

01

BACKGROUND REPORT ON PRE-EMPLOYMENT ORIENTATION IN ABU DHABI DIALOGUE COUNTRIES



PRE-EMPLOYMENT ORIENTATION



حوار أبوظبي بين الدول الآسيوية المرسلية والمستقبلة للعمالة
Abu Dhabi Dialogue among the Asian Labor-Sending and Receiving Countries

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Kindly note that this is an advanced draft. ADD member states are invited to provide any feedback or further information to the ADD Permanent Secretariat.

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ACRONYMS

ACD	Association for Community Development
ADD	Abu Dhabi Dialogue
ANPDF	Afghanistan National Peace and Development Framework
ASEAN	Association of Southeast Asian Nations
BOMSA	Bangladeshi Ovhibashi Mohila Sramik Association
BMET	Bureau of Manpower Employment and Training
CBO	Community Based Organization
CIOP	Comprehensive Information and Orientation Programme
COD(s)	Country/Countries of Destination
COO(s)	Country/Countries of Origin
CP	The Colombo Process
CSI	Civil Service Investigator
DOFE	Department of Foreign Employment
DOLE	Department of Labor and Employment
DEMO	Department of Manpower Office
DFID	Department for International Development
ESDO	Eco-Social Development Organization
FEPB	Foreign Employment Promotion Board
FET	Foreign Employment Tribunal
G2G	Government-to-Government
GCC	Gulf Cooperation Council
GCM	Global Compact on Safe, Orderly and Regular Migration
GFMD	Global Forum on Migration and Development
ICM	India Centre for Migration
IDP	Internally Displaced Person
IEC	Information, Education and Communication
ILO	International Labour Organization
IOM	International Organization for Migration
IUU	Illegal, Unreported and Unregulated
MoEA	Ministry of External Affairs
MoFA	Ministry of Foreign Affairs
MOFAIC	Ministry of Foreign Affairs and International Cooperation
MoLSAMD	Ministry of Labour, Social Affairs, Martyrs and Disabled
MOLE	Ministry of Labour and Employment
MEWOE	Ministry of Expatriates' Welfare and Overseas Employment
MOI	Ministry of Interior
MRC	Migrant Resource Centre
MoU	Memorandum of Understanding
MOMT	Ministry of Manpower and Transmigration
MoLVT	Ministry of Labour and Vocational Training
NGO	Non-Governmental Organization
NPC	National Planning Commission
NVQ	National Vocational Qualification
OKKAF	Ovibashi Karmi Kalyan Forum
OKUP	Ovibashi Karmi Unnayan Program
OWWA	Overseas Workers Welfare Administration
PAO	Post-Arrival Orientation
POEA	Philippines Overseas Employment Administration
PRA	Private Recruitment Agency
PRO	Pre-Return Orientation
PDO	Pre-Departure Orientation
PEO	Pre-Employment Orientation
RMMRU	Refugee Migratory Movements Research Unit
SAARC	South Asian Association for Regional Cooperation
SLFEA	Sri Lanka Foreign Employment Agency
SDC	Swiss Agency for Development And Cooperation
SLBFE	Sri Lanka Bureau of Foreign Employment
SaMi	Safer Migration Project
TCW	Temporary Contractual Worker
TIP	Trafficking in Persons Report
TOT	Training of Trainers
TVET	Technical and Vocational Education and Training
UAE	United Arab Emirates
UN	United Nations
UNDESA	United Nations Department of Economic and Social Affairs
USAID	United States Agency for International Development
WIF	Work In Freedom Programme
YPSA	Young Power in Social Action

BACKGROUND



BACKGROUND

There is compelling evidence to demonstrate the benefits of well-managed labour mobility. Such migration can have positive returns for all stakeholders involved – Temporary Contractual Workers (TCWs) and their families, employers, labour recruiters as well as communities and economies in both Countries of Origin (COOs) and Countries of Destination (CODs).¹ Accurate, adequate and timely information – along with investments – remain one of the most important factors that can make safe and orderly migration possible.

The Comprehensive Information and Orientation Programme (CIOP) was initially led by the Government of the Philippines. The programme's aim is to strengthen both the protection and labour market integration of TCWs based in Abu Dhabi Dialogue (ADD) member states by seeking to address relevant information gaps and/or possible misinformation at key junctions in the migration life cycle. These measures will equip TCWs with a solid grounding in local labour laws, socio-cultural norms and practices while supporting informed decision-making that would significantly contribute towards reducing barriers to integration in the workforce and within host societies of CODs.

CIOP is a multi-phased process that was collectively adopted as a regional initiative during the 3rd ADD Ministerial Consultation in November 2014. At the core of CIOP, there is a focus on the following:

Pre-Employment Orientation (PEO): Equips prospective TCWs with accurate and tailored information to enable them to make an informed decision on whether or not foreign employment is a realistic and adequate option.

Pre-Departure Orientation (PDO): Supports outgoing TCWs in preparing for their journey, adjustment period, life and work in the COD along with providing guidance on ways to get access to support channels and grievance mechanisms.

Post-Arrival Orientation (PAO): Provides TCWs with further information regarding local labour laws, socio-cultural norms and practices, workplace expectations and good conduct.



Figure 1: Four phases of the labour mobility process.

PEO can consist of any programmes which enable TCWs to understand their options (local employment, continuing studies/training, home-based entrepreneurship or livelihood and/or working abroad).

1. De Haas, H. 'Migration and Development: A Theoretical Perspective. International Migration Review', 2010. Vol44 (1). pp 227-264.



Figure 2: List of ADD member states.

The harmonization of PEO, PDO and PAO benefits all stakeholders involved in the migration cycle – from TCWs, employers and labour recruiters to COOs and CODs as well as their economies and societies.

Pre-Employment is understood as the stage which starts with prospective TCWs considering foreign employment as a possible livelihood option and ends with the signing of an employment contract in a COD.

PEO-related information refers to interventions which enable prospective TCWs to better understand their options such as local employment, further education, vocational training and foreign employment.

To support ADD member states, this Background Report maps PEO services and programmes, the involvement of key stakeholders as well as PEO delivery mechanisms in the various COOs. Additionally, it elaborates on PEO-related content, current capacities of PEO providing institutions, challenges, best practices as well as recommendations.²

Collective findings and recommendations from this Background Report form the bedrock for the development of the 'Regional Guide and Management System for Pre-Employment Orientation in Abu Dhabi Dialogue Countries', which outlines modules for PEO and considerations for the effective governance of such a programme.

METHODOLOGY

The information and findings included in this Background Report is derived from a comprehensive study of 10 ADD COOs.³ It has adopted a mixed methodology approach inclusive of a thorough desk review, analysis and fieldwork as well as a number of key informant interviews with multiple stakeholders — ranging from government officials, TCWs, United Nations (UN) representatives, local Non-Governmental Organizations (NGOs) and donors.

Methodological limitations related to the mapping exercise, included in this Background Report, need to be taken into consideration in order to place this information within an accurate analytical framework.

It cannot be wholly concluded that this Background Report has identified all PEO-like activities in the COOs surveyed. As many PEO-related activities take place at the grass roots and community level, it cannot be assumed that those interviewed are aware of all such interventions.

As components of PEO have been found across a broad range of programmes —some of which not directly related to migration — it was therefore not possible to map all PEO activities due to time and resource limitations. To clearly direct the mapping exercise, only programmes with direct links to migration content were taken into consideration while sector-specific programmes were excluded.

With the exception of the Philippines, there is largely no formal, mandatory and structured PEO programme in most of the other COOs. PEO content is found to be scattered across anti- trafficking, livelihoods or safer migration programmes. Hence, programmes discovered to have components that could be classified as PEO were further explored. However, these PEO components were, often, not conducted as "a specific activity or process"⁴ Many of the components came in various forms and were delivered through different mechanisms. Therefore, it is important to underline that there is no one single fixed curricula with a set of standardized delivery methods and time-frame. For this reason, the report has identified PEO elements from different programmes available in each surveyed country.

The following were the criteria employed for making the selection:

- Programmes must inform and educate participants on safe labour migration.
- Interventions must be delivered in the pre-employment stage.

A TCW is considered any person who is moving or has moved away from his/her habitual place of residence for the purpose of foreign employment, typically across an international border.

2. A full overview of the methodology adopted to collect data for PEO is available in Annex 1 & 2.

3. Afghanistan, Bangladesh, India, Indonesia, Nepal, Pakistan, Philippines, Sri Lanka, Thailand and Viet Nam.

4. UN-Women, Undated Presentation.

STRUCTURE OF THE BACKGROUND REPORT

This report is divided into seven key parts.

Following a background to CIOP and an Executive Summary, **part one** elaborates on contemporary labour migration trends and processes as well as highlights perspectives of governments of ADD COOs towards workers going overseas for foreign employment.

Part two describes the conceptual and historical origins of PEO and explores the related institutional arrangements in the ADD member states.

Part three describes the thematic scope of PEO content while **part four** further details the existing PEO contents describing programme targets, coverage and delivery mechanisms. **Part five** elaborates on the training of PEO trainers, quality control and monitoring systems as well as institutional partnerships in the existing forms of PEO.

Part six outlines and analyses the strengths, gaps and challenges of existing PEO, highlighting best practices. Additionally, it identifies relevant gaps and needs in the existing PEO architecture in COOs. **Part seven** puts forth general and country specific recommendations with regards to PEO.



Migration can
have positive
returns for all
stakeholders
involved.

EXECUTIVE SUMMARY



EXECUTIVE SUMMARY

During the labour migration process, many TCWs face a number of challenges. This is due to a variety of factors ranging from unrealistic expectations, poor preparation and a lack of accurate, adequate and up-to-date information on employment and life abroad. Fully appreciating the significance and sheer weight of making a decision to work overseas, an organized and consolidated PEO can play a crucial role in supporting prospective TCWs in making well-informed and realistic decisions related to foreign employment. TCWs who are better prepared and more knowledgeable of their rights and responsibilities, benefit all stakeholders in the labour migration process across COOs and CODs.

As most ADD COOs, with the exception of the Philippines, do not have a formal and structured PEO, this Background Report provides useful information and resources to further understand the information needs of prospective TCWs during the pre-employment stage.

KEY FINDINGS

Based on a comprehensive analysis of ADD COOs foreign labour policies and national development plans, this Background Report has found that labour migration to CODs, composed largely of member states of the Gulf countries, is not uniformly prioritized across COOs. For instance, for Thailand and Viet Nam, the Gulf countries are not the main destination for outgoing labour migration while in the case of Bangladesh, Sri Lanka and Nepal, remittances from the Gulf countries are an important contributor to the household and national economy.

PEO ACROSS COOS

After studying the nature of formal and informal PEO across ADD COOs, this report has categorized each of the member states into five broad categories:

Category I:

Few of the ADD member states, except for the Philippines, have a formal and/or structured curriculum for PEO. It is not mandatory anywhere else either. The Government of the Philippines runs a compulsory online PEO, which can be taken by aspiring TCWs either at home or in Government offices.

Category II:

In countries like Bangladesh, Nepal and Sri Lanka, local NGOs, in collaboration with the respective governments are conducting programmes that are similar to PEO, designed to help prospective TCWs decide whether or not foreign migration is beneficial to them.

Category III:

This group consists of India, Indonesia and Pakistan where Migrant Resource Centres (MRCS) play an important role in the provision of relevant information. These centres are funded either by local governments or donors.

Category IV:

This group encompasses countries where elements of PEO components have been observed in Technical and Vocational Educational and Training (TVET) programmes.

Category V:

This includes countries where no PEO or PEO-like interventions have been noted.

CONTENT

Across COOs, the existing contents of PEO/PEO-related programmes largely revolve around six broad thematic areas:

Decision-Making Processes:

This generally involves assessing the suitability and feasibility of foreign labour migration for the individual, their mental and financial preparedness for employment abroad along with family management strategies.

General Information:

Agencies educate beneficiaries about the typical rules in CODs, TCWs rights and obligations as well as general expectations involved in the process of moving to CODs.

Preparation for Employment:

This typically focuses on discussing the importance of skills development for employment in CODs.

Safe Processes for Migration:

This elaborates on the documents required for the application and migration process, safe-keeping of documents, choosing safe and orderly migration pathways and the need for utilizing formal mechanisms and processes.

Keeping Safe in CODs:

This focuses on general precautions TCWs are encouraged to take prior to departure as well as outlines useful services and resources.

Financial Literacy:

Beneficiaries are given sound financial strategies to manage their income and savings.

"Where they exist, PEO-like programmes are usually run as a part of safe labour migration, alternate livelihoods or anti-trafficking programmes. An important feature of the informal programmes is the multi-pronged approach they use to disseminate information and engage different stakeholders."

TARGET GROUPS

PEO or PEO-related interventions target multiple groups that are directly and/or indirectly involved in the labour migration process. These include the following:

Potential TCWs:

People who are more likely than others to migrate such as, young men, women from female-headed households, single women, boys and girls who have dropped out of education along with others.

Aspiring TCWs:

Individuals who have obtained their passports, may be in the process of obtaining required documentation for migration and/or may have enlisted themselves in mandatory government processes.

Left behind family members of TCWs:

These individuals typically include spouses, children, as well as other family members who remain in the COOs.

Students in secondary education:

This group is recognized as future prospective TCWs but also as stakeholders who are able to share information on safe migration with their families, friends and communities.

Recruitment agencies:

In countries where recruitment agencies need to be registered, the government makes it mandatory for these agencies to provide TCWs with information on general living and working conditions in CODs. The information conveyed would vary from the nature of the job, employer expectations to general information that the aspiring workers may require when they first approach the recruitment agency.

Civil society:

Sensitization training is offered to members of civil society and to groups such as local committees for counter-trafficking as part of initiatives to raise mass awareness on recruitment to foreign countries. Particularly in countries where only informal PEOs exist, civil societies – along with local NGOs are able to assist in targeting prospective TCWs at the community level as well as in providing relevant guidance and resources.

PEO DELIVERY MECHANISMS

This Background Report has found that COOs rely on one or more of these methods to deliver PEO and disseminate relevant information in the pre-employment stage:

- Orienting gatekeepers, community leaders and local governments, with the expectation that they will disseminate information to potential TCWs and their families.
- Counselling groups and individuals.
- Creating online information resources such as, frequently asked questions.
- Using mass media.
- Disseminating information using innovative methods of public performances such as, street theatre, songs and others.
- Establishing MRCs.
- Conducting lectures in schools.

COMMON CHALLENGES OF PEO

Common challenges and gaps in delivering PEO or PEO-related activities are noted as below:

Targeting:

Challenges have been found in outreach and targeting efforts in most COOs. For instance, targeting has been found to be biased towards women even in places where more men migrate.

Operational Considerations:

Practical difficulties such as, erratic power supply and lack of suitable facilities have affected informal PEOs in some of the rural areas of southern Asia. This calls for innovation and resource mobilization in PEO.

Monitoring and Evaluation:

Since PEO is not mandatory in most COOs surveyed, there is no strong formal monitoring and evaluation system and neither is there any accreditation of PEO trainers in any of the countries reviewed.

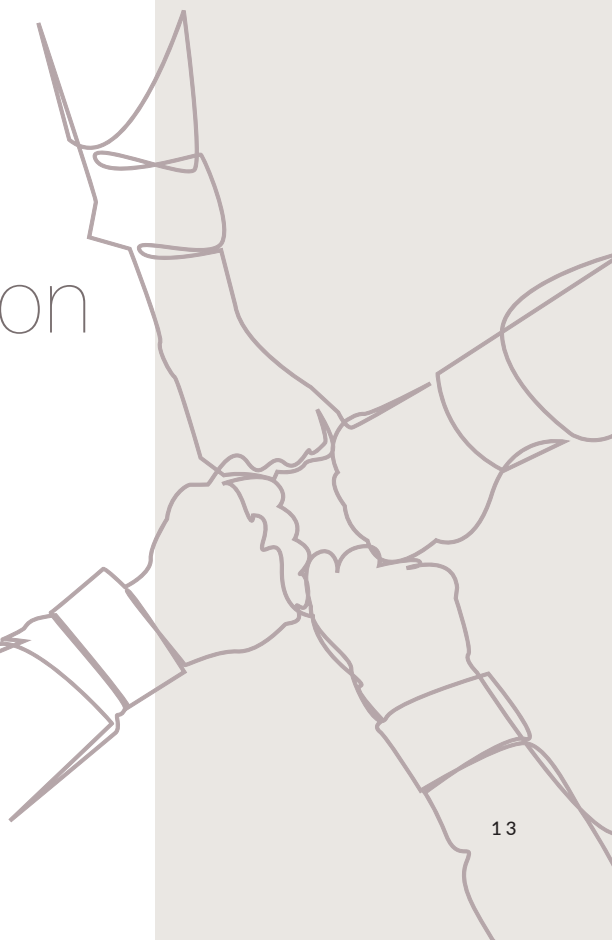
Institutional Capacity:

In countries with PEO, it is necessary to build institutional capacities to deliver PEO effectively. In other countries, it is crucial to develop both human resources and institutional capacities.

Sustainability:

Except for the Philippines, PEO is mostly carried out on an ad hoc basis, dependent primarily on funding from donors. As a result, best practices and innovations in these programmes are difficult to scale up or further invest in. Hence, the sustainability of PEO remains a significant challenge in most COOs.

A multi-pronged approach is used to disseminate information and engage different stakeholders.



GENERAL RECOMMENDATIONS FOR PEO

View PEO as Continuous and Dynamic: PEO should be viewed as a dynamic and continuous learning process with multi-pronged delivery mechanisms — and not as a one-off classroom-style orientation.

Design PEO to be Adaptable and Flexible: The programmes should be designed to take into account different learning styles and preferences. As a longer-term goal, it should aim to instil better knowledge-seeking and learning behaviour among beneficiaries by linking them to formal sources.

Build Linkages: Linkages of PEO to other sectoral and relevant programmes like those on mental health, childcare and gender are both critical and necessary.

Involve Immediate Family Members: As significant decisions typically do not take place in isolation, PEO must be a family activity involving relevant family members of the prospective TCW.

Link PEO with Migration Processes and CODs:

Governments are urged to link PEO with PDO and PAO. Findings from the Philippines highlight that TCWs who have completed PEO are better prepared during PDO, therefore greatly reducing the strain on PDO programmes.

This is especially true in cases where TCWs face limited time and demonstrate lower capacity to absorb information against the backdrop of impending travel. Additionally, inputs from CODs in PEO would be beneficial in minimizing redressal costs to both CODs and COOs.

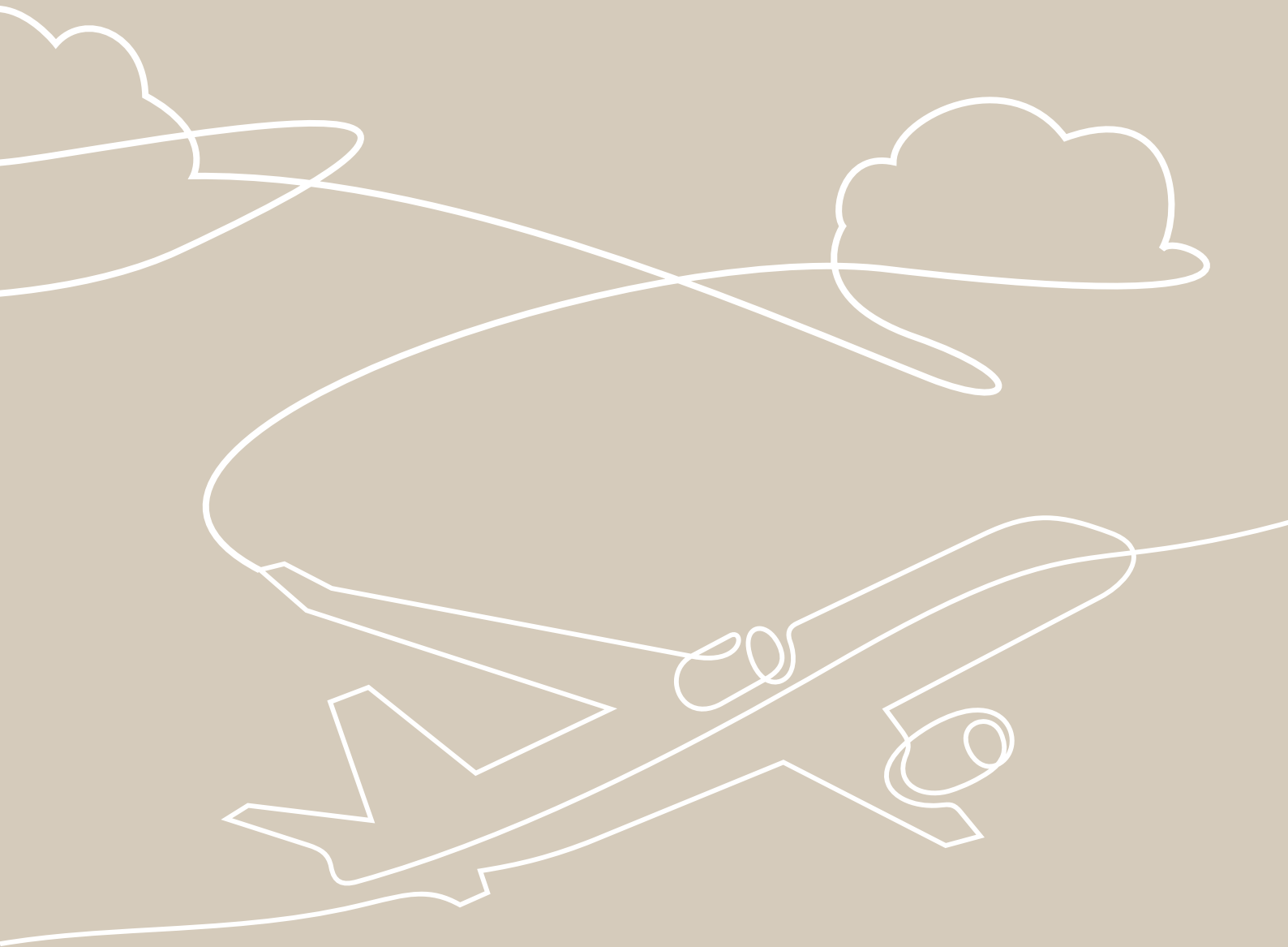
Enhance Employer and Recruiter Engagement:

To promote a better understanding of employer expectations and provide a strong sense of workplace obligations and duties, PEO should engage with recruiters and employers.

Consolidate Components:

In countries where PEO-related interventions are informal and observed in different programmes, it would be useful that these components are consolidated in the creation of a regional curricula that can be tailored as per different contexts.

LABOUR MIGRATION IN ADD COOS



1. INTRODUCTION TO LABOUR MIGRATION IN ADD COOS

The scale of migration is currently unprecedented — the number of international migrants worldwide is growing faster than the world's population.⁵ A majority of the migrants are moving in search of employment. In 2017, migrants of working age (15 and above) comprised 4.2 per cent of the world's total population while TCWs as a group made up 4.7 per cent of all workers. Regional variations aside, the majority of those migrating for work are male at 58.4 per cent.

Since 2000, when the United Nations Department of Economic and Social Affairs (UNDESA) started recording migrant stock globally, Asia has seen the highest rise in international migrants — a growth of 1.8 million migrants that corresponds to 3 per cent annually in the last 17 years alone.⁶

Within Asia, the largest movement of migrants is from the South and South-East to the countries situated across Western Asia. Pushed by the large income differentials for the same job between COOs and CODs, thousands from this region make their way towards West Asia each year. At the same time, the labour market in West Asian countries depend heavily on TCWs. The figures are telling — TCWs make-up 91 per cent of the population in Qatar, 87 per cent in UAE, 70 per cent in Kuwait, 53 per cent in Bahrain, 45 per cent in Oman and 37 per cent in Saudi Arabia.⁷

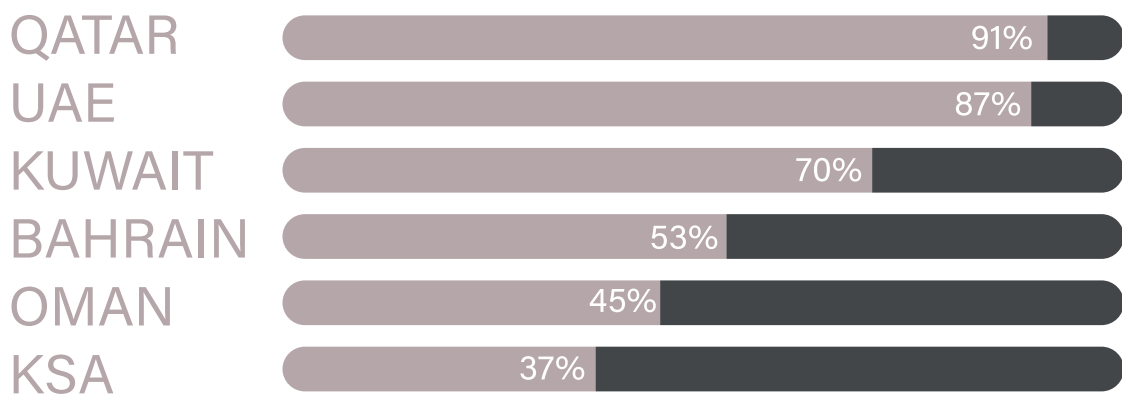


Figure 3: Estimated percentage of TCWs in ADD CODs.
Source: Gulf Labour Markets, Migration, and Population Programme, 2016.

Over the last few years, due to falling oil prices, an economic slowdown in some of the Arab states has resulted in a decrease in migration. However, since 2017, the economies have appeared to improve, with economic growth reaching 2.3 per cent in 2018, from 0.1 in the previous year.⁸

Additionally, GDP expanded by 2.2 per cent in 2018 as compared to a low of 0.5 per cent in 2017 largely driven by stronger activity in the non-oil sectors and continued fiscal expansion.⁹ As a result of all this, the migration of TCWs is also likely to rebound again in this corridor.

5. 2017, United Nations, Department of Economic and Social Affairs, International Migration Report. Information available at: www.un.org/en/development/desa/population/migration/publications/migrationreport/docs/MigrationReport2017_Highlights.pdf.

6. 2018, International Labour Organization, Department of Statistic, ILO Global Estimates on International Migrant Workers – Results and Methodology. 2nd ed. Geneva. Information available at: www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_652001.pdf.

7. 2010-2017, Gulf Labour Markets and Migration. Information available at: <http://gulfmigration.org/gcc-total-population-percentage-nationalsnon-nationals-gcc-countries-national-statistics-2010-2017-numbers/>.

1.1 GLOBAL COMPACT ON SAFE, ORDERLY AND REGULAR MIGRATION

Accurate and timely information along with greater awareness for TCWs is key towards ensuring safe, orderly and regular migration. This importance was highlighted by the Global Compact on Safe, Orderly and Regular Migration (GCM), an inter-governmentally negotiated agreement endorsed by 152 member states in the United Nations General Assembly on 13 December 2018.

Objective 3: Provide accurate and timely information at all stages of migration

“We commit to strengthen our efforts to provide, make available and disseminate accurate, timely, accessible, and transparent information on migration-related aspects for and between states, communities and migrants at all stages of migration.”

1.2 MIGRATION TRENDS

To gain a comprehensive understanding of PEO, it is helpful to identify the policies and vision for labour migration within the context of national development plans and frameworks in the COOs. Particularly, this Background Report explores the relationship between the different perspectives of labour-driven out-migration, with broader national developmental priorities.¹⁰

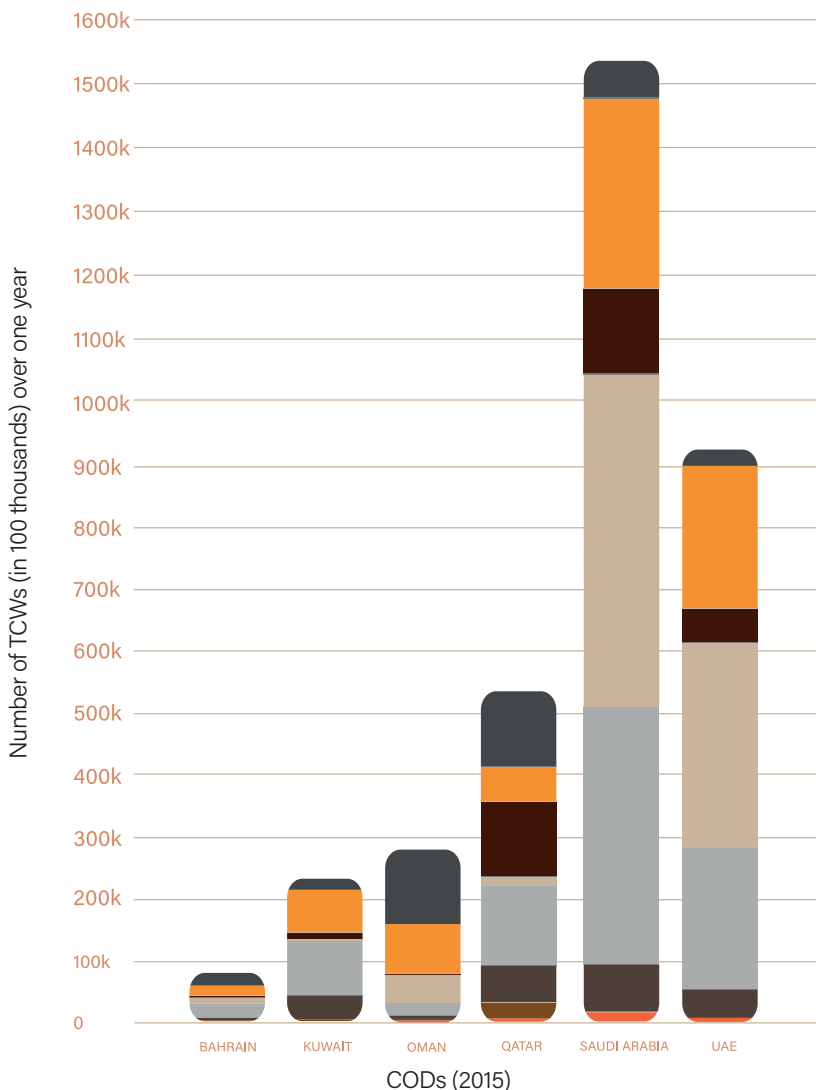
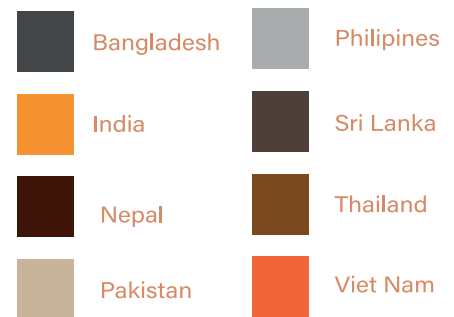


Figure 4: Migration from ADD COOs
Source: Compiled by authors from different sources.

8. International Labour Organization, World Employment Social Output-Trends. Information available at: https://ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_615594.pdf.

9. *ibid.*

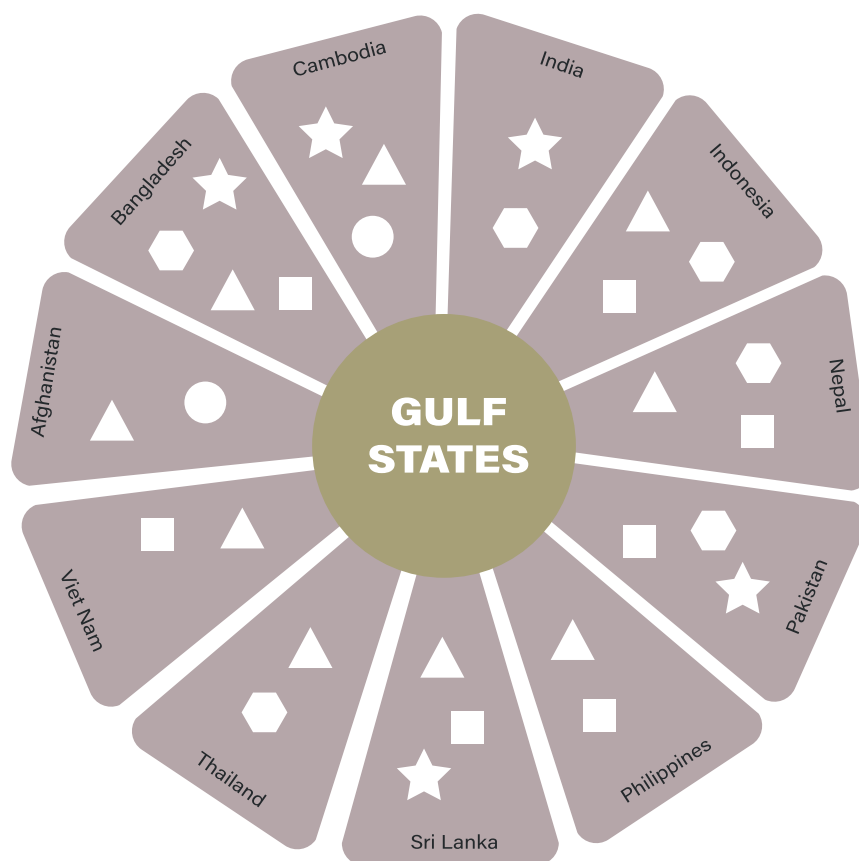
10. Details of policies, mandates and implementing agencies for labour migration in each of the case study countries are given in Annex 4.

1.3 LABOUR MIGRATION PROCESSES AND INTERMEDIARIES

Most migration processes involve some form of intermediary between aspiring TCWs and their ultimate workplace in CODs. Intermediaries play a significant role in this procedure, both in contexts where their involvement is formal and registered, or informal and unregistered. One labour supply chain can consist of different forms of intermediaries and involve both registered and unregistered intermediaries.

In South Asian countries — such as Bangladesh, India, Nepal and Sri Lanka — the first intermediary is often a neighbour, a person living locally, a family member or a close relative of the aspiring TCW. They are mostly informal and unregistered. These local level intermediaries will often link the aspiring TCW to a registered recruitment agency especially in countries where it is mandatory to use a recruitment agency for foreign employment. In South-East Asian countries, the process of labour migration varies — for instance, in the Philippines and Thailand, people go directly to the recruitment agencies.

On the other hand, aspiring TCWs commonly employ unregistered middlemen in Indonesia and Viet Nam, all countries where workers usually migrate to the bordering countries that are part of the Association of Southeast Asian Nations (ASEAN). In destinations that have Government-to-Government (G2G) agreements such as the ones that exist between Indonesia & Japan and Indonesia & Taiwan, recruitment agencies play a less significant role.



LEGEND

- Government Bodies
- Transit/Neighbouring Countries
- Recruitment Agencies
- Unregistered Agents
- Social Network (Including Family Relatives)

Figure 5: A graphical representation of the diverse actors in the labour migration process across COOs when migrating to ADD CODs.

Source: Compiled by authors from different sources.

Below is a brief overview of the role of intermediaries in the labour migration process in different ADD COOs.

In **Afghanistan**, recruitment agencies play a key role in sending TCWs for foreign employment. The typical route for TCWs from Afghanistan is to go through Pakistan or Nepal in transit before moving to the Gulf states. This trend, however, has slowed significantly, as Afghanistan, at the time of collecting data, was in the process of preparing new legislation relating to foreign employment.

In **Bangladesh**, there are several tiers of intermediaries including unregistered individuals, who are often distant relatives of the potential TCWs, who link them to registered recruitment agencies. This is significant as possible TCWs must engage with relevant governmental institutions in order to take part in mandatory processes.

In **India**, men and women use their social networks in CODs to facilitate the process along with employing unregistered intermediaries based in the COO.

In **Indonesia**, the Ministry of Foreign Affairs (MoFA) provides information on the demand for foreign employment in CODs and related opportunities to the Ministry of Manpower, which is mandated with recruitment. While interested nationals are meant to use authorized recruitment agencies, it has been found that some agencies lend their licence to local unregistered brokers who then operate at a community level to recruit people.

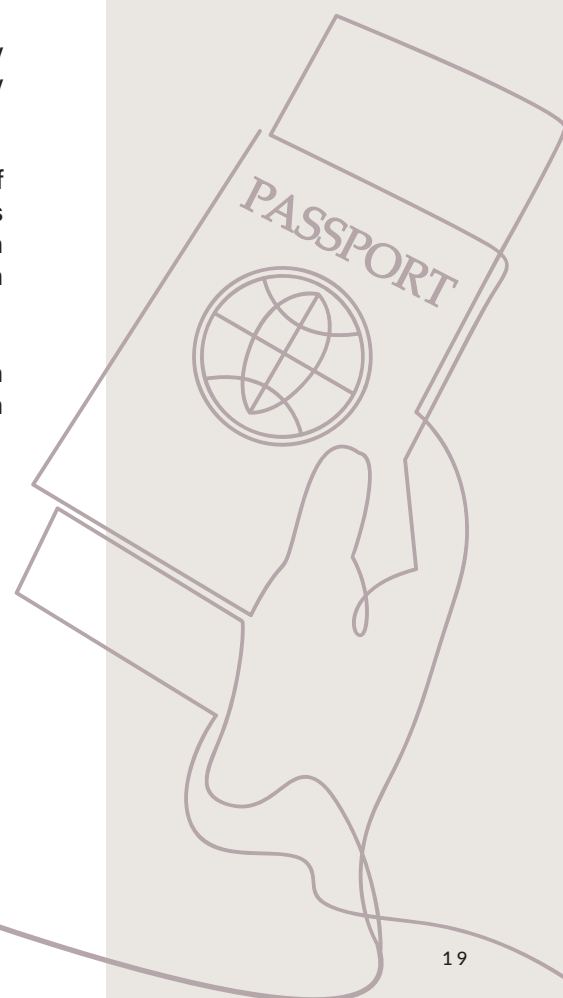
In the case of **Nepal**, unregistered intermediaries in rural communities link potential TCWs to government designated recruitment agencies that support recruitment and the labour migration process.

It was found that in **Pakistan**, men largely migrate with the help of social networks or through middlemen who assist in navigating mandatory government processes.

In contrast, in the **Philippines**, with only a few exceptions, it is mandatory for aspiring TCWs to go through a recruitment agency, as direct hiring by overseas employers is not allowed under national labour law.

In **Sri Lanka**, family members and social networks largely play the role of being an initial reference point for those interested in working abroad. As recruitment of foreign employment is regulated by a mandatory registration scheme for TCWs, prospective TCWs have to complete their registration with the Sri Lanka Bureau of Foreign Employment (SLBFE).

The recruitment agents who recruit nationals are regulated through licensing procedures. In **Viet Nam**, potential TCWs are brought to urban areas to register with recruitment agencies via unregistered brokers.



"Widespread campaigns with a purposive information kit, explained in simple language, on the costs and benefits of jobs abroad, migrants' rights and responsibilities, choice of placements abroad, the public and private support systems that are available to them can minimize risks associated with migration." ¹²

1.4 CONTEXTUALIZING FOREIGN EMPLOYMENT IN ADD COOS

Across the COOs surveyed, the importance given to labour mobility varies vis-à-vis other national priorities and interests. Member states, with national economies heavily dependent on remittances and with a surplus of national labour typically view labour migration management as a key priority. This is often the case even when foreign employment is not found to be explicitly promoted in government policies or popular narratives.

Some countries such as Bangladesh, the Philippines and Sri Lanka fully acknowledge the importance of labour migration in their national plans and policies by highlighting labour migration. Others, like Nepal, view labour migration as a short-term strategy for employment and productivity.

For the third set of countries, such as, Afghanistan and India, exporting low-skilled labour is less of a priority against the backdrop of other concerns. It is important to note that in all COOs explored, the safety of citizens working abroad is appreciated as critical and a strong correlation was found between national efforts to enhance preparedness and protection, to developing stronger information systems for aspiring TCWs.

This section of the Background Report will briefly link and describe how labour migration is featured in national development plans and strategies across COOs. It also notes how information and orientation of aspiring and outgoing TCWs are used.

AFGHANISTAN

The Afghanistan National Peace and Development Framework (ANPDF) 2017-2021, the country's latest development plan, acknowledges the possible migration of people largely due to poverty and conflict.¹¹

With a reduced national labour force, the ANPDF recognizes returnees as crucial. Therefore, the main approach to migration is finding solutions for returnees and Internally Displaced Persons (IDPs) in both their inclusion in national development policies as well as in their reintegration in the country and its workforce.

Against this backdrop, the Government has only recently started focusing on foreign employment. The Regulation for Sending Afghan Workers Abroad, 1384 (2005) is the main framework of reference related to foreign employment.

Currently under revision, it does not outline a vision for PEO in its existing form but does contain pertinent information — specification and qualification of workers as well as the obligations and responsibilities of workers, employers and governmental agencies.

The policy also suggests that outgoing TCWs receive orientation just before they depart Afghanistan, that is, at the pre-departure stage. Hence, the policy does not currently advocate for the provision of information at the pre-employment phase.

11. Afghanistan National Peace and Development Framework, 2017 to 2021. Information available at: <http://policymof.gov.af/home/afghanistan-national-peace-and-development-framework-anpdf/>.

12. 2017, National Economic Council, General Economics Division, National Planning Commission, Seventh Five Year Plan, Government of People's Republic of Bangladesh. Information available at: www.lged.gov.bd/UploadedDocument/UnitPublication/1/361/7th_FYP_18_02_2016.pdf.

BANGLADESH

According to key informants, three million people enter Bangladesh's labour market each year. Of these, the country can create jobs only for half a million. To engage the significant population of unemployed people, the Government is open towards securing foreign employment for its people and in ensuring that migration is safe, regular and orderly.

The current national development plan of Bangladesh, the Seventh Five Year Plan (FYP) (2016-2020), acknowledges that migration, which it terms 'factor services', is the second leading source of export earnings. The plan has a section dedicated to strategies around promoting migration as well as improving migration management by expanding District Employment and Manpower Office (DEMO) services to grass roots levels from its current district level. DEMO are local offices under the Ministry of Expatriates' Welfare and Overseas Employment (MEWOE) and are entrusted with promoting overseas employment by offering services like migrant registration, counselling and support.

Additionally, there is also a provision for imparting skill training to potential TCWs from both, the Government Technical Training Centres as well as private trainers. While not explicitly mentioning PEO, the national development plan of the country has embedded information crucial to PEO.

The country has also taken a lead in various international efforts towards safer migration which includes chairing the Global Forum on Migration and Development (GFMD) in 2016, and adopting the Overseas Employment and Migrants Act (2013), among others.

INDIA

The federal system of India includes a degree of institutional decentralization as it encompasses the distribution of legal authority across local, state and national governments. Interviews with key informants revealed that there may be a divergence between the central and provincial governments with regards to the prioritization of labour migration.

Unlike in other countries where there is a separate unit for labour or foreign employment, in India, it is the Ministry of External Affairs (MoEA) that is concerned with migration issues. For the Central Government, high-skilled diaspora, internal migration and creating employment within the country remain key priorities. This is seen in the current three-year action agenda (2017-2020) whose objective is increasing high-productivity and high-wage job opportunities all across India.

The Government's 'Make in India' campaign, which aims to increase the country's manufacturing potential for global markets is an example of this national vision being put into action.¹³

However, in regions where labour migration to the Gulf is more common, the issue of managing foreign employment is a major priority for local state governments such as Andhra Pradesh and Telangana. In these states, the MoEA has worked with the India Centre for Migration (ICM), a policy think-tank, on issues related to international labour migration. This collaboration mostly focuses on PDO, identifying labour gaps for highly-skilled TCWs as well as skill development and accreditation for TCWs.

13. Niti Aayog, Third Year Action Agenda (2017-18 to 2019-2020) Government of India. Information available at: https://www.niti.gov.in/writereaddata/files/CoOp/India_ActionAgenda.pdf.

INDONESIA

The Indonesian national development plan is primarily focused on internal migration.¹⁴ The Government aims to control migration from rural areas to larger metropolitan urban areas by creating employment and business opportunities in medium and small-scale cities especially outside Java island.

While labour migration to the Gulf states is an important strategy for securing livelihood for nationals, such foreign employment is not deemed to be of strategic national focus for the Government.

The country's long-term national development plan 2005-2025 does not mention foreign employment. The Third (2015-2019) and the Fourth (2020-2024) medium-term development plans also do not touch upon international labour migration.

Labour laws stress on education as an important component in the empowerment of TCWs. The laws focus on technical skills rather than on information and soft skills that support an enhanced understanding of foreign employment and related processes.¹⁵

NEPAL

The Nepalese Government appears to view foreign employment as a short-term strategy. Nepal's current national development plan notes "the country will create employment inside the country to retain its human resources".¹⁶ However, given the limited employment opportunities available in the local labour market, estimates put forth that approximately 1,500 people depart for foreign employment on a daily basis.¹⁷

However, the Foreign Employment Policy 2012 promotes safe migration and the creation of an enabling environment for aspiring TCWs to decide whether or not to migrate. The policy does mention the importance of PEO through interventions that seek to internalize foreign employment related opportunities, risks and opportunities, financial literacy and safe employment.

PAKISTAN

Among South Asian nations, Pakistan describes itself as highly pro-emigration and sends the most number of TCWs after India. Between 1971 and 2013, more than seven million Pakistanis have gone abroad for employment through the Bureau of Emigration & Overseas Employment — with an overwhelming 96 per cent of them going to Gulf countries.

Pakistan has signed a number of Memorandum of Understanding (MoUs) with CODs. In addition, the Government lays special emphasis on getting international accreditation and certification for its skilled workforce.

As part of this initiative, the Government is planning to send at least 600,000 skilled workers abroad annually.¹⁸ However, the focus is on providing technical skills rather than the provision of comprehensive and tailored information.

14. Long Term National Development Plan (2005-2025), Republic of Indonesia. Information available at: www.policy.asiapacificenergy.org/sites/default/files/LONG-TERM%20NATIONAL%20DEVELOPMENT%20PLAN%20OF%202005-2025%20%28EN%29.pdf.

15. International Labour Organization, Labour Inspection Structure and Organization. Information available at: www.ilo.org/labadmin/info/WCMS_153136/lang--en/index.htm.

16. 2017, National Planning Commission, National Development Plan. Kathmandu, Democratic Republic of Nepal.

17. 'End-of-mission statement of the UN Special Rapporteur on the human rights of migrants on his visit to Nepal', United Nations Human Rights, Office of the High Commissioner. Information available at <https://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=22632&LangID=E>.

18. 2013-18, Labour, Employment and Skill Development, 11th Five Year Plan (Chapter 7), Planning Commission Ministry of Planning and Development Forum Islamabad, Islamic Republic of Pakistan. Information available at: <https://www.pc.gov.pk/uploads/plans/Ch7-Labour-employment2.pdf>.

PHILIPPINES

While recognizing the significant contribution of Filipino TCWs to the national economy through remittances, the Philippines does not promote overseas employment as a means to sustain economic growth and achieve national development. Overseas employment has become a fundamental part of Filipino society and the Government has set up an active overseas employment management system.

The Migrant Workers and Overseas Filipinos Act of 1995 has also highlighted that sending workers abroad "rests solely on the assurance that the dignity and fundamental human rights and freedoms of the Filipino citizens shall not, at any time, be compromised or violated."

The Migrant Workers and Overseas Filipinos Act of 1995 has fundamental principles on information and skills while acknowledging that greater awareness of soft skills such as negotiation are key to protection. However, the Government had incorporated labour migration as an integral part of its local development planning even before this law was promulgated.

Hence, information and orientation for TCWs to fully comprehend their rights and duties are seen as an important part of labour migration management.¹⁹

SRI LANKA

The stock of migrant workers in Sri Lanka is estimated to be 1.8 million.²⁰ Approximately 49 per cent of them are women, of which 42 per cent are working as housekeepers in CODs.

Remittances are an important economic factor not just for the families of TCWs but also for the country — making up over 8.25 per cent of the country's GDP.²¹ Key informants are generally of the opinion that though the Government is aware of the vital role that remittances play, it does not promote labour migration directly. Labour migration has also played a significant role in reducing the rate of unemployment in the country.

Additionally, due to the lack of better employment opportunities in the country, the migration of men is generally accepted as being necessary for the family's well-being.

However, it is understood that the labour migration of women is somewhat stigmatized, at times, due to prevailing notions of gender roles and relations.²² It is important to note that this pattern is not exclusive to Sri Lanka and is observed in other Asian countries as well.

However, in Sri Lanka, a large proportion of migrants are women TCWs who go to the Gulf countries to be employed in jobs related to domestic work. The Government has made it a key focus to equip women workers with sound information to ensure that they migrate safely. This sense of priority has also been reflected in donor programmes and approaches.

An analysis of the country's National Labour Migration policy shows that the Government is promoting technical and vocational skills, standardization of vocational qualifications as well as soft skills and information to educate potential TCWs.

19. Republic Act No.8042, Migrant Workers and Overseas Filipinos Act of 1995. Information available at [www.poea.gov.ph/laws&rules/files/Migrant%20Workers%20Act%20of%201995%20\(RA%208042\).html](http://www.poea.gov.ph/laws&rules/files/Migrant%20Workers%20Act%20of%201995%20(RA%208042).html).

20. 2018, Voluntary National Review on the Status of Implementing the Sustainable Development Goals, Government of the Democratic Socialist Republic of Sri Lanka. Information available at https://sustainabledevelopment.un.org/content/documents/19677FINAL_SriLankaVNR_Report_30Jun2018.pdf.

21. 2018, World Bank.

22. B.Sijapati, 'Women's Labour Migration from Asia and the Pacific: Opportunities and Challenges.' Information available at https://publications.iom.int/system/files/pdf/mpi_issue12.pdf.

THAILAND

An analysis of Thailand's national development plan through the prism of migration demonstrates that its main focus areas are managing migration to regulating transnational crime as well as promoting the mobility of skilled workers under G2G agreements, mostly to Japan and Taiwan. Thailand is a COO, a country of transit, as well as a COD. Of these, it is considered to be a destination and transit point for human trafficking, illegal immigration, child labour and prostitution.

However, the country also deems itself at risk of being used as a shelter for terrorist groups — of immigrants and/or tourists using it as a base for terror activities in the country and across the region. These factors affect its focus on labour migration to the Gulf countries.

The Government has also maintained an enhanced focus on national security and on maritime areas such as accidents, drugs and illegal goods trafficking, illegal immigration, human trafficking, maritime fishery encroachment, terrorist equipment and high-power weapons smuggling, piracy and ship robbery.

VIET NAM

Viet Nam has a long history of economic out-migration to countries such as, Hungary and Czechoslovakia. Hence, the Government views labour migration as a productive contributor to the country's growth.

Currently, important destinations include the Gulf countries along with neighbouring countries like Thailand where TCWs travel via the land border. This is the fifth year in a row where the number of TCWs exceeded the Government estimate of 100,000, highlighting the emphasis on labour migration.

The Government of Viet Nam has developed geographically targeted policies to encourage labour migration as a poverty reduction strategy. Across 20 provinces, the residents of designated 'poor districts' are eligible to apply for subsidies to facilitate economic migration. The incentives include loans and financial assistance for language training, vocational skills training, health checks and other services.

FORMS AND GOVERNANCE OF PEO



2. FORMS AND GOVERNANCE OF PEO

To foster a deeper understanding of PEO across COOs, this section explores the different forms of PEO, the provision of PEO-related information, and finally the related institutional arrangements in each of the COOs.

2.1 FORMS OF PEO IN COOS

COOs and CODs have utilized a number of mechanisms to support arrangements relating to labour mobility and the protection of TCWs, encompassing MoUs, regional and bilateral agreements. However, it is understood that such arrangements can also be limited in scope, particularly when it concerns the full protection of TCWs.

It is noted that protective measures tend to be mostly curative in nature rather than preventive, that is, they seem to occur after the violation of rights instead of safeguarding against the occurrence of human rights violations.²³ Even when regulatory mechanisms to govern private recruitment agencies in COOs are in place, challenges to their effective implementation have made their protective scope limited.

Hence, when labour migration is an important source of a livelihood strategy for citizens and the economy, COOs have found it useful to empower TCWs with information, to support their protection and preparation. Different systems such as the Colombo Process (CP), ADD, ASEAN and South Asian Association for Regional Cooperation (SAARC) Summit have evolved over time with country specific measures along with regional and international platforms.

COOs are at different stages in adopting the concept of tailored orientation for TCWs. While PDO is the most common orientation targeting TCWs during their journey, a formal PEO is so far, the least common.

Among migrant orientation programmes that target different stages of the labour migration process, PDO is the most common, mandatory in most of the COOs surveyed.

23. 2015, G Battistella, 'Mapping of National Pre-Departure Orientation (PDO) Programmes of Countries of Origin of the Abu Dhabi Dialogue (ADD)' (Scalabrini Migration Center).

Status of PEO and PEO interventions in COOs

The table below outlines the status of PEO and PEO interventions, both formal and informal in COOs.

COUNTRY	IS PEO FORMAL/COMPULSORY?	WHAT FORMS DO THEY TAKE?	WHAT PROGRAMMES DO PEO FALL UNDER?	COVERAGE
Afghanistan	No PEO found	Not applicable	Not applicable	Not applicable
Bangladesh	Optional and informal	Multiple forms with a multi-pronged approach: <ul style="list-style-type: none"> - Social mapping to identify TCW prone areas - Awareness of service providers - Mass contact programmes like courtyard meetings, street theatre and market film shows - Media programmes - Individual counselling - Family consultation - MRCs 	<ul style="list-style-type: none"> - Safe labour migration - Decent work and livelihoods - Anti-trafficking 	<ul style="list-style-type: none"> - Selective - Implemented at the community level in areas that have a high concentration of TCW population

COUNTRY	IS PEO FORMAL/COMPULSORY?	WHAT FORMS DO THEY TAKE?	WHAT PROGRAMMES DO PEO FALL UNDER?	COVERAGE
India	Optional and informal	<ul style="list-style-type: none"> - Programme and orientation for aspiring domestic workers - Overseas workers resource centre helpline provides information about recruitment agencies in various regional languages 	<ul style="list-style-type: none"> - Safe labour migration - decent work and livelihoods 	<ul style="list-style-type: none"> - Selective - Active in states where labour migration to Gulf is common (Andhra Pradesh & Telangana)
Indonesia	Optional and informal	<ul style="list-style-type: none"> - Small lectures in TVET classes - PEO-related activities under select G2G placement schemes. - Soft skill development by some recruitment agencies 	<ul style="list-style-type: none"> - Skilling TCWs 	<ul style="list-style-type: none"> - Selective
Nepal	Optional and informal	<p>Multiple forms with a multi-pronged approach:</p> <ul style="list-style-type: none"> - MRCs for walk-in clients - Awareness about service providers - Community outreach and mass awareness - Media campaigns - Household visits - Individual counselling 	<ul style="list-style-type: none"> - Safe labour migration - Decent work and livelihoods 	<ul style="list-style-type: none"> - Selective - Implemented at the community level in areas that have a high concentration of TCW population
Pakistan	Optional and informal	<ul style="list-style-type: none"> - MRCs for walk-in clients where information on recruitment agencies is offered 	<ul style="list-style-type: none"> - Safe labour migration 	<ul style="list-style-type: none"> - Selective - Observed in districts of Punjab
Philippines	Mandatory and formal, in addition to informal interventions	<p>Multiple forms and multi-pronged approach:</p> <ul style="list-style-type: none"> - TCWs to complete a formal online PEO - Travel advisory by Department of Foreign Affairs - Media campaigns - Training for recruitment agencies - Career counselling by request, as part of career counselling to secondary and high school graduates - Pre-application seminars by recruitment agencies 	<ul style="list-style-type: none"> - Safe labour migration - Anti-illegal migration 	<ul style="list-style-type: none"> - National
Sri Lanka	Optional and informal	<p>Multiple forms and multi-pronged approach:</p> <ul style="list-style-type: none"> - Create awareness around service providers and local government - Mass awareness through courtyard meetings, street theatre, film shows, media programmes and jingles - Individual counselling - Family consultations 	<ul style="list-style-type: none"> - Livelihoods - Safe labour migration - Anti-trafficking 	<ul style="list-style-type: none"> - Selective - Implemented at the community level in areas that have a high concentration of TCW population
Thailand	No PEO found	Not applicable	Not applicable	Not applicable
Viet Nam	Optional and informal	<ul style="list-style-type: none"> - MRCs and outreach activities - Private companies giving components 	<ul style="list-style-type: none"> - Anti-trafficking - Skilling TCWs 	<ul style="list-style-type: none"> - Selective

Table 1: Status of PEO in the COOs.
Source: CIOP research study, 2019.

With the prevalence of PEO-related interventions delivered through different educational and awareness programmes, an important feature observed is the multi-pronged approach to the dissemination of information. While remaining informal, they are also implemented selectively in key geographical areas that have higher labour migration potential. Given that informal PEO has a relatively long history in many COOs surveyed, useful and valuable lessons can be drawn and implemented from their design in order to inform the development of formal PEO.

TYPES OF PEO INTERVENTIONS

The analysis in the COOs surveyed shows that programmes with PEO content are implemented through three broad types of interventions:

1. Interventions working on **safe labour migration** that includes providing information on the benefits of using formal mechanisms for migration. Examples can be drawn from Bangladesh, India, Pakistan, the Philippines, Sri Lanka and Nepal.

2. Interventions targeting **decent work and livelihoods** such as, those supporting prospective TCWs decide whether or not foreign or national employment is more suitable. Examples can be observed in Nepal and Bangladesh.

3. Interventions working on **anti-trafficking measures**. Examples can be seen in Bangladesh, the Philippines and Sri Lanka.

2.2 INSTITUTIONAL ARRANGEMENT OF PEO

Many of the existing programmes that have PEO components are largely funded by donor organizations and implemented by local grass root NGOs. Across the COOs, there is variance in government engagement levels. While most governments produce PEO materials like country specific information booklets, travel advisories, flyers or leaflets, their role in delivering the PEO differ from country to country.

The government's role can range from leading a fully-fledged PEO, as in the Philippines. They could also be involved only in the monitoring of PEO as in Bangladesh, co-partnering in PEO implementation as in Nepal or running MRCs in a few provinces, like in the case of Pakistan and India.

Donors are often actively engaged with local and central governments in the PEO programmes that they either lead and/or fund, often advocating for the strengthening of ties at the community level. Mechanisms should be in place to ensure the engagement of governments, civil society and implementing NGOs. Meaningful engagement with established community based groups can bring a powerful dimension towards enriching PEO. Examples include citizen forums, women's groups and other community based groups.

Principle motivations for investing in the engagement and mobilization of these groups include the following:

Information:

Local members of community based groups are better aware of prospective and aspiring TCWs and can provide them with accurate information that would assist in ensuring PEO targeting is effective and remains so.

Influence:

As members of the community, their endorsement and encouragement may hold more weight and influence. Hence, they can be effective disseminators of information.

Ownership:

Such groups can be major contributors to PEO as their efforts can be seen as a locally-owned initiative thereby ensuring the sustainability of these interventions.

Notably, in Nepal and Bangladesh, some PEO-related programmes have also resulted in the creation of new groups with returnee volunteer groups. The rationale driving the engagement with returnee TCW groups is that their insights, first-hand information and relatability places them in a unique position to play a powerful role in PEO interventions.

It is evident that a whole picture of stakeholder engagement is complex and that such structure varies across countries.

Table 2 outlines, in more detail, the extent and form of involvement of government, principal donors and local implementing institutions.

COO	GOVERNMENT INVOLVEMENT	EXAMPLES OF DONOR INVOLVEMENT	IMPLEMENTING AGENCIES
Afghanistan	None	None	No information available
Bangladesh	Directly and indirectly, through NGOs	ILO, IOM DFID, UN-Women, SDC	Grass roots level NGOs in coordination with government bodies
India	Directly, through state government	DFID, ILO, UN-Women,	Grass roots level NGOs and overseas workers resource centre
Indonesia	Directly, through select G2G placement schemes and indirectly through TVET courses	None	Designated agencies from select CODs Recruitment agencies
Nepal	Directly, through MRCs. Also indirectly engaged by donors in their system-strengthening work	DFID, ILO, SDC	Grass roots level NGOs and overseas workers resource centre in coordination with relevant governmental entities
Pakistan	Directly, through operating MRCs	ILO	Local government
Philippines	Directly involved. It offers online training and a certificate	Not applicable	Local Government CSOs Recruitment agencies
Sri Lanka	Indirectly, through involvement with donor efforts to strengthen multi-stakeholder engagement	DFID, ILO, IOM, SDC, UN-Women and USAID	Grass roots level NGO partners of donors in coordination with relevant Governmental entities
Thailand	None	None	Not applicable
Viet Nam	None	None	Private companies

Table 2: Institutional involvement in PEO.
Source: CIOP research study, 2019.

Described below are country specific arrangements of PEO and PEO-related interventions by governments and NGOs across COOs.

AFGHANISTAN

Afghanistan does not have any PEO - neither from the Government nor from private companies or international NGOs. In the past, recruitment agencies were involved in offering PDO and skill-training to TCWs in CODs.

BANGLADESH

International organizations and government donors have PEO programmes in select districts of Bangladesh. These interventions are largely embedded in safe labour migration and anti-trafficking programmes that are delivered to communities by several local level NGOs in each district. The NGOs use local community leaders, returnee groups (mostly women groups), and their own trained volunteers to deliver PEO contents in Bangladesh. Additionally, the district level Government administration carries out informal counselling with women TCWs going for domestic work to the Gulf states. This counselling is, often, done when they carry out household visits to the homes of these women for the purpose of verifying their family background and report any potential TCWs.

The list of NGOs engaged in PEO delivery is provided in Annex 5.

INDIA

While there is no PEO in India so far, the ICM, under the MoEA remains responsible for migration issues. The ICM has plans to carry out a future exercise called train the trainers in southern India, where labour migration to the Gulf states is common. The programme would be for those trainers who are likely to be in a position to educate potential TCWs on PDO. NGOs and community based organizations (CBOs) carry out mass awareness programmes and run MRCs.

INDONESIA

It is noted that some PEO components designed for workers by the Indonesian Government are embedded in TVET courses. The recruitment agencies impart skill-training and are monitored by the Government. A potential TCW has to be in the training centre for a maximum of 90 days. They are then trained in technical skills, language and soft skills such as confidence-building and others.

NEPAL

In select districts of Nepal, international organizations and government donors run programmes which focus on decent work and safer migration. Collaboration with the Central Government has resulted in the production of information, education and communication (IEC) materials available for PEO and for their use at the local level. In some of the districts, the programmes

are jointly implemented by local governmental units and NGOs. For example, seven of SDC's Safer Migration Project (SaMi) programmes are implemented by the Government while the other nine are implemented by local NGOs. At the community level, both NGOs and the Government work closely with civil society groups, society leaders, teachers and other local community gatekeepers.

The list of NGOs engaged in PEO-related activities in Nepal is provided in Annex 7.

PAKISTAN

The MRCs established by the Department of Labour and Human Resources provide counselling and information to potential TCWs on safe and legal ways of migrating.

PHILIPPINES

As the Philippines has a formal Government-run mandatory PEO, its policies and delivery are seen to be more advanced than other COOs surveyed. PEO takes place online utilizing an embedded accreditation mechanism whereby an aspiring TCW receives a certificate of completion, which they are obliged to show before leaving the country.

The Philippines also has a range of other services such as, career counselling in schools, media campaigns, training from recruitment agencies, anti-illegal recruitment/counter-trafficking campaigns and monthly travel advisory targeting potential TCWs.

Efforts were also made to mainstream migration topics at the national high school curriculum particularly in social studies. The Local Government also runs annual job fairs targeting students at two junctions — after completing Grade 10 and then after graduating from high school. At these fairs, trained local government staff orient individuals on the risks, requirements and the potential advantages of working abroad.

Recruitment agencies also offer pre-application training as part of their shared liability and due diligence. Like the Government, these agencies also run job fairs. Before initiating the pre-application process, some recruitment agencies also discuss with prospective TCWs their motivation to work overseas, informing them of general life in CODs and urging them to reflect on whether or not family circumstances are suitable for foreign migration. In this phase, information is also provided on the typical kind of work and workplace that can be anticipated as well as general expectations of employers.

SRI LANKA

In select areas of Sri Lanka, organizations run PEO activities as part of anti-trafficking and safe labour migration programmes, largely funded by donors such as IOM, ILO, DFID, USAID and UN-Women. A key element is the engagement and involvement of various levels of government in these programmes. Grass roots level NGOs implementing these activities collaborate with the district and local level governmental bodies to strengthen engagement, as well as direct potential TCWs towards relevant available services.

However, unlike with PDO, the Government does not directly implement PEO. Local bodies engage political, religious leaders as well as their own trained personnel in reaching out to communities.

The list of NGOs engaged in Sri Lanka is given in Annex 6.

THAILAND

While a large majority of workers migrate for foreign employment on various G2G agreements, there is no formal PEO in Thailand. Some related information such as, laws and culture of the COD is often integrated into the skill development training embedded in PDO.

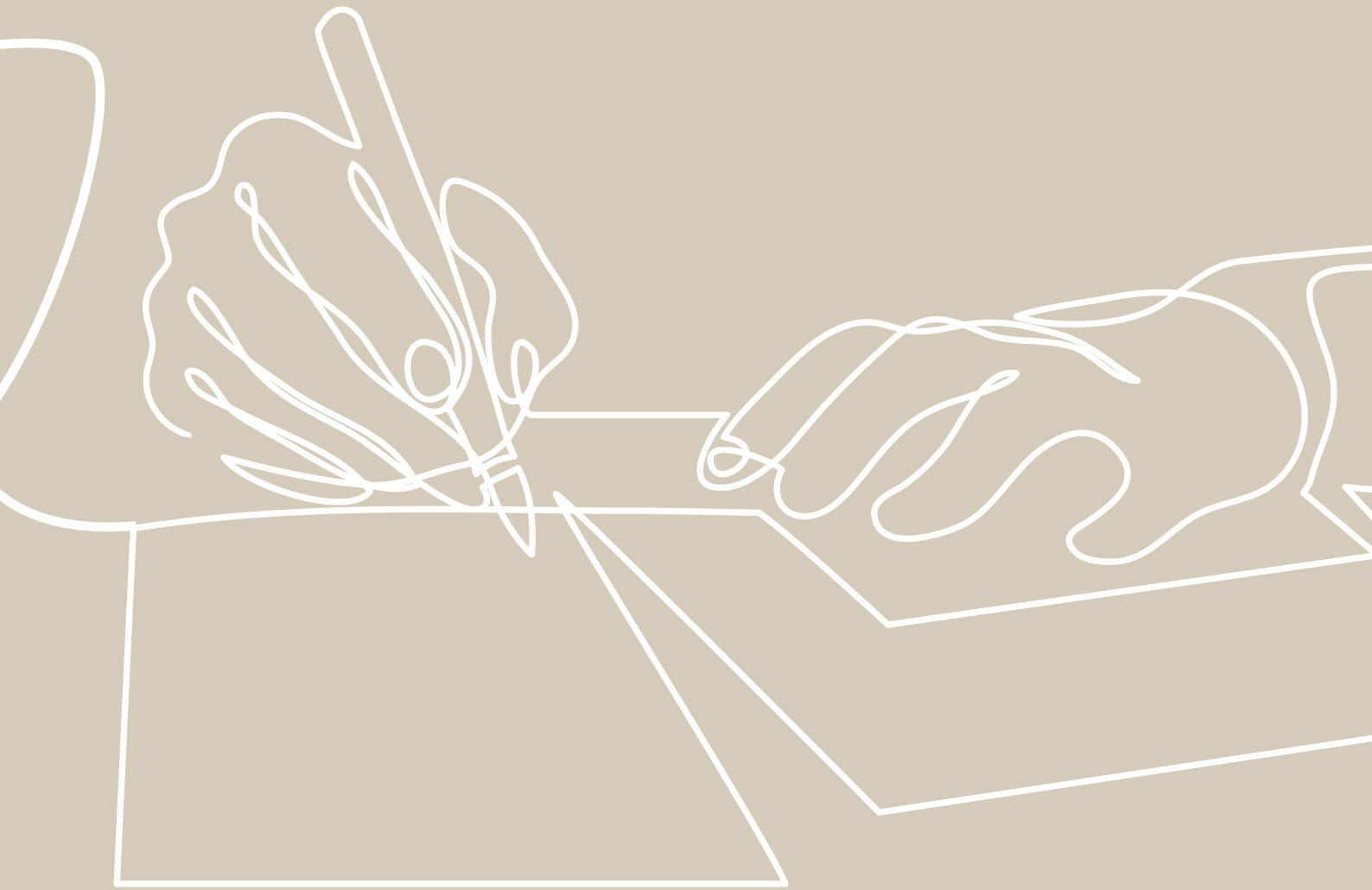
VIET NAM

While there is no formal PEO in Viet Nam, the Government have instilled interventions in some districts relating to language training, vocational skills development and other opportunities that would be considered useful for those considering foreign labour migration.

Additionally, there is a system of incentives, aimed at supporting the application of subsidies for those looking to work abroad.



CONTENT OF PEO



3. CONTENT OF PEO-RELATED INTERVENTIONS

With the exception of the Philippines, no COOs surveyed has a nationally applicable standard curriculum for PEO. As a result, largely informal, PEO content is typically included across the contours of some of the larger programmes in which they are embedded – from programmes revolving around anti-trafficking to those related to livelihoods and safer migration.

Often, even in the same country, these programmes differ in content. Interventions that are similar to PEO are often delivered by different organizations with different entry points even within the same country, as shown in Table 3. However, within each programme, the curricula are developed by donors in consultation with the implementing partners thus guaranteeing a standard of quality.

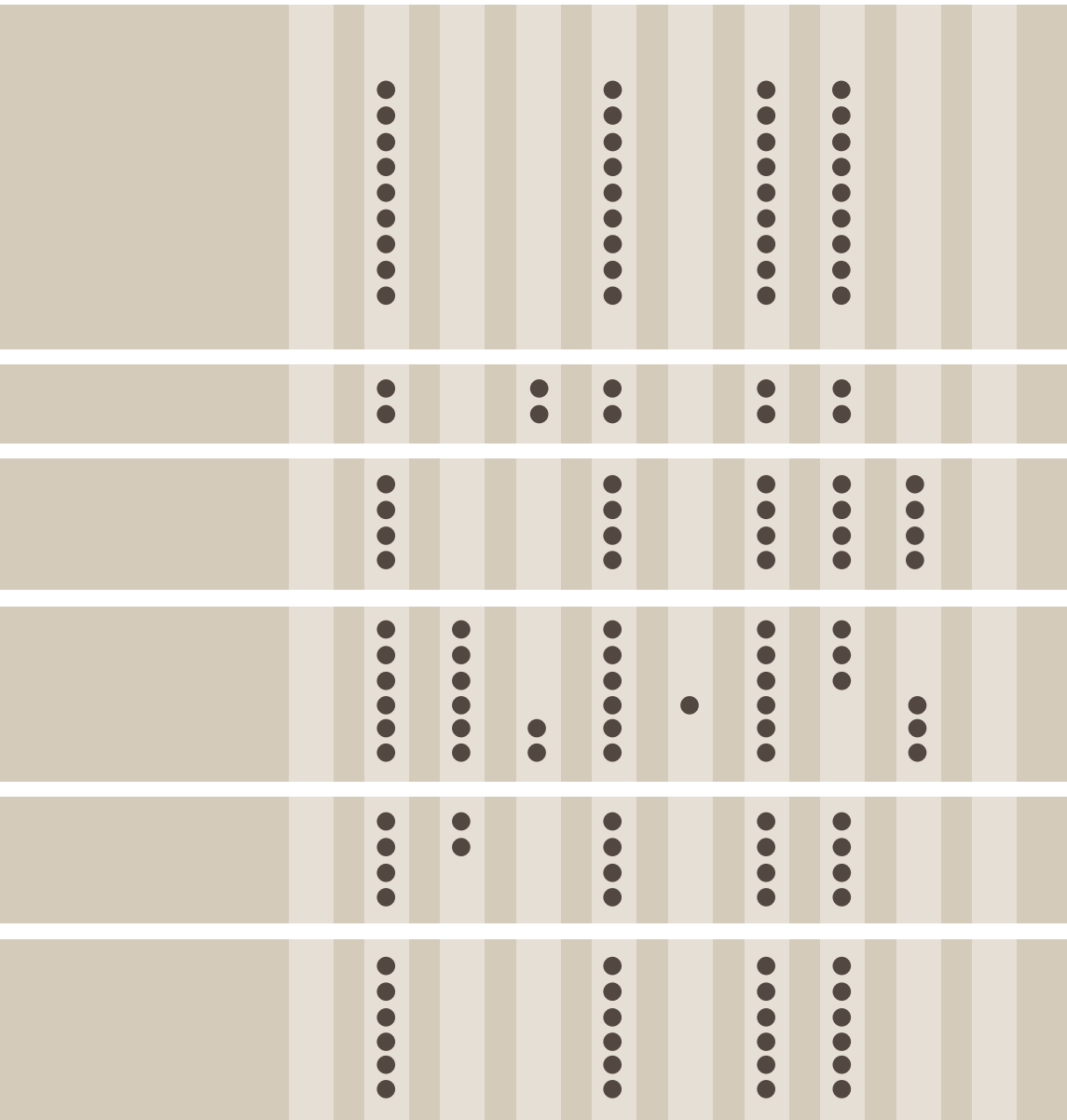
Following are the PEO-related modules and themes that have been mapped in the ADD COOs.²⁴

24. This information is based on key informant interviews with donors or implementing partners involved in PEO-related programming. Since these contents are scattered in different programmes across the countries, all TCWs will not have attended all the programmes and hence might not have received orientation on all the modules.

MODULES

<p>1. Decision-Making Processes</p>	<ul style="list-style-type: none"> • Motivations for contemplating foreign employment • Alternative options in COOs • Migration costs and funding avenues • Dealing with cultural alienation • Managing family separation and isolation • Challenges of working abroad • Management of left behind family members • Household responsibilities and division of roles • Communicating with family members after migration
<p>2. General Information</p>	<ul style="list-style-type: none"> • General rules and regulations of the COO and COD • Working and living conditions of the COD
<p>3. Preparation for Employment</p>	<ul style="list-style-type: none"> • Importance of having a competitive skill-set • Reflecting on the right skills for the job • Linkages to TVET opportunities • Importance of soft skills, such as negotiation and time management
<p>4. Safe Processes for Migration</p>	<ul style="list-style-type: none"> • Required documentation • Safe steps for migration • Ensuring safe keeping of documents • Use of licensed recruitment agencies • Correction selection of registered institutions • Awareness about age, sectoral and country specific bans
<p>5. Keeping Safe in CODs</p>	<ul style="list-style-type: none"> • Available services and how to access them • Redressal mechanisms • Registration at relevant entities • Healthcare in the COD
<p>6. Financial Literacy</p>	<ul style="list-style-type: none"> • Household budgets after remittances • Opening bank account for saving and remittance transfers • Management of remittances, including who receives them • Expenditure, investment and saving • Managing expectations by family members • Use of formal financing system

Table 3: Mapped content of PEO.
Source: CIOP research study, 2019.



3.1 EXAMPLE OF PEO-RELATED CONTENT

SaMi project is a bilateral initiative of the Government of Nepal and the Government of Switzerland. One of its major focus areas revolves around 'providing early and up-to-date information to potential migrant workers.'²⁵

Importantly, these interventions aim to provide prospective TCWs with accurate information on safe migration processes, as well as refer beneficiaries to skill training, mental health services and other resources.

SaMi

The Safer Migration Project in Nepal briefly elaborates upon the following 'Priority Messages' in the 10-15 minutes long counselling sessions offered to visitors at designated and counselling centres:

- a. Proper Process of Migration
- b. Importance of Skill Training
- c. Recruitment Costs
- d. Documenting Transactions
- e. Keeping Copies of Documents
- f. Emergency Numbers
- g. Risks and Fraud
- h. Accessing More Information That Helps People Decide on Migration

Source: CIOP research study, 2019

25. Access to Information. Safer Migration Project (SaMi) Information available at: www.sami.org.np/access-to-information.

PEO DELIVERY MECHANISMS



4. DELIVERY OF PEO

4.1 PROGRAMME COVERAGE

It has been observed that, with the exception of the Philippines, PEO-related interventions are not uniformly implemented across COOs. In some cases, they are selectively carried out only in areas with a high concentration of outgoing TCWs. In particular, the programmes target and focus on the following groups:

Potential TCWs: People who are more likely than others to migrate such as, young men, women from female-headed households, single women, boys and girls who have dropped out of education among others.

Aspiring TCWs: These are defined as individuals who have obtained their passports, may be in the process of acquiring required documentations for migration and/or may have enlisted themselves in mandatory government processes.

Left behind family members of TCWs: These individuals typically include spouses and children as well as other family members who remain in the COO. These individuals are targeted as stakeholders in Bangladesh, Nepal and Sri Lanka for general and psychosocial counselling as well as improving financial literacy.

Students in secondary education: This group is recognized as future potential TCWs but also as stakeholders who are able to share information on safe migration with their families, friends and community.

Recruitment agencies: In countries where recruitment agencies need to be registered, the governments tend to make it mandatory for these agencies to provide TCWs with information on general living and working conditions in CODs. The information conveyed would vary from the nature of the job, employer expectations to general information that the aspiring TCW may require during the initial stages of recruitment.

For example, the Philippine Association of Service Exporters, an umbrella body of recruitment agencies, plays a key role in providing PEO information. The association has made it compulsory for its member agencies to conduct pre-application counselling with potential TCWs. Before the recruitment process, counselling includes briefings on job applications, challenges of working abroad as well as understanding general living and working conditions in the COD.

Civil society: Sensitization training is offered to members of civil society and to groups such as, local committees for counter-trafficking as part of initiatives to raise awareness on recruitment to foreign countries. This is particularly the case in countries where civil society along with local NGOs — operating PEO, informally — are able to provide assistance in targeting prospective TCWs at the community level. This training also provides relevant guidance, support and access to resources.

4.2 DELIVERY MECHANISMS

To effectively deliver PEO, it is important to analyse national migration data to help identify key areas that reveal links to economic out-migration trends. Consultations with relevant stakeholders and community leaders further assist in understanding these patterns. In countries where unregistered labour migration is common, access to community level information and resources is crucial, as potential TCWs are likely to be hesitant in declaring their whereabouts or intentions to migrate.

With the identification of these areas and their intended beneficiaries, PEO-related interventions are then carried out, at the community level. Usually the staff involved, including trainers and facilitators, are locals. This has been seen to render outreach, mobilization and communication to be more effective.

Three delivery mechanisms have been noted in the COOs surveyed:

1. Online PEO imparted in a test-like fashion, which takes place in the Philippines
2. Relevant individual lectures in MRCs, observed in India and Pakistan
3. A multi-pronged approach, as seen in Bangladesh, Nepal and Sri Lanka

In the Philippines, aspiring TCWs with Internet access can avail of online PEO. The person sits at a computer booth, views videos and other information, and finally, answers a series of questions. According to key informants, the effectiveness of this approach depends upon technological proficiency. While this system can bring operational ease, it has been noted that an online format does not currently replace the effectiveness of an interactive and participatory learning experience.

In countries with low literacy levels in some communities, along with the absence of a widespread online learning culture, PEO-related information tends to be transmitted through narratives, case studies, films, group discussions and lectures. Such programmes usually last between one to two hours and are carried out two or three times in each target community.

Each session is followed by an interactive discussion with beneficiaries and concludes with general reflections. In some cases, trained staff conduct household visits to further discuss the decision-making process of foreign employment with the TCW and his/her family members. If the decision is a sensitive one, aspiring TCWs often approach programme staff on an individual basis.

DELIVERY MECHANISMS



26

	Portugal	Bangladesh	India	Indonesia	Nepal	Pakistan	Philippines	Spain	Thailand	Vietnam
1, Orientation to community leaders and local governments		●				●	●			●
2, Household visits and discussion		●				●				●
3, Informal discussions with targeted households or individuals		●				●				●
4, Individual counselling		●	●			●	●			●
5, Group counselling		●	●			●	●			●
6, Online questions and information							●			
7, Use of mass and popular media		●	●	●		●	●			●
8, Dissemination in public spaces		●	●	●		●	●			●
9, Theatre, songs, films and drama in public spaces		●	●			●	●			●
10, Distribution of flyers and other IEC materials		●	●	●		●	●			●
11, Practical sessions and role plays		●				●				●
12, MRCs		●	●			●	●			●
13, Lectures in schools		●	●				●			●

Table 4: Delivery mechanisms of PEO-related interventions in COOs.
Source: CIOP research study, 2019.

26. In the Philippines, while some of the components are not in the mandatory online PEO, they are covered in other programmes. However, some key informants were of the opinion that with the online PEO in place some activities such as community visits have reduced.

4.3 DURATION OF PEO

Since informal PEO information is observed to typically stem from different sources, it is difficult to accurately estimate the time allocated specifically for each PEO component. Nevertheless, individual and group orientations provided by MRCs generally last approximately 15 minutes and focus primarily on the resources available to aspiring TCWs rather than the information itself.

Based on the expertise of key informants as well as the structure of PDO, it is understood that PEO should last from a few hours to multiple days, depending on the national context and associated needs.

It is often recommended that PEO must not last too long in order to avoid discouraging prospective TCWs to take part. However, sessions need to include sufficient useful information to support beneficiaries in making this decision.

Others note that PEO would benefit from not being a one-time intervention, but rather an ongoing process where guidance is provided to prospective TCWs at different points in their decision-making process.

4.4 TARGETING AND OUTREACH

An effective targeting strategy, with use of the right tools, is crucial in ensuring PEO is delivered to the correct group of beneficiaries. This exercise of outreach and targeting is largely carried out by local field staff.

For instance, among Sri Lanka's Tamil population, more women than men are likely to migrate since unregistered intermediaries grant USD 3,000 as incentive for women to migrate for foreign employment. In such communities, grass root NGOs target Tamil women.

In various countries and under certain circumstances where — owing to cases of social stigma — prospective TCWs are less likely to share their desire or plan to migrate. This Background Report has noted examples of programmes which have responded with innovation to this challenge.

1) USING RETURNEE TCWS AND GROUPS

In **Bangladesh**, for instance, SDC has engaged returnee women's groups to reach out to women who are not comfortable in revealing their intention to migrate due to stigma and possible fear of backlash. The idea has grown from being exclusively for women to now organizing mixed groups that reach out to men as well.

In **Nepal**, SDC and ILO funded programmes recruit local returnee women as programme staff. Since aspiring TCWs see these women as a potential source of key knowledge, they are more likely to approach them for information.

2) USING GOVERNMENT DATA TO IDENTIFY BENEFICIARIES

In **Sri Lanka**, one way of identifying aspiring TCWs is by obtaining lists of nationals who have applied to the SLBFE and other relevant government entities for a passport. Equipped with these lists, NGOs then deploy local volunteers to reach out and counsel these individuals and their families.

The wealth of experience, their training and advantage of belonging to the community, has led these women to emerge as strong voices in informing and inspiring safe migration.

The value of this model is in the continuous creation and capacity-building of local resource persons as well as in encouraging the programme's ownership by the community itself.

Sri Lanka laws require women with children below the age of three to mandatorily fill a family background form — a process of registering information and gaining consent to ensure that the family will be responsible for childcare. While it has been seen as controversial by some and often blamed for pushing irregular migration, it can be considered a resource for SLBFE Development Officers who then visit these homes after receiving the forms. Such visits create a platform for disseminating vital information to TCWs and family members as well as guide discussions.

In **Nepal**, SaMi and the ILO-DFID funded Work in Freedom programme (WIF) have recruited social mobilizers from government programmes as partners to identify potential TCWs. They have used local civil society groups such as ward citizen forums and civic awareness centres to identify potential TCWs and disseminate information on safe migration. Snowballing from aspiring TCWs is another strategy common in Nepal.

Targeting is, often also, sectoral in nature. Programmes in most countries holding informal PEO, target women who go abroad solely for domestic work. For instance, in Chittagong in **Bangladesh**, there are numerous cases of women being trafficked to India and ultimately abroad. Due to this trend, NGOs such as Action for Development as well as programmes such as WIF, usually target adolescent girls and young women.

4.5 INSTITUTIONAL PARTNERSHIPS AND COOPERATION

The best examples of strong institutional partnerships to carry out PEO are noted either when programmes have been funded by donors and run by local NGOs, or when governments join with donors in PEO interventions.

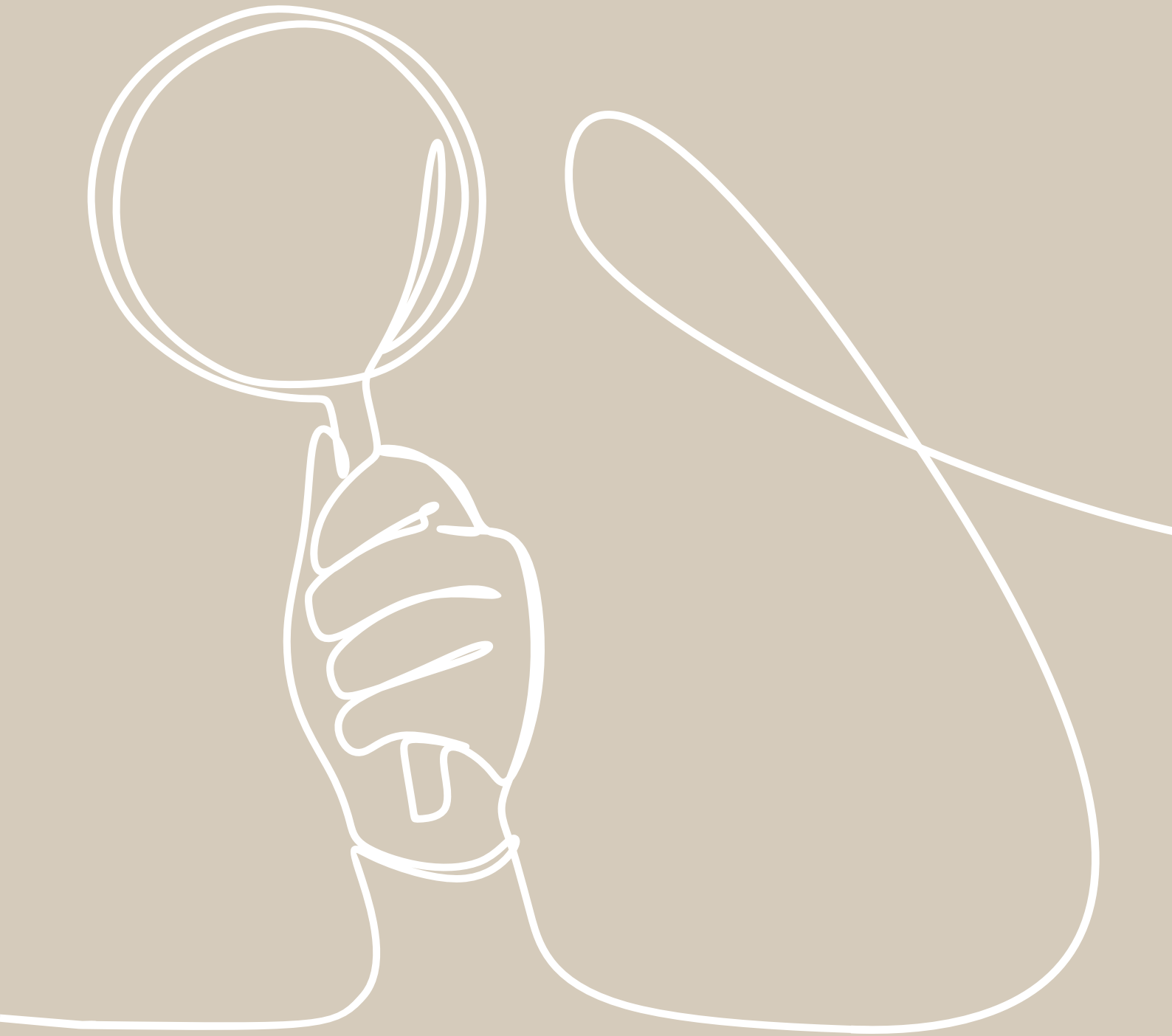
As this report has noted, efforts have been made to institutionalize mechanisms for stakeholder engagement within the structure of different programmes. Such arrangements can influence policy developments, create enhanced PEO awareness and encourage coordination between local implementing partners, district level government staff and central government.

In countries where civil society is active, programmes have been able to train and mobilize women's groups, farmers' organizations, community leaders and other local groups to disseminate key information on PEO. This community engagement ensures PEO-related interventions are relevant, effective and useful in the long-term.

In the existing model of government-run PEO and activities similar to PEO — from household visits in Sri Lanka, to MRCs in India and Pakistan, to the online PEO in the Philippines — this Background Report generally notes strong coordination between local and central governments but less engagement with other stakeholders. Engagement with educational institutions is deemed to be a strong component of PEO and a key area for partnership. The governments of Bangladesh, the Philippines and Sri Lanka have included PEO-related programmes as activities in schools.

Similarly, when recruitment agencies run independent and private PEO-related interventions, they do not generally involve other stakeholders. However, when select recruitment agencies organize job fairs to promote vacancies, they work with local educational institutions and local governments.

MONITORING PEO



5. MONITORING PEO

Collecting data on PEO and PEO-related interventions is a crucial dimension in ensuring PEO has the desired impact of supporting prospective TCWs make well-informed decisions on foreign employment.

This section of the report outlines trainer competencies, resource mobilization and monitoring systems.

5.1 TRAINING AND ACCREDITATION OF TRAINERS

In **Bangladesh**, youth volunteers receive intensive training on safe migration from different implementing NGOs. Organizations provide training and periodic refresher courses even to volunteer staff.

In **Sri Lanka**, officials from the SLBFE are provided with on-the-job training and refresher courses relating to conducting household visits once a person has submitted the family background report.

“But the monitoring we get gives feedback only to specific processes of what took how much time, what was understandable, etc. and not to the whole process.”

- Key Informant Interview

In the **Philippines**, training manuals for trainers were developed by IOM. There is no specific training for trainers regarding the current online PEO. NGOs and government staff who manage MRCs and conduct community and courtyard meetings receive pre-induction training. Except for skill training and psychosocial counselling, trainers do not receive certificates for the training received.

Trainings of Trainers (TOTs) tend to be included in formal programmes such as those focused on anti-trafficking and safer migration. Generally, subject-specific training manuals are developed for trainers to ensure that trained staff maintain consistency, ensure a standard level of quality and are able to monitor knowledge dissemination.

However, this Background Report has found that though the knowledge of these trainers is periodically enhanced with new information, it remains inconsistent across the COOs.

5.2 RESOURCE MOBILIZATION AND MANAGEMENT

PATTERNS OF RESOURCE MOBILIZATION

There are mixed patterns of resource mobilization, depending on the programme and involvement of different stakeholders.

The governments of India, Pakistan and the Philippines, fund and run their own PEO and PEO-related programmes. The Philippines also engages private sector funding in its various campaigns against illegal recruitment.

In India, the State Government delivers PEO interventions with funding from UN-Women.

In Bangladesh, Nepal and Sri Lanka, implementation so far is largely funded by donors.

In Nepal, the third phase of the SDC programme which started in 2018, is being implemented by the Local Government with SDC providing technical support.

5.3 MONITORING

Those responsible for monitoring the impact of PEO and PEO-related activities are encouraged to view these interventions as a learning process – where outcomes should not be constrained to immediate impact but should seek to measure behavioural and attitudinal change.

This change must be reflected in potential TCWs taking stock of their options locally, understanding their rights and responsibilities in CODs as well as voluntarily taking safe pathways to labour migration. However, key informants put forth that existing mechanisms are not able to sufficiently measure objectives in both government-led and other PEO initiatives.

Monitoring mechanisms are often optional, form-filling exercises. These mechanisms are often useful as part of reporting modalities between implementing partners and donors. This is seen in the Philippines, where beneficiaries who have completed the online PEO are able to fill out an evaluation form for the purposes of feedback.

For those who take PEO elsewhere, these forms are made available in the Philippines Overseas Employment Administration (POEA) offices. POEA staff admit that only a fraction of those who take the tests complete the feedback form – that is, out of an average 400 people coming to POEA, only 20 fill out the form.

According to key informants, the review of these forms are vital and provide critical inputs. For instance, they learnt that the current feedback mechanism offers inputs to only parts of the programme but do not comprehensively cover PEO.

In cases where NGOs and private companies implement PEO, the feedback process is intended largely for donors and is mostly quantitative in nature (eg. number of beneficiaries reached, number of visits and activities conducted). Some report pressure to meet targets since their own occupational merit depends largely on achieving these targets.

5.4 CONTINUITY IN MONITORING

The examples of Bangladesh and Nepal are significant in illustrating how local social mobilizers have invented a new process. The mobilizers report cases of change by documenting stories which show the impact of PEO information — like when people change their mind and decide to start a business at home instead of going abroad, or when victims of trafficking were able to then select a safer migration process and learn the importance of skills development.

Over a period of time, local stakeholders have made innovations in monitoring PEO activities and finding creative ways of collecting data and feedback. Programmes that have run for several years, mostly in Bangladesh, Sri Lanka and Nepal, have typically been implemented in a phased approach, with the same donor and/or implementing partners. While it is acknowledged that there is significant scope to further develop PEO, this continuity in programming helps immensely. Programmes were able to retain institutional memory and incorporate lessons learned and best practices moving forward.

5.5 FUNDAMENTAL CHALLENGES IN MONITORING

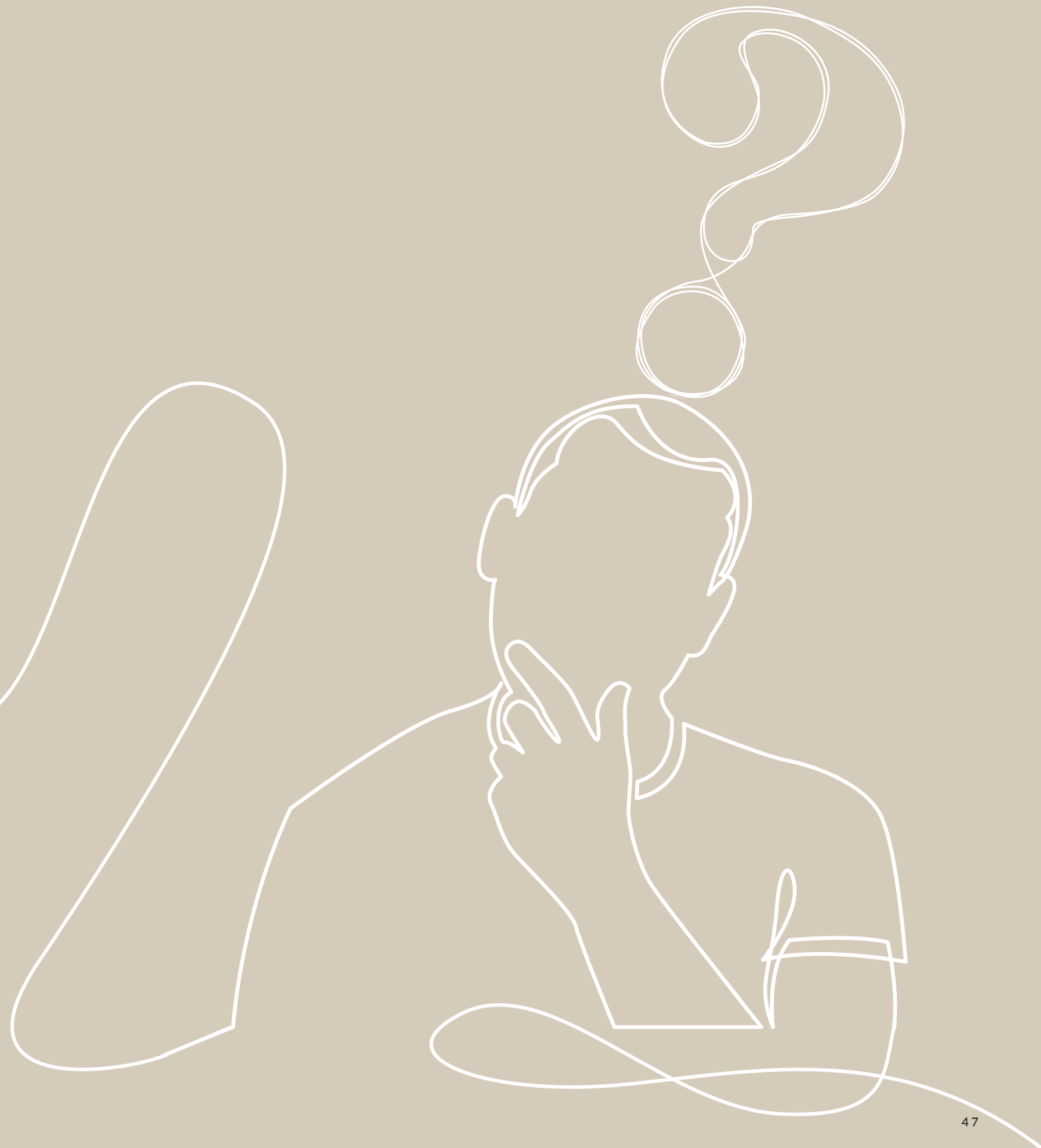
This Background Report has broadly found three fundamental challenges in current monitoring systems that hinder capturing a deeper understanding of sentiments relating to PEO impact.

a. Focus on Quantitative Targets: The general practice of setting quantitative targets often creates pressure on the implementing agencies to focus mostly on quantitative achievements rather than on enriching qualitative understanding. This is partially due to donor targets being largely quantitative in nature, as well as standard reporting formats, designed to measure quantitative outcomes. Consequently, programmes devote less resources to evaluating attitudinal and behavioural changes, understanding qualitative changes over time as well as incorporating best practices moving forward.

b. Lack of Resources and Infrastructure: Key informants recommended the government take on the lead role of monitoring and capacity-building. Shortage of human resources and weak infrastructure has led to poor monitoring and the lack of proper feedback mechanisms. As a result achievement of long-term objectives of these programmes tend to be hampered.

c. Lack of Coordination: Some stakeholders felt that monitoring and feedback mechanisms were disjointed from the programme system and that different components operate in silos. Feedback mechanisms require coordination between all entities operating across the community, local and national levels as well as between relevant ministries and departments. Currently, across the COOs surveyed, this appears to be lacking.

PEO ANALYSIS AND NEEDS ASSESSMENT



6. PEO ANALYSIS AND NEEDS ASSESSMENT

Based on the key findings of existing PEO and PEO-related interventions, this section focuses on describing the common strengths and challenges in the COOs surveyed.

6.1 COMMON STRENGTHS OF PEO

PEO in itself is a forward-looking development when it comes to strong migration management. Both the UN Sustainable Development Goals (SDGs) and GCM reiterate the compelling need to educate prospective and outgoing TCWs on safe labour migration. This sentiment further reflected in the feedback received from key informants.

This Background Report has found the following to be seen as some of the main strengths of existing PEO-related programmes:

Timely Interventions

The strength of existing programmes that deliver PEO components is that they have a long time frame for intervention. It can consist of multiple engagements with potential TCWs until they are able to make a decision about migration.

This is one of the biggest challenges of PDO as it needs to be completed within a short time-frame — a factor that constrains its productivity. Key informants also pointed out that existing PDO offered limited learning outcomes and some TCWs consider it to be a mere formality, necessary for compliance rather than as a meaningful learning endeavour. The timing of PDO is important to consider. By the time TCWs come to take the PDO, they are close to their departure, which can be a time of anxiety and stress due to a number of possible factors — completing all administrative requirements, saying goodbye to family and friends, and lastly, moving to a new and unknown place.

In contrast, PEO is better placed to support the decision-making process, as prospective TCWs will not yet have invested too many resources in the migration process, and will be less stressed and anxious. Thus, the beneficiary can engage and learn more during PEO, reflecting on their circumstances and feasibility of foreign labour from the very start.

Since PEO-related interventions are given at both the household and community levels, potential TCWs have several windows of opportunity to seek counselling. Similarly, service providers have adequate time to guide aspiring TCWs with useful information. It has been noted that some local implementing partners are able to conduct several visits to the same person, as part of community PEO.

Reducing Irregular Migration of Unprepared TCWs

As PEO is designed to be delivered early on in the migration process, potential TCWs are able to meaningfully think about their circumstances, the pathways that they would choose and the benefits of ensuring long-term safety over short-term gains from unsafe migration. The migration process and experience abroad can be intense and challenging – one has to be prepared to deal with alienation along with the stress and anxiety of coping with new circumstances.

Key informants observed that many TCWs are mentally and emotionally unprepared when they come to PDO. When TCWs are unprepared, they are less likely to be able to effectively manage challenges and steer away from difficult or dangerous situations. This has serious impacts for labour recruiters, employers and other stakeholders in CODs. PEO, when done correctly, has the potential of guiding aspiring TCWs with correct information and making them rethink their decision if they are unprepared.

“After two meetings, I checked how much my sister-in-law was getting in Malaysia. She was earning around 105 dollars a month. I calculated that in the end, my savings would be only USD 52.58 in that case. As I was leaving my 3 year old child, I would have to give money to my sister for his care-work, communicate regularly and that would be extra cost for me. So, I thought if I can earn that much here, I would not want to leave my child. I am glad I made this decision.”

- In-depth Interview,
beneficiary, Nepal

Cases have shown that after a few rounds of discussions, beneficiaries of PEO activities have realized that migration was not the best option for them. Many have also reconsidered migration or the unsafe pathways that they were about to take. For example, cases were heard of women with young children and no support from their husbands wanting to migrate with forged health certificates.

Another instance included caretakers of elderly parents who wanted to work abroad to secure a higher income. In all such cases through repeated counselling local social mobilizers have been able to guide the beneficiaries to rethink their decision and avoid risks of migration failure further down the line, as well as incurring unnecessary costs and debts.

Increasing Awareness About Contractual Obligations

Key informants who are engaged with national redressal processes, have realized that most of the time, workers do not have successful migration experience because they do not understand the significance and implications of signing an employment contract. They do not realize that contracts are to be honoured by them as much as by the employer. Often, they are not aware of what is expected of them as per their contract. They believe that the document is a mere formality. When they face difficult times in the COD, they end up violating the terms of their contract.

Recruiters commonly face the issue of workers not fully understanding the job expected of them as outlined in their contract. This problem can be solved by making aspiring TCWs understand, during the pre-employment stage itself, that a contract is an obligatory document. PEO can support making the application process more efficient, by making beneficiaries understand the steps of the hiring process, qualification standards, required documentation as well as medical and immigration requirements.

Orienting Family Members

There is a growing body of literature on the social costs of migration. This includes the psychosocial problems of children and spouses left behind, the disintegration of family and spousal relations, school drop-outs of children, violence, as well as cases of alcoholism and drug abuse in children. Ostensibly, this is a challenge for COOs. However, as family problems can negatively impact the productivity of workers, it has repercussions on employers and CODs as well.

Programmes targeted at families in COOs have found that when family members receive orientation along with the prospective TCW, there is potential to make better and more inclusive decisions, pre-emptively addressing these challenges. Many of the existing programmes that have PEO components target family members, focusing on preparing both the TCW and family for financial and family management as well as ensuring that all understand the importance of safe migration pathways. This is not deemed possible in PDO.

Reducing Stress on PDO

During PDO, key informants observe a significant difference between TCWs who have engaged in PEO activities and those who have not. Outgoing TCWs attending PDO after taking PEO are better prepared, more knowledgeable and equipped for their journey. Institutionally, this preparedness reduces the stress on PDO which, in many countries, face limitations of time and resources ranging from small classroom sizes, overcrowding to short durations.

Curbing Trafficking

In contexts where there is a thin line between trafficking and labour migration, PEO helps a potential TCW gain a better understanding of trafficking. In some countries like Sri Lanka, NGOs are collaborating in the national anti-trafficking measures to develop a PEO module on trafficking. The first round of mapping including NGOs working on trafficking in the country has already been completed.

“Our assessment shows that 58% of people who attended the training decided not to go, for different reasons. So, pre-decision orientation is very much helpful for them.”

- Key Informant Interview,
Bangladesh

“The most rewarding moment for me was when an aspiring migrant's mother who attended our training did not let her son apply until he took our training.”

- Key Informant Interview, Nepal

Producing Critical Human Resources

A few countries have fully trained human resources for informal PEO. These personnel typically work as volunteers but should be seen as important assets with the potential of being employed for formalized PEO positions in the future. For example, under the SaMi project, 160 paralegal officers have been trained in Sri Lanka along with 15-20 returnee volunteers in Nepal in each of its 75 districts.

Similarly, WIF, in Bangladesh and Nepal, has trained local volunteers to conduct informal PEO. Hence, there is already a strong cadre of people at the community level who are well positioned to deliver formal PEO, and should be seen as crucial assets for the development of future national PEO systems.

6.2 COMMON CHALLENGES OF PEO

Conceptualizing PEO

While there is a theoretical understanding amongst donors and national governments that PEO is one part of a four-step continuum, it has been found that this has not necessarily trickled down to the community-level. As a result, while preparation for going abroad is a strong component in existing activities, the links to other parts of migrant orientation in PEO is either weak or non-existent.

While only the Philippines has institutionalized a mandatory PEO, policies in other countries such as, Bangladesh, Nepal and Sri Lanka have emphasized the need to help prospective TCWs make well-informed decisions without having to make PEO mandatory. For other COOs, helping aspiring TCWs during the pre-employment stage does not appear to be a current principal focus.

Accordingly, the disparity of importance attached to decision-making processes at the pre-employment stage, is a clear indication of a need for countries to further understand the benefits of PEO that are tailored to their respective national contexts.

Another conceptual flaw is that existing PEO-related interventions place much more emphasis on the rights and protection of future TCWs, and less on their responsibilities, duties and obligations in CODs. As effective labour mobility hinges on productivity and good conduct in both societies and workplaces, this should be seen as a cornerstone in all PEO interventions.

As a result of a lack of a comprehensive monitoring system or widespread dissemination of information relating to proper procedure, some TCWs were found to do PEO after PDO in the Philippines. This is problematic, as it renders the purpose of PEO redundant. Additionally, while online PEO is effective from a management and resource mobilization perspective, it does not necessarily support the full vision of PEO.

This is because of the absence of participatory and interactive engagement in encouraging reflection, consultation and in providing the necessary time to make a well-informed decision.

Against this backdrop, many outgoing TCWs were found to treat PEO as a mere formality necessary to complete in order to leave the country. Nevertheless, this report notes the usefulness of having a mandatory online PEO, especially in countries where people are used to online learning.

An online PEO could be included in the final steps of a longer PEO process to verify that the prospective TCW has attended PEO as well as acts as an opportunity to reiterate key information.

In cases, where the general public is not used to online learning platforms,



a final compulsory PEO should be taken offline (perhaps using the same content as the online PEO), either on paper or orally, as a mandatory process before registering for PDO.

Content of PEO

Other than in the Philippines, there are no standard curricula and training modules for PEO. Existing PEO programmes lack resource materials with content that depicts life and employment in CODs. It has been found that materials generally used are not appropriate for orientation programmes, as they appear to be produced either for tourism or for humanitarian causes.

Alternatively, documentation and/or visual material use stereotypical and imagined cultures rather than presenting the culturally diverse and accurate landscape of employment in the Gulf states.

At the pre-employment stage, PEO beneficiaries may not have considered foreign labour or even known where they could go, nevertheless it would still be beneficial to show generic photographs of the realities of life and work in popular CODs, while emphasizing workplaces in the countries. Additionally, as the fieldwork reveals, recruiters and employers face persistent challenges with TCW who do not fully comprehend the work expected of them, thus leading to future low retention rates.

Practical Challenges

Poor infrastructure and erratic power supply, have affected informal PEO in rural areas of Southern Asia. For example, while documentaries and videos are highly effective with less educated communities, there is a challenge due to lack of infrastructure, particularly in public spaces during the rainy season. Such a situation calls for innovation and resource mobilization.

The central governments in COOs could explore the provision of additional support to these programmes in order for them to overcome such challenges. For instance, the government could review the possibility of providing space in its local offices with adequate infrastructure for PEO-related activities. Similarly, it could also divide the task of training and delivering PEO between members of the local government and local NGOs in case of remote and inaccessible areas.

Unintegrated Framework, Institutional Coordination and Leadership

It is noted that there is a tendency to overload PDO programmes, making implementation more difficult and hindering beneficiary learning. Except for women domestic workers in Sri Lanka, PDO programmes are largely shorter in duration. Additionally, this is also the time when typically soon to be departing TCWs are not able to effectively absorb and retain information. They are busy preparing to leave the COO as well as trying to manage stress and anxiety during this delicate time.

Another gap identified is the lack of engagement with the spectrum of stakeholders involved in labour mobility. For example, with recruiters and employers, both of whom play a crucial role in foreign employment in some countries. While in Bangladesh and Nepal, programmes like WIF have tried to engage with local recruiters, feedback suggests that this has not always been hugely successful due to the negative perception recruiters may have of NGOs.

“It is the same module that was there when we started the programme a long time ago. It is so old that I know it by heart now and I can tell when there is no projector.”

-Key Informant Interview

“When we go to speak with them (men), they pretend to be busy. This is our main challenge. 80% of our participants are women”

- Key Informant Interview, Sri Lanka

Outreach and Targeting

While most of the programmes, particularly those in Southern Asia, have material that is specifically tailored for women, it is important to note that the majority of TCWs are men. PEO must provide information that caters to the vulnerability of women TCWs but acknowledge that men are also vulnerable to exploitation and abuse.

Men should not be left out of counselling and other PEO-related activities. Hence, there is a need to tailor targeted approaches to ensure that men also have access to, and are included in PEO. A consistent complaint heard was that men did not want to attend PEO-related programmes, that they would pretend that they were too busy or looking for jobs.

Monitoring Systems

Across all the COOs, challenges relating to monitoring and feedback mechanisms of PEO and PEO-related interventions, were observed. In both formal and informal settings, monitoring is largely based mostly on quantitative data. Since PEO is mostly informal, there is no monitoring mechanism that could be reviewed — except noting the collation of quantitative indicators and field visits from different programmes that include PEO components.

This, then, becomes programme specific monitoring rather than the monitoring of PEO itself. The process of PEO is holistic with multiple objectives and approaches and hence, cannot be captured in quantitative data alone. Additionally, there is also a lack of an accreditation system for PEO trainers.

Capacities of Institutions Providing PEO

COOs such as Bangladesh, Nepal, Philippines and Sri Lanka with an existing pool of trained human resources involved in formal and informal PEO should seek to formalize these arrangements into a national PEO system. Even after creating the requisite human resources, retaining them becomes a critical challenge for PEO implementing agencies.

Key informants added that local NGOs are plagued with issues of poor funding and hence, cannot pay their staff members well. As a result, these NGOs, conducting informal PEO at the community level, are often unable to retain their staff, primarily local facilitators. Therefore, while a significant resource is spent on training and building capacities of local facilitators, they often cannot be retained.

Sustainability and Financing of PEO

Since existing informal PEO activities are largely donor-funded, they hold the potential of being phased out, if there is a change in donor priorities and commitments. There are currently no alternative methods to ensure the sustainability of these interventions and programmes.

6.3 NEEDS ASSESSMENT OF PEO IN COOS

Across COOs, PEO and PEO-related interventions are not homogeneous — neither in their conceptualization nor in their implementation. It is because of this diversity in its content, form and delivery that it is often a challenge to devise a common framework for existing needs that speak uniformly for all countries.

Against the backdrop of the mapping exercise of this Background Report, as well as an analysis of the general strengths and challenges of existing PEO and PEO- interventions, the following tables categorize the status of PEO in each COO according to the relative strength of their PEO programmes.

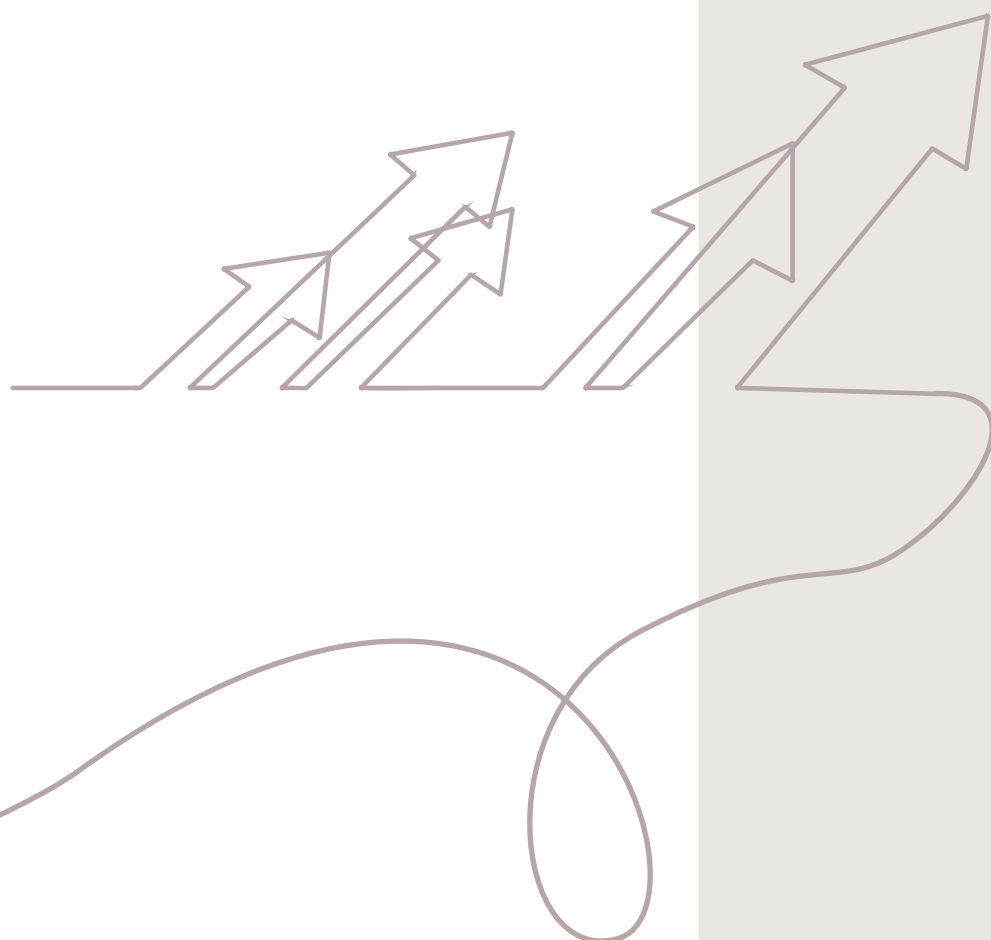
Strong PEO: Exclusive mention of PEO in policy/ legalized and mandatory PEO

Medium PEO: Brief mention of PEO-related activities in policies, and structures exists for PEO and/or forms of PEO programme across a wide geographical coverage

Weak PEO: No explicit mention of PEO and/or some form of PEO programmes but less geographical coverage

Non-Existent PEO: No mention of PEO and no evidence of existing structures for PEO and/or forms of PEO programmes

The tables in the following pages depict the status of PEO in ADD countries. Source: CIOP research study, 2019.



STATUS OF PEO IN ADD COOS

STRONG PEO			
COUNTRY	PEO IN MIGRATION POLICIES	PRESENCE OF FORMAL/INFORMAL PEO PROGRAMMES	REMARKS
PHILIPPINES	<ul style="list-style-type: none"> Mandatory PEO for all, with a standard curriculum 	<ul style="list-style-type: none"> Formal government-run PEO, active across the country 	

MEDIUM PEO			
COUNTRY	PEO IN MIGRATION POLICIES	PRESENCE OF FORMAL/INFORMAL PEO PROGRAMMES	REMARKS
BANGLADESH	<ul style="list-style-type: none"> No explicit mention of PEO in migration policy 	<ul style="list-style-type: none"> Government officers assigned at the district level to provide information to those who seek information before making decisions Longstanding and active engagement of NGOs and donors in running programmes that have PEO content, conducted in many parts of the country 	<ul style="list-style-type: none"> The Expatriates' Welfare and Overseas Employment Policy (2016) notes "<i>Orientation programmes should be done to prepare workers for travelling abroad.</i>"
NEPAL	<ul style="list-style-type: none"> PEO is not mandatory 	<ul style="list-style-type: none"> PEO-related programmes funded by donors —run by donors and the Government across different districts PEO-kind of programmes run in partnership between the government and NGOs in some districts MRCs run by non-government and government, in collaboration, offer PEO-kind of information 	<ul style="list-style-type: none"> National foreign employment policy envisages programmes that help the general public decide on foreign employment. PEO programmes include a procedure to internalize foreign employment related opportunities, risks and options, financial literacy and safe employment
SRI LANKA	<ul style="list-style-type: none"> PEO is not mandatory 	<ul style="list-style-type: none"> Government offers to counsel prospective women TCWs, who have children below the age of five, when they go to complete a family background check Longstanding donor-funded programmes with wide geographical coverage exist 	<ul style="list-style-type: none"> The National Labour Migration Policy for Sri Lanka (2008) recognizes that the absence of an environment that promotes informed decision-making on migration for employment can significant challenges

WEAK PEO			
COUNTRY	PEO IN MIGRATION POLICIES	PRESENCE OF FORMAL/INFORMAL PEO PROGRAMMES	REMARKS
INDIA	<ul style="list-style-type: none"> No explicit mention of PEO in migration policy Focus is on imparting technical skills to improve access to employment opportunities abroad 	<ul style="list-style-type: none"> PEO-like activities in MRCs established by donors in some states. Information dissemination happens through occasional street dramas 	
PAKISTAN	<ul style="list-style-type: none"> No explicit mention of PEO in migration policy Focus is on up-skilling prospective TCWs rather than on providing information 	<ul style="list-style-type: none"> PEO-related Information provided through MRCs by local government but only in the province of Punjab 	

NON-EXISTENT PEO			
COUNTRY	PEO IN MIGRATION POLICIES	PRESENCE OF FORMAL/INFORMAL PEO PROGRAMMES	REMARKS
AFGHANISTAN	<ul style="list-style-type: none"> No explicit mention of PEO in migration policy 	<ul style="list-style-type: none"> No PEO-like programmes found to be run by the Government or other stakeholders 	<ul style="list-style-type: none"> Regulation for Sending Afghan Workers Abroad (2015), Chapter 4, Article 11, points out that the basic training courses for social, environmental and workplace acquaintance have to be provided by the employer in the COD
INDONESIA	<ul style="list-style-type: none"> No explicit mention of PEO in migration policy 	<ul style="list-style-type: none"> No PEO-like programmes found to be run by the Government or other stakeholders 	<ul style="list-style-type: none"> The National Agency for the Placement and Protection of Indonesian Overseas Workers (BNP2TKI) have information dissemination as one of the main duties and maintain that this must be done through PDO
THAILAND	<ul style="list-style-type: none"> No explicit mention of PEO in migration policy 	<ul style="list-style-type: none"> No PEO-like programmes found to be run by the Government or other stakeholders 	
VIET NAM	<ul style="list-style-type: none"> No explicit mention of PEO in migration policy 	<ul style="list-style-type: none"> No PEO-like programmes found to be run by the Government or other stakeholders 	

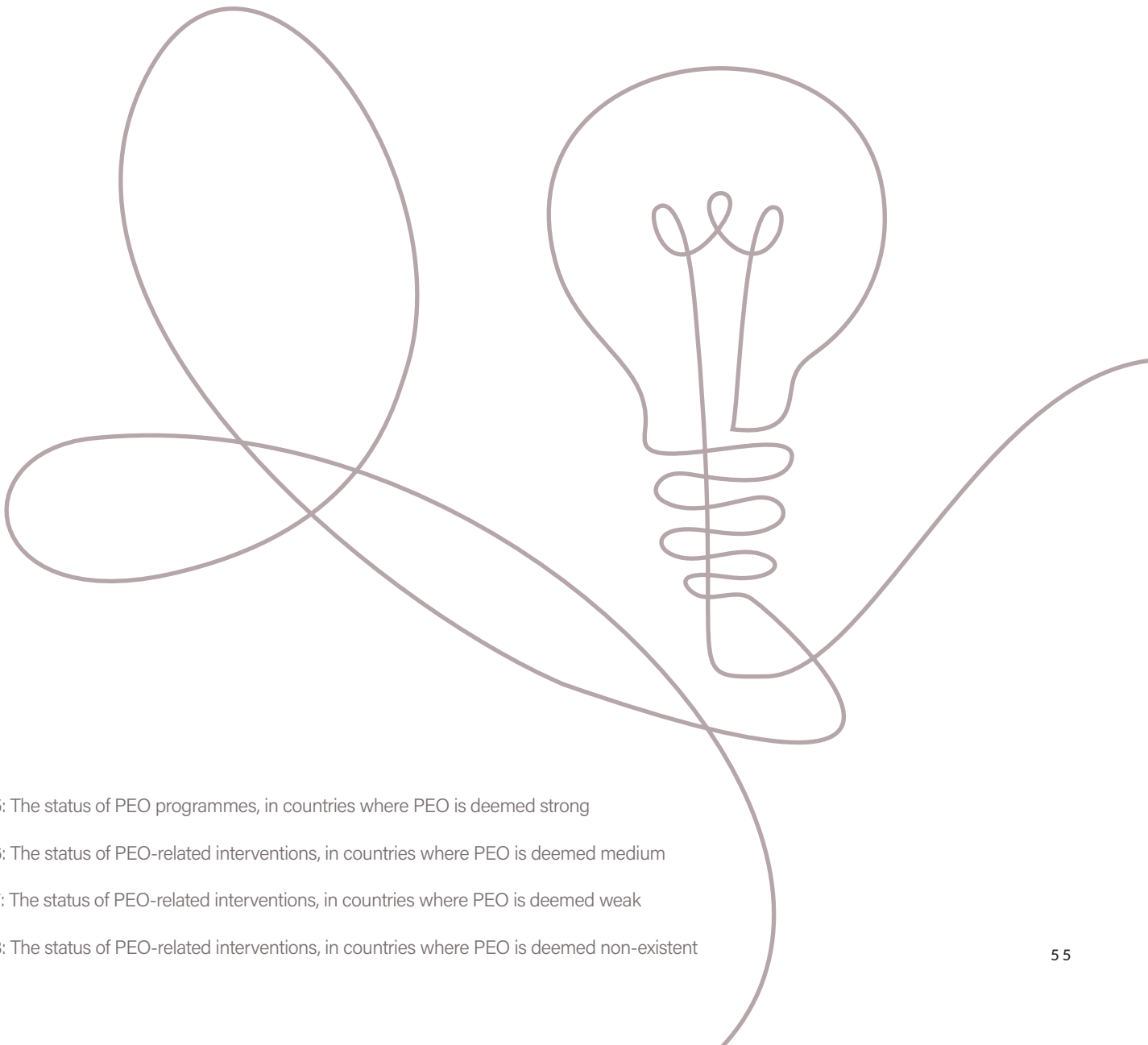
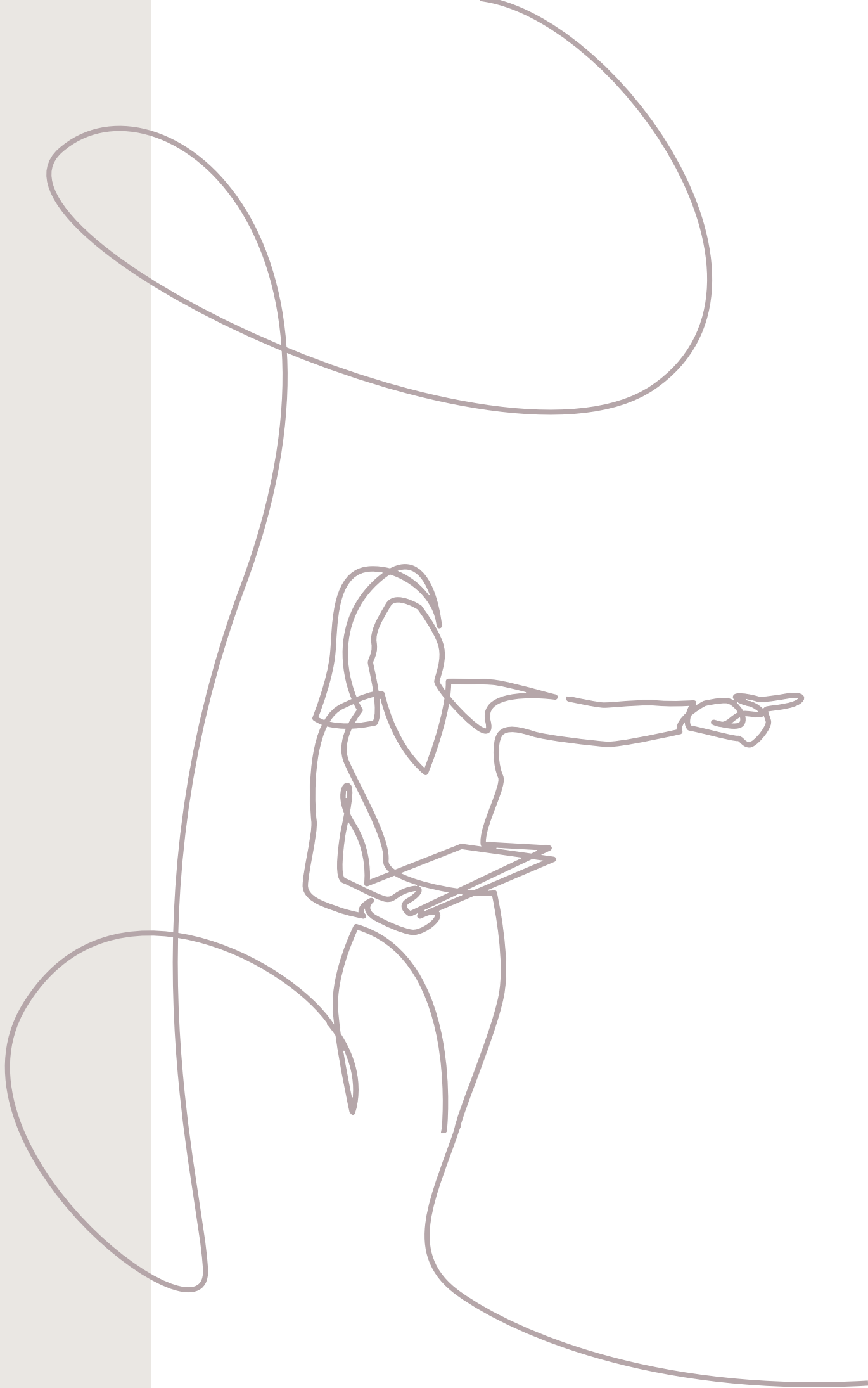


Table 5: The status of PEO programmes, in countries where PEO is deemed strong

Table 6: The status of PEO-related interventions, in countries where PEO is deemed medium

Table 7: The status of PEO-related interventions, in countries where PEO is deemed weak

Table 8: The status of PEO-related interventions, in countries where PEO is deemed non-existent



RECOMMENDATIONS FOR PEO AND THE WAY FORWARD



7. RECOMMENDATIONS FOR PEO AND THE WAY FORWARD

It is not wholly feasible to tailor recommendations that cover such a vast range of different contexts across the COOs surveyed. Therefore, this Background Report chooses to list out some general recommendations that hold relevance to all countries surveyed. However, in addition to these recommendations, the report also presents country specific recommendations which take into account the needs, the gaps, the strengths and the context of PEO in each COO. These country specific recommendations are given in the last section of this chapter.

PEO should not be conceptualized as a system of classroom teaching or a one-off programme. It should be understood as a multi-fold process of helping people who are on the verge of making a decision to migrate, listening to them reflect on their current life, weighing the pros and cons of their decision to migrate and guiding them with accurate information.

7.1 GENERAL RECOMMENDATIONS

1. **Mandatory PEO:** Consider making PEO mandatory, ensuring it is owned and financed by the national government.
2. **Accreditation and Standardization:** Develop an accreditation system for PEO to ensure trainers are able to deliver standardized and high-quality orientations.
3. **Explain PEO:** Support relevant authorities, TCWs, their families, employers and recruiters to understand the importance and benefits of PEO.
4. **Regional Guide:** Using the 'Regional Guide and Management System for Pre-Employment Orientation in Abu Dhabi Dialogue Countries', COOs are encouraged to adapt the modules and framework to suit their respective national contexts.
5. **Knowledge Sharing:** Use global platforms for exchanging best practices and innovations in teaching and orientation methods. Regional platforms such as, the ADD and the CP can be used for this exchange.
6. **COO-COD Linkages:** Countries must ensure active engagement of COOs and CODs for PEO by facilitating inter-ministerial coordination and engagement.

PEO Design

In the current stage, a hybrid system that brings together formal online information with informal but systematic information dissemination such as peer-education or use of local social mobilizers would be most effective. According to several key informants, due to low information technology literacy, computers might not be effective in southern Asia but smart phones could be considered for the partial implementation of PEO as they are already a common sight and thus enable users to easily access required online information.

PEO Content

In this Background Report, some themes have been noted as less common than others — like financial literacy, acquiring skills for jobs and linkages to skill centres, assessing mental preparedness, exploring options in home countries and family management. However, they are very important, and every country could consider adopting these themes in their PEO programmes, benefitting both prospective TCWs and their families. Further, experienced stakeholders are of the opinion that materials used for PEO should not convey negativity around migration.

This has been found to have a detrimental effect as some TCWs have ended up ignoring messages of safe migration. Instead, messages should be tailored to enable beneficiaries in making informed choices. In an effort to sow key lessons in the minds of aspiring TCWs, PEO should be informative but also catchy and entertaining.

Further, it is key that COOs provide not only information to prospective TCWs on their rights and access to related resources and services but also their obligations,

responsibilities and general expectation of employers. This is to be understood to be an equally important part of ensuring workers' safety. Such challenges can be addressed through PEO sessions during which prospective TCWs are helped in understanding these themes as well as the obligatory nature of contracts.

As the purpose of labour migration is focused around employment, beneficiaries would benefit from a clear understanding of the importance of TVET. This would not only boost the aspiring TCW's confidence but also promote the matching of competitive candidates to relevant employment opportunities.

Many COOs have facilitated coordination between national TVET programmes and labour migration departments in order to cater to TCWs' skills training and development. PEO should strive to highlight this crucial dimension of the migration process, underline the significance of having the right skillset and soft skills as well as be able to guide beneficiaries to the appropriate training centres.

The referral to a regional framework for PEO modules is a useful exercise for countries in tailoring programmes to context-specific needs. Some countries such as Bangladesh have a pre-established practice of translating into local languages each of the modules developed in the country by donors and international organizations. Other countries can learn lessons from countries like Bangladesh on effective methods that contribute to the local adaptation of modules. Effective local adaptation should seek to address differences and nuances of migration patterns, local traditions, community and family structures.

Delivery Mechanisms

PEO delivery appears to be most effective when adopting a multi-pronged design. This could consist of methods such as mass sensitization, family and individual counselling followed by a final mandatory test. Similarly, a combination of models from the COOs surveyed can be referenced to suit different contexts. Maintaining engagement with the community, the individual and mass-campaign models of Bangladesh, Nepal and Sri Lanka can be used as part of the counselling process.

The mandatory online PEO test component of the Philippines can also be modified if beneficiaries are not comfortable with online activities and could be used as an exam module that can be taken after completing the PEO course. Complementarily, appropriate supporting material should be developed. It is noted that audiovisual material has the advantage of getting information across more effectively in a much shorter span of time.

It is also recommended to devise PEO delivery as per the needs of different groups. For example, due to practical difficulties, PEO-related activities are often delivered during the afternoon. Given that men might be working or looking for employment during the day, they might prefer morning or evening sessions.

Furthermore, in Sri Lanka, the creation of jingles using popular songs to steer listeners to more comprehensive resources on labour migration could be particularly effective when targeting beneficiaries who have lower levels of literacy.

Useful referral materials that a potential TCW could use to seek further information after the programme ends, should also be developed and distributed accordingly. Programming in Sri Lanka and the Philippines have done this effectively.

Human Resources

Building of the national resource persons who possess a wealth of knowledge and experience with informal PEO is crucial. This would include mobilization of groups that play a key role in local communities such as returnee groups, women's groups, farmers' organizations along with community leaders and various other local groups. The capacity of these personnel and institutions should then be strengthened and formalized through training and accreditation.

Additionally, it is recommended that a certification system is devised for trainers. This would keep them abreast of innovations in PEO and other orientations targeting TCWs through regular refresher course as well as through exposure to a

“They will not take the contract seriously before signing. They will check the salary and facilities but will not give attention to what they are signing to and what obligations are mentioned for them in the contract. When they start to work, they start complaining that the work is difficult, or they feel homesick and want to return in a month of going to work.”

-Key Informant Interview,
Recruitment Agency, Philippines

A regional framework of PEO modules is a useful resource for governments in tailoring information to respond to context-specific needs.

number of relevant national, regional and global platforms. The aim is to maintain high-quality PEO at all times. It is essential that mechanisms are put in place to ensure that key lessons and best practices in innovation trickle down to local implementation partners.

Linking PEO with PDO, PAO and PRO

While PEO is only the first step in the ongoing four-phased migration cycle, it is recommended that the importance of investing in this all-encompassing set of orientations be shared with all stakeholders involved in the process. Linking PEO programmes with PDO, PAO and pre-return orientation (PRO) will not only remove some of the strain on PDO programmes but also help in improving the learning curve of beneficiaries. Ideally, PDO must be a natural progression after PEO for a prospective TCW.

Hence, governments could consider linking PEO, with PDO, as well as coordinate with relevant CODs to further harmonize orientation across PAO and PRO. Therefore, the coordination of content and materials between PEO, PDO and PAO would be helpful to incorporate in the design of labour migration orientations.

Leadership and Stakeholder Engagement

To ensure the sustainability of PEO programmes, governments of COOs are best placed to lead and own PEO. With relevant government entities at its core, it would significantly benefit from the fostering of diverse partnerships and cooperation including with other ministries and departments.

For example, as PEO is an educational endeavour, other ministries such as the ministry of education and the ministry of culture along with embassies of COOs and relevant CODs could play an important role in contributing to this process.

Labour attaches play a pivotal role as key resource persons for insights in the development of PEO but also in gaining COD-specific information that could then be used in PEO. Partnerships should also be fostered with NGOs, grass roots organizations and donors. Such a structure would help all stakeholders continue learning how to optimize PEO as well as exchange best practices and effective innovative measures.

Strong coordination between relevant national ministries and entities as well as collaboration between COOs and CODs is highly recommended. A good PEO when effectively employed, can be a mechanism that substitutes higher redressal costs for both COOs and CODs by making accurate and adequate information available to prospective TCWs — supporting them in careful and well-informed decision-making. Collaboration between COOs and CODs would be beneficial in designing orientation sessions that best cater to all stakeholders involved.

Engagement with all stakeholders involved in labour mobility is crucial to the success of a PEO. For example, labour recruiters might be best placed in some contexts to deliver elements of PEO. A good example can be seen from the Philippines where — as part of their due diligence and shared responsibilities — some groups of recruiters work together with the Government and NGOs in carrying out additional PEO sessions for prospective TCWs.

In the spirit of exploring orientations across the migration cycle, this Background Report also notes the benefits of targeting employers in CODs. Not only in assisting employers in having an enhanced grasp of the background of their workforce but also to emphasize the importance of employee safety and well-being.

Such an orientation can include outlining key aspects of cultural norms, different learning preferences, tips to support the adjustment period of new recruits as well as highlighting the obligations employers may have towards their employees. This would be a valuable investment in strengthening the productive integration of TCWs in the workplaces of CODs.

Targeting and Outreach

Unlike PDO which specifically targets outgoing TCWs, PEO should aim to involve immediate family members. After all, making significant decisions rarely occurs in isolation and typically involves feedback and input from those closest to us. This involvement at the pre-employment phase is seen sporadically in a few countries but is not yet practiced systematically. Even these few countries do not strive to orient all the family members together but instead, usually work with left-behind family members only when the TCW has already gone abroad.

Ideally, PEO should involve prospective TCWs and their family members, educating all of them about the costs, benefits and risks associated with labour migration. If this is not possible, the PEO trainer should encourage prospective TCWs to share and discuss the information learned with their family members.

PEO should encourage and empower beneficiaries in seeking information on job availability, contractual conditions and financial resources needed to meet migration expenses as well as strategies to manage the household in the absence of a family member. Such sessions will help the family prepare themselves, psychologically and emotionally, for sending a member overseas.

Monitoring and Evaluation

Monitoring behavioural change of beneficiaries, though challenging, is crucial for measuring the impact of PEO, and being able to further refine to ensure effectiveness. Innovation in tools and techniques has shown to yield positive outcomes. For instance, in Nepal, the follow up programmes after PEO-related interventions finds out how many people actually pursued foreign employment and how many began their livelihoods in COOs.

This is a crucial dataset in monitoring the impact of PEO. Additionally, beneficiary feedback mechanisms, a monitoring tool currently in use in the Philippines on a voluntary basis, can be an important way to assess the different impacts of PEO.

It is encouraged that a common and standard framework for measuring behavioural change be designed. It could incorporate best practices and measures from existing projects such as the WIF where they use case study methods, record keeping and maintain contact with a small sample of beneficiaries who are abroad. Common indicators for beneficiary feedback can be developed for all COOs allowing cross-country and regional learning.

Sustainability and Financing of PEO

Since existing informal PEO activities are largely donor-funded, they hold the potential of possibly being phased out, if there is a change in donor priorities and commitments. Funding considerations are crucial when seeking to create a sustainable PEO system. The social security fund collected from and for TCWs as well as the social protection funds of COO governments could be considered for funding PEO.

An effective PEO contributes to well-informed decisions and ultimately, TCWs who are able to better navigate the world of overseas employment in a way that benefits all stakeholders involved.

Sharing Best Practices and Innovations

Finally, there needs to be greater knowledge and innovation-sharing between COOs and CODs. Countries should be encouraged to participate in global forums where innovations in education and training are likely to be discussed. International and interregional platforms focused on migration as well as those focused on education and orientation, should be used for exchanging best-practices.

Subsequently, mechanisms could be devised to ensure that these insights trickle down to other stakeholders, most importantly those involved at the local level in delivering PEO.



7.2 PEO RECOMMENDATIONS IN COOS

The integration of PEO programmes in national development plans and priorities of COOs is recommended as a key consideration. The positive outcomes that PEO is likely to bring to a spectrum of different stakeholders is well noted. Country specific recommendations are based on the stages they are at.

COUNTRY WITH STRONG PEO	RECOMMENDATIONS
PHILIPPINES	<ul style="list-style-type: none"> ▪ Continue to actively implement PEO, updating content as relevant - Informal forms of PEO with the online PEO could be linked ▪ A compulsory feedback mechanism for online PEO could be developed ▪ A uniform and robust monitoring and evaluation system should be developed ▪ A system for accreditation of trainers and certification of PEO beneficiaries should be created

COUNTRIES WITH MEDIUM PEO	RECOMMENDATIONS
BANGLADESH	<ul style="list-style-type: none"> ▪ PEO could be made mandatory under National Labour Policy and funded by the central government ▪ District labour offices could be encouraged to play an active role in PEO ▪ A country specific set of PEO modules based on the scattered content that currently exists could be developed ▪ A uniform and robust monitoring and evaluation system could be developed ▪ A system for accreditation of trainers and certification of PEO beneficiaries could be created ▪ Better targeting of prospective male migrants who have often been left out of PEO but form a large population of TCWs
NEPAL	<ul style="list-style-type: none"> ▪ PEO could be made mandatory by policy and funded through the central government ▪ A country specific set of PEO modules based on the scattered content that currently exists could be developed ▪ A uniform and robust monitoring and evaluation system could be developed ▪ A system for accreditation of trainers and certification of PEO beneficiaries could be created ▪ The Ministry of Labour could be encouraged to play an active role in PEO ▪ Targeting of prospective male TCWs could be increased
SRI LANKA	<ul style="list-style-type: none"> ▪ PEO could be made mandatory by policy and funded through the central government ▪ Targeting prospective male TCWs could be increased ▪ Use of Family Background Reporting Form as part of PEO could be extended to male TCWs ▪ The active role of district government officials in PEO could be encouraged

- A country specific set of PEO modules based on the scattered content that currently exists could be developed
- A uniform and robust monitoring and evaluation system could be developed
- A system for accreditation of trainers and certification of PEO beneficiaries could be created

COUNTRIES WITH WEAK PEO	RECOMMENDATIONS
INDIA	<ul style="list-style-type: none"> ▪ Since migration is an important livelihood strategy for people in some states, the importance of low-skilled TCW migration could be acknowledged in the National Migration Policy. This will ensure these people are not left out of the central government's focus ▪ PEO could be made mandatory for low-skilled TCWs who aspire to go abroad for work ▪ A national PEO system that meets the needs of low and semi-skilled TCWs should be developed
PAKISTAN	<ul style="list-style-type: none"> ▪ Awareness of the importance of PEO could be raised among all concerned stakeholders ▪ PEO could be made mandatory under the National Labour Policy ▪ Apart from MRCs, systems and infrastructure for delivering PEO at the community level could be developed ▪ Geographical coverage could be extended for PEO activities ▪ Workforce and personnel could be trained to deliver PEO

COUNTRIES WITH NON-EXISTENT PEO	RECOMMENDATIONS
AFGHANISTAN INDONESIA THAILAND VIET NAM	<ul style="list-style-type: none"> ▪ PEO could be made mandatory under the National Labour Policy ▪ System and infrastructure for PEO could be developed, including monitoring and delivery mechanisms ▪ Workforce to be trained to effectively deliver PEO. ▪ Awareness could be created of the importance of PEO among relevant government entities and others involved in labour migration and skilling centres

Table 9: Country specific recommendations.

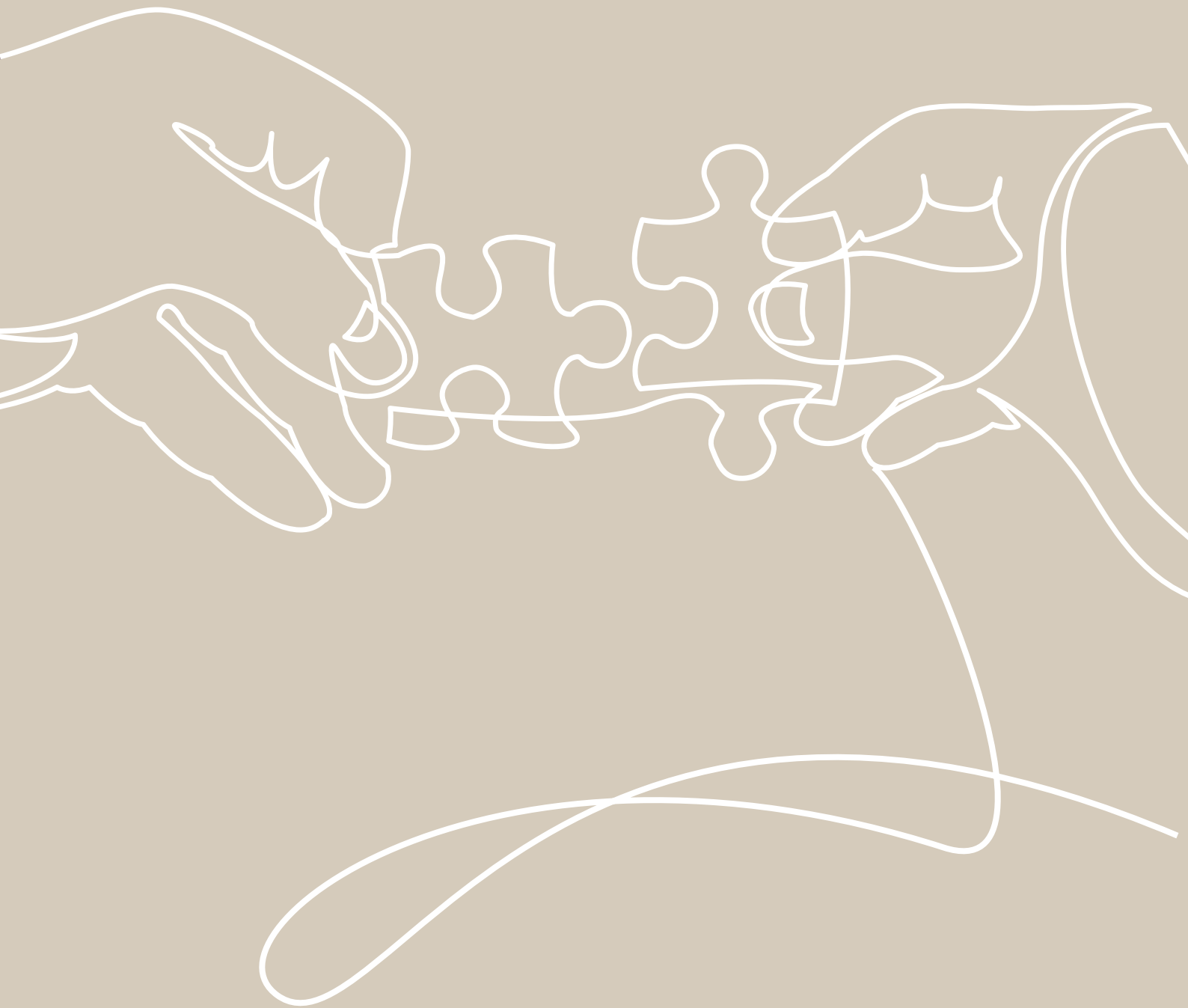
Table 10: Country specific recommendations.

Table 11: Country specific recommendations.

Table 12: Country specific recommendations.



ANNEXES



ANNEX 1: OVERVIEW OF METHODOLOGY

STEPS	TOOLS	WHERE/ HOW?	HOW MANY/BY WHOM?	WHICH OBJECTIVE DOES IT CONTRIBUTE TO?	WITH WHOM?	REMARKS LIMITATIONS
1	KII with IOM staffs	<ul style="list-style-type: none"> In-country By Skype/ Phone call 	<ul style="list-style-type: none"> One in each COO IOM Bahrain: One Total: 13 By the two co-leads 	To gain a broader understanding of the local landscape of stakeholders and migration management system (including whether or not there are PEO/ PDO and links to relevant stakeholders) in each of the countries	Programme focal person	N/A
	Desk review	N/A	<ul style="list-style-type: none"> Review of secondary information on reports, manuals, curricula and methodologies of organizations giving PEO and PDO By two co-leads 	Overall objectives a, b and c	N/A	Due to language barriers, a review of English, Nepali & Hindi documents took place
2	KII with in-country stakeholders who are involved in PEO and PDO	<ul style="list-style-type: none"> In respective countries By Skype/ Phone call 	<ul style="list-style-type: none"> 3-5 in each country Total: Max 52 By the two co-leads 	<ul style="list-style-type: none"> To understand PDO delivery methods, innovations and challenges and target groups, Map PEO methods (innovation and challenges) and stakeholders involved, assess the effectiveness of various methods and analyse capacities of involved stakeholders 	Programme focal person. Based on information from desk review	Due to possible language barriers, only stakeholders who can speak and understand English will be selected for interviews
3	Survey with TCWs in Qatar	<ul style="list-style-type: none"> In Qatar/ Face to face interviews 	<ul style="list-style-type: none"> 120 interviews (at least seven interviews with TCWs of each country) Total of 120 interviews By RA and focal person in Qatar with oversight/ supervision from lead and co-leads 	<ul style="list-style-type: none"> To understand the following: scope, accessibility and delivery methods for PDO effectiveness of PDO from the service receiver's/migrant's perspective scope and accessibility of PEO training Methods of delivery effectiveness of training for TCWs and actual needs of TCWs To triangulate information from KIIs around training delivery, training modules, challenges, capacities 	<ul style="list-style-type: none"> TCWs who have taken PDO and PEO Migrants who have not had PDO and PEO Migrated in the last three years will be chosen so that they have memories of the PEO and PDO 	<ul style="list-style-type: none"> Tools will be adjusted such that migrants are able to reflect on their experience of training prior to migration A fair balance of sectoral representation (construction, service, domestic work, others) will be ensured Equitable representation of men and women will be made
4	Discussion of preliminary Suggestions with some KII	By Skype Phone call	Two Skype conferences with selected stakeholders from the 12 countries and IOM	For validation of recommendations and additional inputs	N/A	Identify participants during KII

ANNEX 2: METHODOLOGICAL TOOLS

SERIAL NO.	TOOLS	RESEARCH PARTICIPANT TYPE
1	Indepth interviews (IDI) with TCWs	<ul style="list-style-type: none"> • IDI with TCWs aspiring to go to GCC country (male and female) • IDI with returnee TCWs • IDI with TCWs currently working in Kuwait
2	Focus group discussions (FGD)	<ul style="list-style-type: none"> • Focus group discussion with TCWs aspiring to go to GCC countries (male and female in separate groups of 5-6 each) • Focus group discussion with returnee TCWs from GCC countries (male and female in separate groups of 5-6 each) • FGD with male TCWs currently working in Kuwait
3	Key informant interviews (KII)	<ul style="list-style-type: none"> • Key informant interviews with IOM focal persons • Key informant interviews with other donors • Key informant interviews with relevant persons of implementing NGOs • Key informant interviews with relevant government officials • Key informant interviews with labour attaches' • Key informant interviews with employers(male and female in separate groups of 5-6 each) • FGD with male TCWs currently working in Kuwait

ANNEX 3: LIST OF INTERVIEWEES

COUNTRY	INTERVIEWEES
AFGHANISTAN	Nusrat Ghazzali (IOM) Meena Paudel (IOM) Mr Hafiz (Representative of Recruitment Agency Association)
BANGLADESH	Pravina Gurung (IOM) Sajjad Ahmed (IOM) Tajmeri Akhter (Researcher and evaluator of ILO-Work in Freedom project) Rahnuma Khan (ILO Abdus Sabur (YPSA, NGO) Binay Krishna Mallik (Rights Jessore, NGO) Shakirum Islam (OKUP, NGO) Tapti Shah (UN-Women) Salima Sarwar (ACD, NGO) Hassan Iman (CDC, NGO)
INDIA	Anuj Bhatia (IOM) Malika Basu (ILO- Work in Freedom) Elizabeth Khumallambam (NGO- Nari Shakti)
INDONESIA	Among Resi (IOM)
NEPAL	Jhabindra Bhandari (IOM) Prajwol Sharma (IOM) Sunit Adhikari (F-Skill, NGO of Helvetas project) Biswo Khadka (SCC Manpower) Shristi Pradhan (WOREC- NGO) Sunila Baniya (SDC- liaison officer based at the Foreign Employment Promotion Board (Government) for Safer migration project) Usha Bhandari (SDC) Subash KC (Pourakhi Nepal, NGO) Sita Ghimire (Safer Migration Project- Helvetas) Shom Lamichhane (PNCC)
PAKISTAN	Shehryar M. Ghazi (IOM) Sita Ghimire (Safer Migration Project- Helvetas) Shom Lamichhane (PNCC)
PHILIPPINES	Ricardo Casco and Antonio Antonio Gabriel (IOM) Felixberta Romero, Teresa delos Santos, Levinson Alcantara, Sherilyn Malonzo, POEA Home office Luther Calderon (KAKAMPI), Williams Gois, MFA Evelia Durato and PESO officers (POEA Cebu), Elsa Villa and Edwina Beech (PASEI)
PHILIPPINES	Ricardo Casco and Antonio Antonio Gabriel (IOM) Felixberta Romero, Teresa delos Santos, Levinson Alcantara, Sherilyn Malonzo, POEA Home office Luther Calderon (KAKAMPI), Williams Gois, MFA Evelia Durato and PESO officers (POEA Cebu), Elsa Villa and Edwina Beech (PASEI)

COUNTRY	INTERVIEWEES
SRI LANKA	Udea Masako (IOM) Sashini Gomez (IOM) Swairee Rupasinghe (ILO) Thilini Fernando (ILO) S. Senthurajah (SOND- NGO partner) Lansakara Thilini Madushika (SDC) Andrew Samuel/Januka Tillakaratne CDS- NGO P. Sritharan / Uthayenthiran (Eastern Self-Reliant Community Awakening Organization- ESCO) Michael Joachim/ S. K. Chandrasegaram (Plantation Rural Education Development Organization- PREDO)
THAILAND	Pimchanok Sucnatasri (IOM)
VIET NAM	Nguyen Quoc Nam (IOM) Hoang Thi To Linh (IOM)

ANNEX 4: INSTITUTIONS, LAWS AND RESPONSIBILITY BEARERS ON MIGRATION IN CPMS

COUNTRY	IMPLEMENTING INSTITUTIONS/ GOVERNMENT AUTHORITIES	LAWS AND POLICIES	RESPONSIBILITIES
AFGHANISTAN	Ministry of Labour, Social Affairs, Martyrs and Disabled (MoLSAMD)	Regulation for Sending Afghan Workers Abroad, (2005)	Labour affairs and administration, social protection and welfare of Afghan TCWs
	--	Afghanistan National Development Strategy 2008-2013	The regulation stipulates the qualifications and obligations of Afghan workers, obligations of the responsible ministry and those of employer authorities
BANGLADESH	Ministry of Expatriates' Welfare and Overseas Employment (MEWOE)	--	Management of overseas employment and promotion of TCWs' welfare through policies, plans, laws, rules and regulations
	Bureau of Manpower Employment and Training (BMET)	--	Conducting informal and special training courses. Emigration clearance for TCWs. Maintenance of database network for the TCWs. Welfare of overseas Bangladeshi workers and their families. Regulate and monitor licenses of recruiting agencies Demo disseminates information to potential and aspiring TCWs
	--	Overseas Employment Act 2013	All TCWs are guaranteed basic labour rights and have access to labour courts
	--	Policies / Legislation framework	MEWOE promotes online migrant registration and created a data bank of registered job seekers. A smart card has been introduced to store personal and job related information of TCWs
CAMBODIA	Ministry of Foreign Affairs and International Cooperation	--	Contributes to the policy development and implementation in coordination with the MoLVT, facilitates the process of migration related agreements, and provides assistances to TCWs abroad

COUNTRY	IMPLEMENTING INSTITUTIONS/ GOVERNMENT AUTHORITIES	LAWS AND POLICIES	RESPONSIBILITIES
INDIA	Department of Overseas Indian Affairs, Ministry of External Affairs	--	Provision of information, partnerships and facilitation for all matters related to overseas Indians in four service areas: diaspora services; financial services; emigration services; management services
	Ministry of Overseas Indian Affairs (MOIA) (2004)	--	Competence over all matters related to overseas Indians
	Protectorate General for Emigrants (within the Emigration Service Division)	--	Administers the Emigration Act 1983
	Overseas Workers Resource Centre	--	Provides information to workers
	--	Emigration Act 1983	Regulates the emigration of Indian workers
	--	Emigration (Amendment) Rules, 2009	An amending bill is under consideration to regulate all recruitment agencies, to replace emigration clearance with migrants registration
INDONESIA	Ministry of Manpower, Republic of Indonesia	--	Issuing regulation on labour migration; monitoring the quality of the training centres for overseas workers owned by private recruitment agencies through its Directorate of Employment Observation
	National Agency for the Placement and Protection of TCWs (BNP2TKI)	--	Operation and implementation of the placement of Indonesian overseas workers (specifically G2G scheme) and protection of all overseas workers; Provision of PDOs

COUNTRY	IMPLEMENTING INSTITUTIONS/ GOVERNMENT AUTHORITIES	LAWS AND POLICIES	RESPONSIBILITIES
NEPAL	Ministry of Labour and Employment (MOLE)	--	Labour administration and management, including regulations on foreign employment
	Department of Foreign Employment (DOFE)	--	TCWs' rights, control and approval of recruitment agencies, issue of "labour approval" for foreign employment
	Foreign Employment Promotion Board (FEPB), MOLE	--	Promotion of foreign employment business; protection of the rights and interests of workers and foreign employment entrepreneurs. Duties and functions are stipulated in Section 38 of the "Foreign Employment Act, 2064 (2007)"
	Foreign Employment Tribunal (FET)	--	To handle and settle foreign employment cases related to fraud and human trafficking
	High-Level Foreign Employment Co-ordination Committee	--	Coordinates and harmonizes policy issues among stakeholders
	--	Foreign Employment Policy 2012	The objective of the policy is to provide knowledge and skill based training for Nepalese nationals, to empower and enable them to be competitive as per the demands of the international market. The focus is also to create safe, organized and respectable environment for foreign employment
	--	Foreign Employment Act, 2007.	In order to better protect TCWs, it sets out rules for recruitment agencies and also establishes a bank guarantee system and a welfare fund
	--	The Foreign Employment Regulation, 2008	The regulation sets out rules for licensing institutions that carry out foreign employment business and approval and selection of workers
PAKISTAN	Ministry of Overseas Pakistanis and Human Resource Development	--	Promote welfare of overseas Pakistanis; resolve grievances/problems of overseas Pakistanis; formulate progressive emigration policies
	Bureau Of Emigration and Overseas Employment (BE&OE)	--	Control and regulate emigration and promote the interests and welfare of Pakistani TCWs
	Overseas Employment Corporation	--	Government agency deploying TCWs in addition to the private sector

COUNTRY	IMPLEMENTING INSTITUTIONS/ GOVERNMENT AUTHORITIES	LAWS AND POLICIES	RESPONSIBILITIES
PAKISTAN	--	Emigration Ordinance 1979	It aims to promote overseas employment and protect TCWs. The recruitment process is subject to a licensing requirement
	--	Emigration Rules 1979	The rules define powers and duties of government positions responsible for overseas employment matters including protection of TCWs
	--	National Policy for Overseas Pakistanis 2013	The policy focuses on maximizing welfare and empowerment of Pakistani diasporas working abroad
PHILIPPINES	Department of Labor and Employment (DOLE)	--	Formulates and implements policies and programmes, and serves as the policy-advisory arm of the Executive Branch in the field of labour and employment
	Philippines Overseas Employment Administration (POEA)	--	Promulgates and implements policies and programmes to regulate recruitment, accredits foreign employers, document OFW's, adjudicate recruitment or employment conflicts and negotiate bilateral agreements
	Overseas Workers Welfare Administration (OWWA)	--	An OFW membership institution attached to DOLE, OWWA administers the welfare fund to protect and promote the welfare of OFWs and their dependents through its 31 overseas posts in 27 countries and regional presence
	Technical Education and Skills Development Authority	--	Provides direction, policies, programmes and standards towards quality technical education and skills development
	National Reintegration Centre for Overseas Filipino Workers (NRCO) (2010) (within DOLE)	--	Facilitates the reintegration of Filipino TCWs returning to the country
	Office of the Undersecretary for TCWs Assistance (OUMWA)	--	Extends assistance to overseas Filipinos particularly in times of crisis
	--	TCWs and Overseas Filipinos Act of 1995 (RA 8042)	Establishes the migration policy
	--	Amending Act: RA 10022 (2010)	Strengthens the protection and promotion of the welfare of TCWs, their families and overseas Filipinos in distress
SRI LANKA	Ministry of Foreign Employment (MFE)	--	Formulation and implementation of policies, programmes and projects for foreign employment industry; Promotion of foreign employment welfare of TCWs; Regulation and supervision of employment agencies
	Sri Lanka Bureau of Foreign Employment (SLBFE)	--	Licensing of recruitment agencies; Registration and training of TCWs; Complaint management system; Law enforcement; Marketing and research; TCWs Welfare

COUNTRY	IMPLEMENTING INSTITUTIONS/ GOVERNMENT AUTHORITIES	LAWS AND POLICIES	RESPONSIBILITIES
SRI LANKA	Sri Lanka Foreign Employment Agency (SLFEA)	--	Providing an efficient and appropriate service to those seeking employment abroad, and serves as the primary recruitment agency in the country
	--	The National Labour Migration Policy for Sri Lanka (2008)	Amended the SLBFE Act of 1985 to strengthen the regulation of the recruitment agencies and the protection for TCWs
THAILAND	Thailand Overseas Employment Administration (TOEA)	--	Undertake the overseas employment for job seekers; enrollment for job seekers; organize medical examination; skill testing; centralizing overseas employment information; administering Thai workers overseas; and facilitating overseas employment opportunities.
	--	Employment and Job-Seeker Protection Act, B.E. 2528 (1985)	Regulates the procedures to obtain work overseas
	--	Labour Protection Act B.E. 2528 (2008)	Provides protection to Thai workers sent abroad by Thai companies
VIET NAM	Ministry of Labour-Invalids and Social Affairs (MoLISA)	--	Developing overseas labour markets; providing guidelines on implementation of pre-departure training; managing license of institutions sending workers overseas; managing the Overseas Work Assistance Fund
	Department of Overseas Labour (DOLAB), MoLISA	--	Directly supervises labour migration of Viet Nam in coordination and cooperation with relevant departments/ agencies
	--	Law regarding Viet Nameese nationals working abroad under contract (No. 72/2006/QH11) (2006)	Establishes the policy on Viet Nameese TCWs abroad
	--	Prime Minister's Decision No. 119/QD-TTg, dated 25 July 2007	Establishes the fund for assisting overseas Viet Nameese nationals and legal entities
	--	Prime Minister's Instruction No. 1737/ CT-TTg	Strengthens the protection of Viet Nameese TCWs

Source: Battistella, 2015²⁶

26: G Battistella, 'Mapping of National Pre-Departure Orientation (PDO) Programmes of COOs of the Abu Dhabi Dialogue (ADD) (Scalabrini Migration Center, 2015).

ANNEX 5: LIST OF NGOS OF BANGLADESH

SERIAL NO.	NAME OF NGOS
1	UN-Women
2	WARBE Foundation
3	Rights Jessore
4	Young Power in Social Action (YPSA)
5	BRAC
6	Center for Development Communications DEVCOM Ltd.
7	Ovibashi Karmi Unnayan Program (OKUP)
8	Eco Social Development Organization (ESDO)
9	Refugee and Migratory Movements Research Unit (RMMRU)
10	Bangladeshi Ovhibashi Mohila Sramik Association (BOMSA)
11	Ovibashi Karmi Kalyan Forum (OKKAF)
12	ILO-Work in Freedom
13	Association for Community Development (ACD)

ANNEX 6: LIST OF NGOS OF SRI LANKA

SERIAL NO.	NAME OF NGOS
1	Social Organizations Networking for Development (SOND)
2	Social Welfare Organization – Ampara District (SWOAD)
3	Eastern Self-Reliant Community Awakening Organization (ESCO)
4	Caritas Seth Sarana (CCSS)
5	Plantation Rural Education Development Organization (PREDO)
6	Community Development Services (CDS) in partnership with Center for Human Rights and Community Development
7	Caritas SEDEC
8	HELVETAS, Sri Lanka
9	International Labour Organization(ILO)
10	SDC-Safer Labour Migration Program
11	SDC-Wide Coverage and National level project activities

ANNEX 7: LIST OF NGOS OF NEPAL

SERIAL NO.	NAME OF NGOS
1	F-Skill
2	SCC Manpower
3	Women's Rehabilitation Center(WOREC), Nepal
4	HELVETAS-SaMi (Safer Migration)
5	Swiss Development Cooperation (SDC)
6	Pourakhi Nepal
7	HEIVETAS-SaMi (Safer Migration)
8	Pravashi Nepali Coordination Committee (PNCC)



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