employment authorities indicating the number and profile of the workers they have placed either nationally or internationally, so as to be integrated into the LMISs.
- 5) **Registers of national migrant workers abroad** should be developed in all countries where migration is relevant. The experience shows that consular records as such are not comprehensive, are often outdated and are not integrated into a single database. A different approach should be developed, based on surveys (such as the one being planned in Senegal) or specific nationwide records (as the one managed, despite all its shortcomings, by the Tunisian OTE and the one started by Nicaragua through the consular card).
- 6) **Labour market needs assessments**: As none of the countries featured in the study has a comprehensive and regular system of LMNA, a pragmatic approach would be to do the following:
 - a) Start a series of sectoral LMNA studies in the main economic sectors of each country. An employer survey and regular sectoral employer round tables could be implemented to detect skills needs and shortages and sectors with the highest employment potential currently and in the future.
 - b) Train a core group of officers from selected countries (LMOs and/or vocational training institutions) as trainers of trainers on basic forward-looking LMNA techniques.
 - c) Include LMNA implementation in the technical assistance delivered in the framework of international cooperation projects in the field of LMIS and labour migration information management.
 - d) Establish intersectoral processes to integrate LMNAs into education, vocational training, employment, migration and general development policy planning.
- 7) **Labour market observatories** play a valuable role as “clearing houses” for all labour market information and its analysis and as institutional anchors for national LMISs. LMOs in each country should be strengthened, taking into account the following guidelines:
 - a) They are naturally integrated into the labour ministries, but they should enhance their inter-ministerial and inter-institutional nature, integrating experts from different sectoral ministries and other relevant bodies (such as statistics institutes) and they should have access to all relevant information (including databases of statistical institutes and labour market intermediaries). For the LMOs to do so they should have their own budget and staff; ideally, they should be autonomous bodies attached to the Ministry of Labour.
 - b) They should integrate analysis of the labour market with related issues such as migration and qualifications (tending to the model of “Observatories of Labour Markets, Migrations and Qualifications”). They should also carry out labour markets needs assessments.
 - c) They should integrate public and private labour market information producers and users, including universities and research centres, social partners and civil society organizations. They should also develop a network of regional antennas throughout the national territory (the Colombian model is a good case in point) and have a fluent exchange with other regional or international labour market observatories.
- 8) **LMIS Development Action Plans** should be adopted in each of the countries to ensure systematic design and implementation within a reasonable time frame of a comprehensive and integrated LMIS that includes labour migration information. These plans should ensure that all required information is collected or produced and shared across institutions and that it is systematically analysed for education and training, employment and migration policymaking purposes. They would define the main guidelines for a comprehensive LMIS; agree on a plan to implement it and follow-up

implementation; ensure coordination and alignment between different producers and users of labour market and labour migration information and coordination between them; and establish priorities and coherent criteria for international cooperation initiatives. They should also set the frame for the LMIS institutional setting, with a clear and rational division of competences and inter-institutional information exchange and policy coordination mechanisms. These LMIS Action Plans could be designed in the framework of this project, and LMOs might be the institutions best suited to design and promote their implementation. Technical assistance to support this process would be useful.

- 9) **Bilateral labour migration agreements** have proved to be useful instruments in the management of legal migration flows. However, the political will expressed through the agreements alone has not proved to be enough:
 - a) In order to be fully operational and sustainable, bilateral labour migration agreements should be legally binding, that is, they need to be instrumented through an international law convention.
 - b) The implementation of bilateral labour migration agreements requires accompanying measures to ensure:
 - i) institutional strengthening of the country of origin to manage the process;
 - ii) establishment of effective migration management procedures (databases, selection procedures and so forth); and
 - iii) follow-up of migrants in the country of destination (including integration measures) and eventually upon return to the country of origin.
 - c) In order to work smoothly and be fully integrated into the national employment and development policy, bilateral labour migration agreements should be based on a full-fledged LMIS that includes a jobseekers database, labour market trends analysis and so on. Ideally, the implementation of the bilateral labour migration agreement should take place through the existing national public employment services.
- 10) **In the framework of regional agreements providing for the free circulation of citizens** of member countries (such as ECOWAS in the cases of Ghana and Senegal, the Andean Community in the case of Colombia and C-4 in the case of Nicaragua), the free circulation of citizens of national and partner countries should be complemented by:
 - a) a system ensuring control of country entries and exits of free circulating people (through the ID if the passport is not required); this information is required for labour migration information purposes; and
 - b) a system ensuring that the work of foreigners, even if temporary, under the umbrella of free circulation is registered and duly inspected; this is required to protect the migrant worker's rights.
- 11) **Increased coordination between international donors** and international organizations working in the field of labour markets and migration should be ensured to avoid redundancy and increase sustainability of good projects. A national (and whenever applicable) regional inter-agency, inter-institutional commission on employment and migration should be established in each country with the participation of all relevant international agencies (ILO, IOM, European Commission and UNFPA) and bilateral donors (AECID, GTZ and DANIDA), as well as the main relevant employment and migration institutions. The international members of such a commission should commit themselves to ask the opinion of the commission before approving any project or initiative in this field, and to coordinate and integrate them with other initiatives and with national policies. The LMO could lead these efforts at the national level and coordinate the inter-institutional commission.
- 12) **Transnational migration databases and data sharing mechanisms** should be encouraged, developed and, above all, maintained over time. A good example of the problem of sustainability is the SIEMMES

project in Central America, which has been vegetating over the last few years despite its clear added value. The SIMICA (Sistema de Información sobre Migración Internacional de la Comunidad Andina, or System of Information on Labour Migration in the Andean Community), which has not been sustained, is another case in point.

- 13) **Regional extensions of the project.** One of the weaknesses identified in this study is the defaulting sustainability and the lack of continuity of many international cooperation initiatives in the field of LMOS and labour migration information. To avoid this risk as far as this very project is concerned, it would be possible to build on the experience of this project to develop regional “replicas” of it. As evidenced by the study, the LMIS and labour migration information issues and challenges are similar in all countries, and the potential for concrete synergies and partnerships is probably greater at the regional level than at the transcontinental level, as in the framework of this project. So four regional projects could be developed to transfer the lessons and experience from this project to neighbouring countries, in particular:
- a) in the Maghreb or North Africa (Morocco shares a similar situation and interest in LMIS and labour migration management with Tunisia, and Egypt could also benefit from such a project);
 - b) in the framework of some of the 15 member countries of ECOWAS (the Accueil-Emploi project extending from Senegal to Mali, Benin and Cameroon is a first platform for regional cooperation in this area);
 - c) in the Andean Community, where there is already an ongoing dialogue on migration issues, including the extension of the Colombian ENMIR to the other member countries;
 - d) in Central America, where beyond the complementarity and the experience of the bilateral agreement between Costa Rica and Nicaragua, the experience of the regional network of LMOs (OLACD) provides a basis for the exchange of practices and joint development of data sharing mechanisms.

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Annex: List of interviewees and participants in the workshops

COLOMBIA

National Expert: Claudia Beatriz Puerta

Project Manager: Robert Natiello

- **9 interviews/30 interviewees**
 - **1 national workshop/18 participants**
 - **1 regional workshop/28 participants**
- Jimmy Acuña, DAS
 - Bertha Agudelo, Secretaría de Educación Departamental, Risaralda
 - Coris Alzate, Alcaldía de Pereira
 - Oscar Arango, Ejecutivo Desarrollo Regional, Red Alma Mater
 - Álvaro Arias Vélez, Secretario de Desarrollo Social de la Gobernación de Risaralda
 - Erika María Bedoya, Coordinadora de Maestría, Red Alma Mater
 - Carmen Buitrago, Secretaria de Desarrollo Social de Risaralda, Coordinadora del Programa Bienvenido a Casa
 - Álvaro Calderón, Coordinador del Programa Colombia Nos Une, Ministerio de Relaciones Exteriores
 - Jhonier Cardona, Coordinador Observatorio Mercado Laboral, Universidad Libre
 - Fernando Fontal, Subdirección de Planeación, Observatorio Departamental de mercado laboral Planeación Departamental de Risaralda
 - Jenny Galves Echevarría, ANDI
 - Walter García, Director de Investigaciones Ingeniería, Universidad Libre
 - Rosalba Gaviria, Gobernación de Risaralda
 - Piedad Gómez Ángel, Coordinadora Nacional, Proyecto OIT MIGRANDINA Colombia
 - José Antonio Gómez, Universidad de Armenia
 - Oscar Gómez, Director, Fundación Esperanza
 - José Granados, Programa Colombia Nos Une, Ministerio de Relaciones Exteriores
 - Alejandro Guidi – Jefe de Misión Adjunto, OIM Colombia
 - Bertha Henao, Fundación Esperanza, Coordinadora Regional, Risaralda
 - John Jairo Hernández Flórez, Director, Sede Cartago, Universidad del Valle
 - Beatriz Elena Hurtado, Universidad Tecnológica de Pereira
 - Jorge Edison Loayza, Coordinador de Investigación, Universidad del Valle
 - Antonio José Londoño Vélez, Coordinador Unidad de Empresa Privada y RSE, OIM Colombia
 - Luis María Martínez, Planeación Departamental
 - Javier Antonio Mejía Ochoa, Director de Turiscaf , Pereira, Risaralda, y presidente de la C mara Colombiana de Turismo
 - William Mej a, Director del Grupo de Investigaci n en Movilidad Humana, Red Alma Mater
 - Jackeline Mena, Investigadora, Red Alma Mater
 - Claudia Roc o Montoya, Secretaria de Educaci n Departamental, Risaralda
 - Carol Moreno, DANE
 - Jairo Mu oz, Director, Observatorio Colombiano de Migraciones, Fundaci n Esperanza/Alma Mater
 - Claudia Elena Ni o, ANDI
 - Carlos Alberto Osorio, Contratista, Planeaci n Municipal Pereira

- Ana Patricia Pérez, AMCO
- María del Puello, GEIH-Temática, DANE
- Nataly Johana Puentes, Coordinador Servicio Nacional de Empleo y Observatorio Laboral SENA, Dirección General
- Mauricio Ramírez, socio de Sinergia
- Clemencia Ramírez - Oficial de Investigaciones, Unidad de Planeación, Investigación y Evaluación, OIM Colombia
- Santiago Ríos, Coordinador del Grupo Gestión de Trabajo, , Dirección General del Promoción del Trabajo, Ministerio de Protección Social
- Liliana Rojas, Gerente de Proyectos Sinergia
- Darío Roldán, Fundación Agricultores Solidarios
- Gabriel Rondón, CGT-CIAMI
- Álvaro Ruge, Presidente AESCO Colombia
- Diana Runcique, Análisis información Demográfica, DANE
- Nidya Tarazona, CGT-CIAMI
- Dora María Ocampo Castaño, SENA, Dirección General
- Luis Alfonso Sandoval, Coordinador de Investigación, Cámara de Comercio de Pereira
- Mónica Toro, Coordinadora Proyección Social, Universidad Cooperativa
- Diana Patricia Toro Ríos, Asistente de Proyectos, Cámara de Comercio de Dos Quebradas
- Danilo Vargas, DAS
- Blaimyrk Vargas Pulgarin, Observatorio del Mercado Laboral de Risaralda
- Nayda Lucy Vazquez, Directora Oficina de Empleo y Coordinadora de Formación Profesional y Empleo SENA, Dirección General
- Camilo Vallejo, Asesor, Ministerio de Relaciones Exteriores
- Victor Alonso Zapata, Confamiliar, Risaralda
- Rosalba Zapata Garzón, Coordinador Centro de Información de Migraciones, AESCO Colombia

COSTA RICA

National Expert: Marije van Lidth de Jeude

Project Manager: Salvador Gutiérrez

- 11 interviews/18 interviewees
- 1 national workshop/11 participants

- Guillermo Acuña, FLACSO / IDESPO / SIEMMES
- Karla Beltrán Rodríguez, Coordinadora, Proyecto Juventud, Empleo y Migración, Upala
- Róger Bonilla, Centro Centroamericano de Población UCR
- Mauricio Corrales, Dirección de Empleo del Ministerio de Trabajo – Observatorio del Empleo
- Marielos Campos, Gestora de Empleo, Intermediación de Empleo, buscoempleocr.org, Ministerio de Trabajo
- Mateo Chávez, Delegado Regional de Liberia, Dirección General de Migraciones y Extranjería
- Sheily Flores, Coordinadora Aeroportuaria, Dirección General de Migraciones y Extranjería
- Karina Fonseca, Directora, Servicio Jesuita para Migrantes
- Gustavo Gatica, Instituto Interamericano de Derechos Humanos
- Yohid Guevara Cruz, Asistente Técnica, Proyecto Juventud, Empleo y Migración, Upala
- Víctor Lozano, Experto en estadística (consultor de OIM)
- Yerel Mata Jara, Gerente administrativo, Oficina Regional de Liberia, Dirección General de Migración y Extranjería
- Bernie Mora, Director Regional San Carlos, Dirección General de Migraciones y Extranjería
- Abelardo Morales, Facultad Latinoamericana de Ciencias Sociales (FLACSO)
- Norma Ortiz, Jefe Oficina Regional Upala, Dirección General de Migraciones y Extranjería
- Luis Oviedo, UCR Instituto de Investigación de Ciencias Económicas, San José
- Roxana Quesada, Directora Regional, Dirección General de Migración y Extranjería
- Ada Porras, Departamento de Planificación, Dirección General de Migración y Extranjería
- Pilar Ramos Vargas, Encargada de Encuesta de Hogares, INEC
- Hirlander Rojas, Coordinador de la Oficina regional del Ministerio de Trabajo y Seguridad Social
- Johnny Ruiz Arce, Jefe, Departamento de Migraciones Laborales, Ministerio de Trabajo
- María Eugenia Víctor, Subjefe de Planificación, Dirección General de Migración y Extranjería

GHANA

National Expert: Vivian N.A. Aubyn

Project Manager: Jo Rispoli

Project Assistants: David Appiah, Kojo Wilmot

- 12 interviews/26 interviewees
- 1 workshop/14 participants
- Sylvia Adusu, Ministry of Justice
 - David Agorsor, Director of Migration Unit of the Ministry of Interior
 - Bawa Amadou, UNFPA
 - Sam Archer, Director of Policy Planning, Monitoring and Evaluation of Ministry of Employment and Social Welfare, and Labour Migration Secretariat
 - William Baah-Boateng, Long Term Advisor, Ministry of Employment and Social Welfare
 - Dr. Badasu, Regional Institute for Population Studies
 - Tony Bediako, Ministry of Communications
 - Ernest Berko, Labour Migration Secretariat, Ministry of Employment and Social Welfare
 - Esther Coffie, NPC
 - Alex Frimpong, Chief Executive Officer, Ghana Employer's Association
 - Agnes Gorman, Regional Labour Officer, Kumasi
 - Elizabeth Hagan, Chief Labour Officer, Ministry of Employment and Social Welfare
 - Owusu Kagya, Ghana Statistical Service
 - Eugene Korlety, Labour Department, Ministry of Employment and Social Welfare
 - Alberta Laryeah, Ghana Trade Union Congress
 - Mary Mpereh, National Development Planning Commission
 - Mbinglo Nsodu, RECFAM, Research and Counselling Foundation for African Migrants
 - Francesco d'Ovidio, ILO office in Accra
 - X, Focal Point Labour Migration, Ghana Immigration Service (GIS)
 - 2x, Labour Department Ministry of Employment and Social Welfare
 - 3x, Kumasi Regional Labour Office
 - 4x, Kumasi Public Employment Centre

NICARAGUA

National Expert: Eduardo Baumeister

Project Manager: Alexandra Bonnie

Head of IOM Mission: Berta Fernández

- 7 interviews/21 interviewees
- 1 workshop/15 participants

- Miguel Aguilar Méndez, Jefe Dpto. de Programación Externa, Gerencia de Estudios Económicos, Banco Central de Nicaragua
- Horacio Argueta, Responsable del Dpto. de Migraciones Laborales, Dirección General de Empleo y Salarios, MITRAB
- Marvin Balladares, Dirección Técnica, Programa de Autoempleo, Dirección General de Empleo y Salarios, MITRAB
- José Ernesto Dávila, Técnico IT , Dirección General Consular, Ministerio de Relaciones Exteriores
- Sandor Espinoza, Responsable de la Oficina del Observatorio del Mercado Laboral, Dirección General de Empleo y Salarios, MITRAB
- Alma García, Oficial de sistema de Información y Migración, UNFPA
- Carlos Iván González Ruiz, Responsable Oficina SEPEM , Delegación del MITRAB en Rivas
- Martha Olivia Gutiérrez, Servicios Consulares, Dirección General Consular, Ministerio de Relaciones Exteriores
- Comdte. Martin Antonio Jarquin Lopez, Director de la Direccion de Fronteras, Dirección General de Migración y Extranjería
- Martha Largaespada, Analista, Dirección General Consular, Ministerio de Relaciones Exteriores
- Joel López, Encargado del Servicio Público de Empleo, MITRAB
- Gerardo Madriz, Cónsul de Costa Rica en Rivas
- Jerónimo Martín Lanzas, Responsable de la Ventanilla Codesarrollo, Delegación del MITRAB en Rivas
- Comdte. Martín Martínez, Director de Desarrollo Institucional, Dirección General de Migración y Extranjería
- Ligia Miranda, Encargada de Estadísticas Laborales, Banco Central de Nicaragua
- Hellen Montenegro, Analista, Dirección General Consular, Ministerio de Relaciones Exteriores
- Francisco J. Morales Lugo, Jefe Dpto. Ingresos y Deflatores, Banco Central de Nicaragua
- Emilio Navarrete, Técnico IT , Dirección General Consular, Ministerio de Relaciones Exteriores
- Maria Antonieta Novoa Salinas, Directora General, Dirección General de Migración y Extranjería
- Iury Orozco, Directora General, Dirección General Consular, Ministerio de Relaciones Exteriores
- Javier Pérez G., Director de Empleo, Dirección General de Empleo, MITRAB
- SubCdte. Juan Emilio Rivas Benítez, Delegado de Migración, Puesto fronterizo de Peñas Blancas
- Alfredo Martín Santana Guzmán, Delegado Departamental, Delegación del MITRAB en Rivas
- Noelia Ramírez, Analista de Planificación y Gestión Consular, Dirección General Consular, Ministerio de Relaciones Exteriores
- Martha Rodríguez Duarte, Directora de Servicios Consulares, Dirección General Consular, Ministerio de Relaciones Exteriores
- Isabel Tercero, Sección Desarrollo Humano y Social, Delegación de la UE
- Delia Natalia Torres Casco, Asistente de la Directora General, Dirección General de Migración y Extranjería

SENEGAL

National Expert: Mbaye Sar

Project Manager: Geertrui Lanneau

Project Assistant: Taibatou Sidibe

- 17 interviews/28 interviewees
- 1 workshop/19 participants
- 2 regional technical meetings
- 10+13 participants

- Hamidou Ba, Conseiller technique, Agence Nationale de la Statistique et de la Démographie
- Samba Gallo Ba, Directeur régional, Agence Nationale de la Statistique et de la Démographie, Tambacounda
- Kalidou Ba, Chef de service, Service Départemental de la Jeunesse de Kébemer
- Yoro Ba, Responsable suivi-évaluation, Agence Régionale de Développement, Tambacounda
- Federico Barroeta, Chef de Projet, BIT/ Migrants, BIT
- Ramatoulaye Dabo BATHILY, Direction de l'Emploi, Ministère de la Fonction Publique et de l'Emploi
- Pascal Chartrez, Directeur, Office Français de l'Immigration et de l'Intégration (OFII)
- Aboubacar Cisse, Chef de projet, Agence de l'Informatique de l'Etat
- Alioune Cisse, Chef de Service, Service Régional des Statistiques de Saint-Louis
- Sidy Coulibaly, Adjoint au Directeur régional et Chef de la planification, Agence Régionale de Développement, Tambacounda
- Mouhadji Daff, Chargé de l'Informatique, Agence Nationale de la Statistique et de la Démographie, Tambacounda
- Mouhamadou Diallo, Contrôleur du Travail et de la Sécurité Sociale, Inspection Régionale du Travail et de la Sécurité Sociale de Louga
- Mamadou Diallo, Technicien spécialiste, ANCAR, Tambacounda
- Abdoulaye Diop, Secrétaire Général, Ministère de la Fonction Publique et de l'Emploi
- Ousseynou Diop, Inspecteur régional du Travail, Inspection Régionale du Travail et de la Sécurité Sociale, Kaolack
- Demba Diop, Inspecteur du Travail, Inspection Régionale du Travail et de la Sécurité Sociale, Saint Louis
- Malet Diouf, Inspecteur du Travail, Inspection Régionale du Travail et de la Sécurité Sociale de Tambacounda
- Fatoumata Drame, Adjointe Inspecteur Régional, Inspection Régionale du Travail et de la Sécurité Sociale, Saint Louis
- Hakam El Asri, Chef de Projet, BIT and GIP International, Partenariat pour la gestion des migrations professionnelles Union européenne-Benin, Cameroun, Mali, Sénégal
- Abdoulaye Fall, Inspecteur régional du Travail, Inspection Régionale du Travail et de la Sécurité Sociale, Saint Louis
- Seydou Fall, Point Focal OIM, ANCAR, Tambacounda
- Papa Sidy Fall, animateur en développement local, CDJ/Kébemer
- Bassirou Fall, Chef de service, Inspection Régionale de la Jeunesse de Tambacounda
- Papa Ibrahima Faye, Coordonnateur, Centre Régional de Ressources pour l'Emploi des Jeunes de Saint-Louis
- Jean-Luc Gomis, Conseiller emploi- correspondant du Service de la Main-d'œuvre, Inspection Régionale du Travail et de la Sécurité Sociale, Thiès

- Cheikh B. H. Guèye, Inspecteur du Travail adjoint, Inspection Régionale du Travail et de la Sécurité Sociale de Tambacounda
- Fatou Diané Ghèye, Chef de Division des Synthèses Conjoncturelles, DPEE/ Ministère des Finances
- Harouna Haby Ly, Directeur des Statistiques du Travail et des Etudes, Ministère du Travail et des Organisations Professionnelles
- Awamady Kaba, Adjoint au Directeur régional, Agence Nationale de la Statistique et de la Démographie, Tambacounda
- Ousseynou Aly Khairidine, Chef de Division des Statistiques du Travail et de l'Emploi, Ministère du Travail et des Organisations Professionnelles
- Pauline Léonard, Consultante, BIT et GIP International
- Marie- Angélique Lo, Contrôleur du Travail, Inspection Régionale du Travail et de la Sécurité Sociale de Tambacounda
- Mouhamadou Loum, Inspecteur régional du Travail, Inspection Régionale du Travail et de la Sécurité Sociale, Thiès
- Felix Marín Leiva, Conseiller du Travail et de l'Immigration, Ambassade d'Espagne
- Daouda Mbaye, Directeur des Affaires Sociales, Ministère des Sénégalais de l'Extérieur
- Sidi Mactar Mboup, Directeur, CDEPS/Kolda
- Mbaye Mbow, Directeur de zone, ANCAR/Louga
- Cheikh M. Makhtar Ndao, Coordonnateur CCA/Louga, Service Départemental de la Jeunesse de Louga
- Abasse Ndiaye, Adjoint préfet, Préfecture de Tambacounda
- Momar Ndiaye, Directeur, ARD Louga
- Badara Ndiaye, National Coordinator, ILO Migrants Project.
- Diacarya Sane, Secrétaire general, Chambre des Métiers de Tamba
- Moussa Sarr, Contrôleur du Travail, Inspection Régionale du Travail et de la Sécurité Sociale, Saint Louis
- Abdoulaye Seck, Conseiller Technique, Ministère de la Jeunesse
- Marie Sèye Seck, Secrétaire Permanent à la Direction de l'Emploi, Ministère de la Fonction Publique et de l'Emploi
- Amadou Souare, Spécialiste Accès au capital, PCE/USAID
- Ousmane Sow, Chef Division Planification, ARD Saint-Louis
- Malick Sy, Technicien Migration, Confédération Nationale des Travailleurs du Sénégal
- Fatimata Sy, Directrice Vie Associative, Union pour la Solidarité et l'Entraide (USE)
- Abdoulaye Tall, Conseiller du Directeur Général de l'Agence, Agence Nationale de la Statistique et de la Démographie
- Daba Thiaw , Responsable services orientation et placement des jeunes, Agence Nationale de l'Emploi des Jeunes
- Birane Thiam, Point Focal Migrations, Ministère du Travail et des Organisations Professionnelles
- Samba Yomb Thiam, Conseiller Technique, Ministère des Sénégalais de l'Extérieur
- Abdou Khafor Touré, Directeur Général, Agence Nationale de l'Emploi des Jeunes
- Arona Touré, Coordonnateur SIME, Direction de l'Emploi, Ministère de la Fonction Publique et de l'Emploi
- Seydou Wane, Secrétaire executive, FODDE/ Kolda
- Bouna Warr, Directeur, ARD Saint-Louis

TUNISIA

National expert: Abderrazak Hajd Zekri

Project Manager: Ennar Mourad

Head of Mission: Marc Petzoldt

- 14 interviews/20 interviewees

- Nizar Ata, Département de Ressources Humains, Ministère de la Planification
- Habib Ben Mansour, Directeur Général Adjoint, ATCT, Agence Tunisienne de Coopération et Assistance Techniques
- Nabil Ben Nacef, Formation professionnelle et emploi, Délégation de l'Union européenne
- Hamadi Boulares, Directeur Général, ANETI, Agence Nationale pour l'Emploi et le Travail Indépendant
- Mohamed Sghaier Bouzien, Directeur Central de la Promotion et de la Coopération, Agence de Promotion des Investissements Agricoles (APIA)
- Souhail Chebbi, Sous-directeur d'enquêtes sur l'emploi
- Amor Jilani, Président du Conseil, Directeur Général, ATCT, Agence tunisienne de coopération et assistance techniques
- Ahmed Messaoudi, Directeur Général, Direction Général de l'émigration et de la main-d'œuvre à l'étranger, Ministère de la formation professionnelle de l'emploi
- Fatma Moussa, Directrice Générale, Observatoire National de l'Emploi et des Qualifications
- Belgacem Saula, ANETI, Agence Nationale pour l'Emploi et le Travail Indépendant
- Frejd Souissi, Directeur Général, Office des Tunisiens à l'Etranger (OTE)
- Fakher Zaibi, Sous-Directeur, Observatoire National de l'Emploi et des Qualifications
- Fattouma Zakhama, Directrice, Centre d'Études et des Prospectives Industrielles, Agence de Promotion de l'Industrie (API)
- x, Délégation de la Commission Européenne
- x, Institut national de la statistique (INS)
- 2x, Ministère des affaires étrangères (Direction Générale des Affaires Consulaires)
- Directeur Bureau de l'Emploie de Tunis
- x, ATCT, Agence de Coopération et assistance techniques en Tunisie
- x, OTE- Office des Tunisiens à l'Etranger



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