



International
Labour
Organization

▶ **Guidelines on labour market reintegration upon return in origin countries**

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► Foreword

The process of return and labour market reintegration is a dynamic and complex one. The presence of labour market opportunities, infrastructure, enabling policies, possibilities for investment of savings, access to financial and non-financial services (including loans), owning property, registering a company, appropriate education and health services for migrants, former refugees, and their families, all appear to be vital for the process of reintegration. This requires a solid policy and incentive packages in order to make return and labour market reintegration a viable solution.

The reintegration of migrant workers and former refugees, whatever the reason for or modality of return, poses serious challenges and requires well-established and implementable policies and action plans, to be agreed with the social partners. Here, it should be noted that a former refugee, going back to his/her origin country, is no longer a refugee, and s/he is entitled to access labour market measures, as other nationals. These policies and plans should prioritize the scope of the interventions and measures, taking into account the most urgent needs, the capacity of the institutions and availability of resources. The policies and plans could be most effective if based upon the evaluation of measures implemented at pilot level in order to assess their feasibility to be transferred to the systemic level. This is more important than ever now in the post-COVID-19 context, when large number of migrant workers had to go back home.

The Guidelines' targeted audience includes the ILO constituents and development practitioners at large. It is based on the ILO approach to labour market (re-)integration and draws on ILO technical assistance and recommendations in a number of key policy areas, namely labour migration, employment, skills, conditions of work, social dialogue and gender equality.

The Guidelines review the main concepts and definitions of labour market reintegration and links them to the different phases of the labour migration policy cycle, such as design, implementation, measures fostering labour market reintegration for return migrants and refugees, and monitoring and evaluation.

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► Abbreviations and acronyms

ALMM	Active Labour market Measures
ALMP	Active Labour market Policies
ANETI	Public Employment Service of Tunisia
ASEAN	Association of Southeast Asian Nations
AU	African Union
BLMA	bilateral labour migration agreement
CAWI	Computer Aided Web Interviewing
CEFE	Business Creation and Entrepreneur Training in Tunisia
CREE	Creating your own enterprise in Tunisia
EU	European Union
GCC	Gulf Cooperation Council
DAC	Development Assistance Committee (OECD)
ICLS	International Conference of Labour Statisticians
ICRMW	International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families
IDP	internally displaced person
IFAD	International Fund for Agricultural Development
ILO	International Labour Office/Organization
IOM	International Organization for Migration
ITC-ILO	International Training Centre ILO in Turin (Italy)
LM	labour market
LFS	Labour Force Survey
MPFA	Migration Policy Framework for Africa
NGO	Non-Governmental Organization
ODIMM	Organization for the Development of the Small and Medium Enterprises Sector (Moldova)
OECD	Organisation for Economic Co-operation and Development
OHCHR	Office of the High Commissioner for Human Rights
PARE	Program for Attracting Remittances in the Economy (Moldova)
PES	Public Employment Services
SME	Small and medium size enterprises
SMART	Monitor indicators: Specific, Measurable, Achievable, Relevant, Trackable
SSS	Philippines Social Security System (SSS) Programme for Overseas Migrant Workers
ToC	Theory of Change
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund

► Introduction

Conflicts, economic crises, and the lack of decent work remain among the key push factors for the growing mixed movements, within and across borders, – asylum-seekers, refugees, migrants and internally displaced persons. Recently, the number of international migrant workers has been continuously growing, from 150 million in 2013 (ILO 2015a) to 169 million in 2019 (ILO 2021a). More than 100 million people have been forcibly displaced by conflict, violence and human rights violations (UNHCR, 2022). The labour migration landscape has become increasingly complex, and the need for adequate policy solutions, including in the area of labour market reintegration upon return to origin countries, has become a pressing policy priority. The COVID-19 pandemic has resulted in large numbers of migrant workers returning back home, with many countries facing an urgent need for concrete reintegration measures to be rapidly implemented.

The Guidelines will provide step-by-step indications for each stage of the labour market reintegration policy cycle. In the design phase, the focus will be on consensus building of key stakeholders on technical feasibility of policy measures for a sustainable and effective labour market reintegration. The implementation phase will provide policymakers, social partners and other stakeholders with standard operating procedures, aimed at effective implementation. For the monitoring phase, the Guidelines suggest indicators, templates and modalities for detailed analysis of the policies' outcomes and timely adaptation measures, as appropriate.

It should be noted that there are different aspects of reintegration. The present Guidelines focus on economic factors and labour market re-integration in particular. However, this should not be in any way understood to indicate that integration in other spheres of life is of less importance, for instance social reintegration. Labour market integration is key because it allows individuals to be economically independent or self-reliant and contribute to the development of their home countries. The Guidelines make reference to the term “(re-)integration”, as opposed to just ‘integration’ because it is assumed that migrant workers have already been participating in the labour market either in their destination countries or in their countries of origin. The same assumption may apply to refugees.¹ However, it should be clarified whether former refugees, depending on the regulations of their hosting country, were able or not to formally access its labour market. However, the integration measures could also be applied to returnees, both migrants and former refugees, without prior work experience. It should also be noted that the present Guidelines could be useful/ relevant for internally displaced persons (IDPs) or internal migrants going back to their areas of origin.

Chapter 1 of the Guidelines focuses on defining key concepts that will assist users to have a common understanding of reintegration policies. Chapter 2 analyses the various dimensions of reintegration policies. Chapter 3 describes how to profile return migrants for successful labour market reintegration. Chapter 4 details the policy design phase, including the role of different partners, and action plans. Chapter 5 concentrates on the implementation phase, providing a detailed description of possible measures assisting the returnees in finding a job, and/or opening their own business. Chapter 6 includes tools and checklists for monitoring and evaluation of reintegration policies, with the identification of areas that need to be revised, based on evolving needs.

¹ It is important to note that not all refugees do return under specific programmes- many do so 'spontaneously'.

1. Key concepts

1.1. Migrants and refugees return

Return migration is not universal terminology, and various terms and definitions are used in the literature: reflux migration, homeward migration, return flows (Gmelch 1980). Some special categories of return migration refer to repatriation and deportation. It should be noted that return is not necessarily simply the act of going back from a destination country to a country of origin. It can be part of a complex trajectory of movements such as circular migration between two countries, or movements among multiple States, of a single or repeated nature. Dustmann and Weiss (2007, 238) define return migration as “the type of migration one usually has in mind when referring to a migration as being temporary. Return migration describes a situation where migrants return to their country of origin by their own choice, often after a significant period abroad.” Gmelch (1980, 136) describes return migration as “the movement of emigrants back to their homelands to resettle. Migrants returning for a vacation or an extended visit without the intention of remaining at home are generally not defined as return migrants, though in some settings it is difficult to distinguish analytically the migrants returning home for a short visit or seasonally from those who have returned permanently.”

International organizations have also coined their own terms to define “return”, with some degree of overlap. The International Conference of Labour Statisticians (ICLS) Guidelines concerning statistics of international labour migration state that: “return international migrant workers are defined as all current residents of the country who were previously international migrant workers in another country or countries ...” Further, the Guidelines indicate that the “minimum duration of labour attachment abroad for a person to be considered as a return international migrant worker be relatively short, such as 6 months ...” (ILO 2018a, 8-9).

The United Nations Statistics Division defines returning migrants, also called “returning citizens”, as those “persons returning to their country of citizenship after having been international migrants (whether short-term or long-term) in another country and who are intending to stay in their own country for at least a year” (UN 1998). While the above definition links the country of origin with nationality, some argue that it is more accurate to use the country of birth as the criterion for classifying return migrants since those who have been naturalized in countries of destination may otherwise be excluded (Dumont and Spielvogel 2008; ILO 2018a). It should be noted that migrants may also move to a third country or countries before going back to their country of origin.

The OECD Glossary of Statistical Terms (OECD, n.d.) indicates that “Returning migrants are persons returning to their country of citizenship after having been international migrants (whether short-term or long-term) in another country and who are intending to stay in their own country for at least a year.”

According to the International Organization for Migration (IOM), return migration is defined as: “The movement of a person returning to his/her country of origin or habitual residence usually after spending at least one year in another country. This return may or may not be voluntary. Return migration includes voluntary repatriation” (IOM 2019).

The UNHCR definition of a “returnee” is: “A former refugee who has returned from a host country to their country of origin or former habitual residence, spontaneously or in an organized fashion, with the intention of remaining there permanently and who is yet to be fully integrated. The High Commissioner has a protection and solutions mandate for returnees as former refugees.” For UNHCR, the term returnee carries a broader meaning outside the refugee context, and may include, for example, internally displaced persons who return to their previous place of residence.² The Office of the High Commissioner for Human Rights (OHCHR) defines return as an “umbrella term to refer to all the various forms, methods and processes by which migrants are returned or compelled to return to their country of origin or of habitual residence, or a third country. This includes, inter alia, deportation, expulsion, removal, extradition, pushback, handover, transfer or any other return arrangement. The use of the term ‘return’ provides no determination as to the degree of voluntariness or compulsion in the decision to return, nor of the lawfulness or arbitrariness of the return” (OHCHR 2018).

The EU Return Directive 2008/115/EC (EC 2008, see also box 1 below) stipulates “return” as the “process of a third-country national going back - whether in voluntary compliance with an obligation to return, or enforced

² UNHCR, “Master Glossary of Terms”

to: (i) his or her country of origin, or (ii) a country of transit in accordance with Community or bilateral readmission agreements or other arrangements, or (iii) another third country, to which the third-country national concerned voluntarily decides to return and in which he or she will be accepted.”

1.2. Voluntary repatriation

In the context of refugees, voluntary repatriation is one of the traditional durable solutions where both country of origin and asylum are responsible for return in safety and dignity and the country of origin, with support of the international community, is responsible for the sustainable reintegration of returnees. According to UNHCR (2021): *“Voluntary repatriation may be organized (i.e. when it takes place under the auspices of the concerned States and/or UNHCR) or spontaneous (i.e. when refugees repatriate by their own means).”*

1.3. Assisted voluntary return and reintegration (AVRR) programmes

In the context of migrants, the assisted voluntary return and reintegration (AVRR) programmes³ provide administrative, logistical, and financial and reintegration support to non-nationals unable or unwilling to remain in the host country and who make a free and informed decision to return to their country of origin or habitual residence.

1.4. Return and readmission

Many destination countries have return and readmission policies, an example being the European Union (see box 1). The implementation of these policies varies and the reintegration support measures offered to origin countries should correspond to the effective needs.

³ IOM, [Assisted Voluntary Return and Reintegration Handbook for the North African Region](#), 2013

► Box 1. Return and readmission policies in the European Union

Every year, around 500,000 migrants are requested to leave the European Union because they have entered or are staying irregularly. To establish common rules for the Member States on the return of irregular migrants, through a Return Directive (Directive 2008/115/EC) that has been transposed into national law by all Member States, except for Ireland, including the four Schengen associated countries: Switzerland, Norway, Iceland and Liechtenstein (EC 2008).

The key features of the Return Directive include:

- the adoption of fair and transparent procedure for return decisions;
- the obligation for EU countries to either return migrants in irregular status or to grant them legal status, thus avoiding situations of “legal limbo”;
- the principle of voluntary departure;
- a minimum set of basic rights for irregularly staying migrants pending their departure, including access to basic healthcare and education for children; and
- a limit on the use of coercive measures in connection with the departure, and a limit to the use and duration of detention.

The Return Directive has been integrated into the common approach to voluntary return and reintegration through a specific strategy (EC 2021) which aims at increasing the number of voluntary returns and at improving the quality of the support provided to the returnees. Reintegration measures involve training and/or support to create an income-generating activity, housing, healthcare and psychological support upon arrival in the country of return. These measures should usually be financed by destination countries.

Sources: European Commission 2008; 2021; n.d.: “Irregular migration and return”.

1.5. Motives for return

It is important to identify the reasons for the return as this could have an impact on the policy measures to be designed and implemented. The motives for return may include: (i) successful completion of the migration objectives; (ii) investment back home; (iii) retirement; (iv) end of contract; (v) change in the situation in the country of destination, such as economic recession; (vi) family needs and (vii) health. Peace and change of circumstances in the country of origin could also provide incentives for return.

1.6. Nature of return

Return and reintegration have always been part of a complex trajectory, which transcends the act of physically moving back to one’s country of origin and starting a new life there. Migration literature points out that return could start before the whole migration project initiates, when potential migrants plan their journey and decide on their migration objectives. The decision to return may even condition migrants’ labour market performance in the destination country (Dustmann and Kirchkamp 2002; De Haas and Fokkema 2011). The return can be also carefully premeditated when it comes to preparedness and resource mobilization strategies (Cassarino 2004). That is why understanding the reasons behind return is important, since it will often have an impact on the process of reintegration, once the returnee is back in the country of origin.

There are no generally agreed legal standards to define the extent of voluntariness of return. While put forward as a key principle, voluntariness of return is in practice not always respected by destination countries, and some returns are forced or strongly incentivized (see box 2). International refugee law, human rights and

humanitarian law ensure protection against *refoulement* where a person's life and human rights are at risk. An interesting and relevant source in this regard is the 2005 Council of Europe *Twenty Guidelines on Forced Return* (see box 2). In the specific context of COVID-19, the UN Network on Migration (2020) recommended that forced returns of migrants to be suspended during the pandemic.

► Box 2. 2005 Council of Europe Twenty Guidelines on Forced Return

The Committee of Ministers of the Council of Europe has provided Member States with a series of indications on how to manage forcible return with respect to the dignity and human rights of the migrant to be returned. It recommends adopting measures on voluntary return (guideline 1); Prohibition of collective expulsion (guideline 3), and collaboration between origin and destination countries (guideline 12). Specific guidelines provide indications on the issue of removal orders and the detention of persons awaiting removal. Orders should be issued by the competent authorities and there should be the possibility to apply for remedies against the removal and detention orders. Guideline 14 disposes about statelessness: "The country of origin shall not arbitrarily deprive the person concerned of its nationality, especially where this would lead to a situation of statelessness".

Source: [Council of Europe, Twenty Guidelines on Forced Return](#), September 2005

Yet there appear to be situations where it is not easy to delineate the exact difference between voluntary or incentivized return that could lean towards forced return.

1.7. Integration

Böhning and de Beijl (1995, 2) describe integration as "firstly, a *process*", but also as "an end result" at the same time, which could be successful or "like all social processes ... reversible". Lockwood's theory of social systems (1964) denotes the concepts of system integration and social integration. System integration describes how institutions function, while social integration focuses on how individuals are included into a system, and their dealings with other individuals and society at large. Migrants' integration could be classified as social and economic integration. In turn, social integration could be split into four different fields: cultural, interactive, identificational and structural (Heckmann and Schnapper 2003). Cultural integration refers to behavioural changes as a result of exposure to a new culture. Interactive integration refers to participation in new social networks, or restoring and expanding social networks. Identificational integration depicts a sense of belonging, or belonging again, to a new society. These factors are also influenced by the extent of duration of permanence outside the country of origin. Structural integration refers to the opportunity to access and have positions in key institutions in the host society, such as the labour market. Thus, labour market integration could be classified as a type of structural integration.

It is worth mentioning that the European Union approach to integration is a two-way process, requiring adaptation on the part of both the individual migrant and the host population. The process can contribute to address the challenges met by migrant workers in terms of education, employment and access to basic services such as healthcare and decent housing (EC 2021).⁴ This could also be applied to the process of reintegration in origin countries, noting that needs and perceptions may differ between generations.

1.8. Reintegration

According to the IOM, reintegration is "a process which enables individuals to re-establish the economic, social and psychosocial relationships needed to maintain life, livelihood and dignity and inclusion in civic life" (IOM, n.d.).⁵

⁴ European Union, "[European Website on Integration](#)"

⁵ IOM, "[Key Migration Terms](#)"

In research from 2008 on reintegration in Angola, reintegration is described as “a process that displacement-affected persons undergo which is characterized by human security and individual perceptions of inclusion and belonging to a place” (Kaun 2008).⁶

The UNHCR 2008 policy framework and implementation strategy related to reintegration is defined “as a process which involves the progressive establishment of conditions which enable returnees and their communities to exercise their social, economic, civil, political and cultural rights, and on that basis to enjoy peaceful, productive and dignified lives.”⁷ The notion of reintegration also means that the differences that distinguish former refugees from other members of their community are reduced (and eventually disappear), both in terms of their legal and socioeconomic status. Reintegration activities should be viewed in a broader development perspective, in the sense that they fit within national planning frameworks and include a focus on early recovery that builds on and strengthens national capacity.

1.9. Successful and sustainable labour market reintegration

Figure 1 displays a schematic representation of labour market integration of return migrants and a categorization of the different possible outcomes as successful or not. For migrants seeking to work, there are three possible results: (i) the returnee has found employment (formal or informal); (ii) the returnee is not employed; and (iii) the returnee migrates again to the previous destination country or to a new country. Outcome (i) is considered successful, while outcomes (ii) and (ii) would not necessarily be t successful outcomes if the goal is integration into the national labour market. This general framework is focused on employment outcomes only.⁸

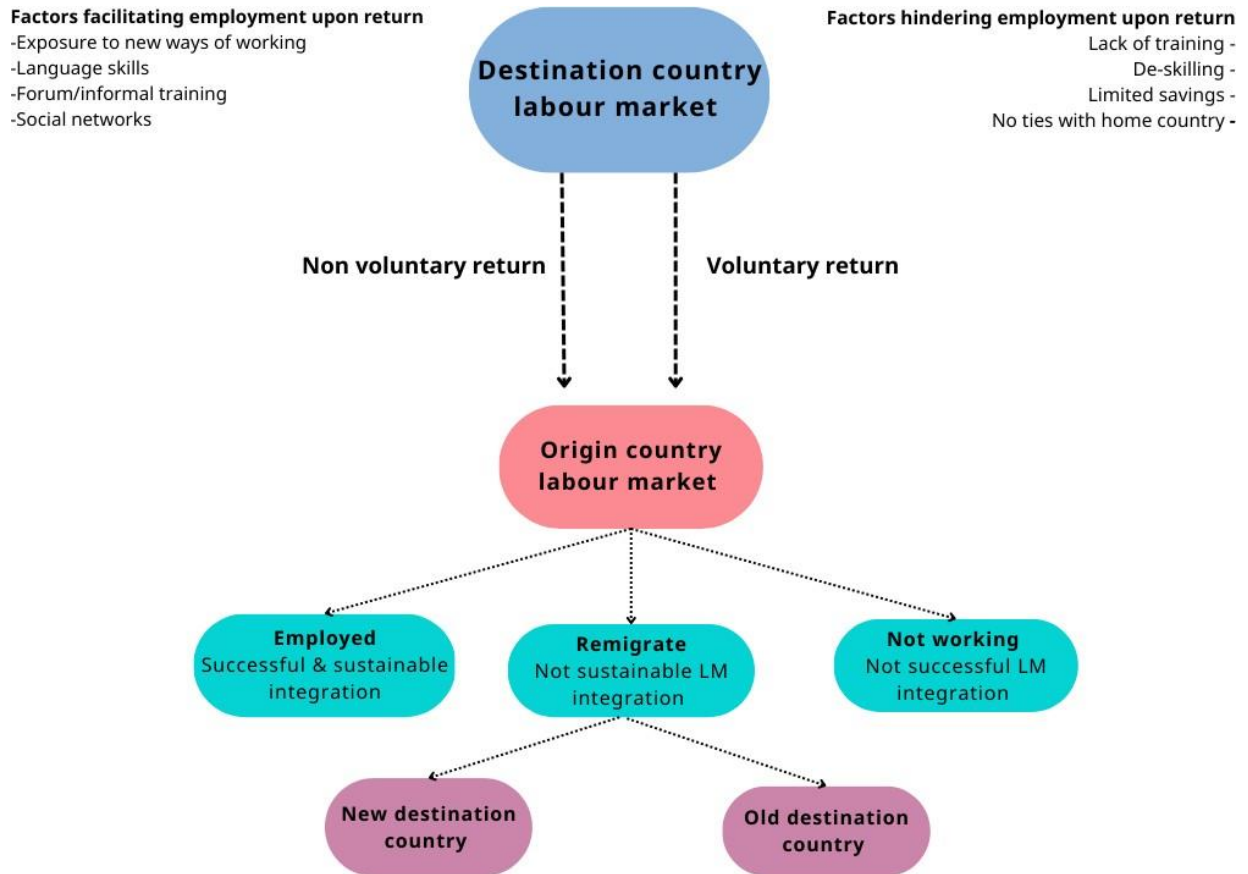
Reintegration entails access to resources and opportunities, allowing for the establishment of a self-sustaining livelihood, and having the same rights as the rest of the population. Gent and Black (2004, 25) draw three indicators to define the sustainability of return: “lack of desire to re-migrate” (as an indicator of physical sustainability), employment and income levels (as measure of socio-economic sustainability) and feeling of security (as an indicator of political sustainability and personal safety).

⁶ Alexandra Kaun, [New Issues in Refugee Research: When the Displaced Return: Challenges to 'Reintegration' in Angola](#) (UNHCR, 2008)

⁷ UNHCR, [Policy Framework and Implementation Strategy: UNHCR's Role in Support of The Return and Reintegration of Displaced Populations](#), 2008

⁸ It should be noted that countries of origin would see in some cases remigration as a successful outcome of any programme they tailor, specifically a number of South Asian countries, which are promoting migration. Integrating migrant workers returning into training, which gets them a job out of the country, would be a success on their benchmark.

► **Figure 1. General framework of labour market (LM) integration for return migrants, schematic representation**



Source: Adapted from Popova 2016.

Note: The matrix under hindering of employment also includes "discrimination" in the workplace, e.g. discrimination on return such as the discrimination some returning migrant workers faced after COVID-19.

2. International standards and guidance

The importance of the return of refugees and migrant workers and their reintegration is highlighted in international standards and conventions. All policies and programmes should respect the human and labour rights of migrant workers and refugees, in line with relevant international instruments. International standards and ILO standards and other tools provide a basis to ensure rights-based return and reintegration, namely:

2.1. International standards

► Universal Declaration of Human Rights

Article 13

(2) Everyone has the right to leave any country, including his own, and to return to his country.

► International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families

Article 67

States Parties concerned shall co-operate as appropriate in the adoption of measures regarding the orderly return of migrant workers and members of their families to the State of origin when they decide to return or their authorization of residence or employment expires or when they are in the State of employment in an irregular situation.

► ILO Migration for Employment Convention (Revised), 1949 (No. 97)

Article 8(1)

A migrant for employment who has been admitted on a permanent basis and the members of his family who have been authorised to accompany or join him shall not be returned to their territory of origin or the territory from which they emigrated because the migrant is unable to follow his occupation by reason of illness contracted or injury sustained subsequent to entry, unless the person concerned so desires or an international agreement to which the Member is a party so provides.

Convention No. 97, Annex II: RECRUITMENT, PLACING AND CONDITIONS OF LABOUR OF MIGRANTS FOR EMPLOYMENT RECRUITED UNDER GOVERNMENT-SPONSORED ARRANGEMENTS FOR GROUP TRANSFER

Article 9

If a migrant for employment introduced into the territory of a Member in accordance with the provisions of Article 3⁹ of this Annex fails, for a reason for which he is not responsible, to secure the employment for which he has been recruited or other suitable employment, the cost of his return and that of the members of his family who have been authorised to accompany or join him, including administrative fees, transport and maintenance charges to the final destination, and charges for the transport of household belongings, shall not fall upon the migrant.

Article 10

If the competent authority of the territory of immigration considers that the employment for which a migrant for employment was recruited under Article 3 of this Annex has been found to be unsuitable, it shall take appropriate measures to assist him in finding suitable employment which does not prejudice national workers and shall take such steps as will ensure his maintenance pending placing in such employment, or his return to

⁹ Article 3:

1. Each Member for which this Convention is in force undertakes that it will, so far as national laws and regulations permit, take all appropriate steps against misleading propaganda relating to emigration and immigration.
2. For this purpose, it will where appropriate act in co-operation with other Members concerned.

the area of recruitment if the migrant is willing or agreed to such return at the time of his recruitment, or his resettlement elsewhere.

Convention No. 97, ANNEX III: IMPORTATION OF THE PERSONAL EFFECTS, TOOLS AND EQUIPMENT OF MIGRANTS FOR EMPLOYMENT

Article 2

1. **Personal effects** belonging to migrants for employment and members of their families who have been authorised to accompany or join them shall be **exempt from customs duties on the return of the said persons to their country of origin** if such persons have retained the nationality of that country at the time of their return there.

2. Portable hand-tools and portable equipment of the kind normally owned by workers for the carrying out of their particular trades belonging to migrants for employment and members of their families who have been authorised to accompany or join them shall be exempt from customs duties on return of the said persons to their country of origin if such persons have retained the nationality of that country at the time of their return there and if such tools and equipment can be shown at the time of importation to be in their actual ownership or possession, to have been in their possession and use for an appreciable time, and to be intended to be used by them in the course of their occupation.

► **ILO Migration for Employment Recommendation (Revised), 1949 (No. 86)**

With regard to the free services and information provided to migrants:

Para 5 (2)

The service should advise migrants and their families, in their languages or dialects or at least in a language which they can understand, on matters relating to emigration, immigration, employment and living conditions, including health conditions in the place of destination, return to the country of origin or of emigration, and generally speaking any other question which may be of interest to them in their capacity as migrants.

Para 5 (3)

The service should provide facilities for migrants and their families with regard to the fulfilment of administrative formalities and other steps to be taken in connection with the return of the migrants to the country of origin or of emigration, should the case arise.

Para 18 (1)

When a migrant for employment has been regularly admitted to the territory of a Member, the said Member should, as far as possible, refrain from removing such person or the members of his family from its territory on account of his lack of means or the state of the employment market, unless an agreement to this effect has been concluded between the competent authorities of the emigration and immigration territories concerned.

Para 18 (2)(f) Any such agreement should provide--

that "the costs of the return of the migrant and the members of his family and of the transport of their household belongings to their final destination shall not fall on him".

Para 20:

When migrants for employment or members of their families who have retained the nationality of their State of origin return there, that country should admit such persons to the benefit of any measures in force for the granting of poor relief and unemployment relief, and for promoting the re-employment of the unemployed, by exempting them from the obligation to comply with any condition as to previous residence or employment in the country or place.

Model Agreement – Annex to R86

Article 22. Contracts of employment

Article 22(3(k) provides that in the case of an individual contract of employment that contract shall contain information on “ in case of temporary migration, the method of meeting the expenses of return to the home country or the territory of migration, as appropriate”;

Article 25. Provisions concerning compulsory return

1. The competent authority of the territory of immigration undertakes that a migrant and the members of his family who have been authorised to accompany or join him will not be returned to the territory from which he emigrated unless he so desires if, because of illness or injury, he is unable to follow his occupation.

2. The Government of the territory of immigration undertakes not to send refugees and displaced persons or migrants who do not wish to return to their country of origin for political reasons back to their territory of origin as distinct from the territory from which they were recruited, unless they formally express this desire by a request in writing addressed both to the competent authority of the territory of immigration and the representative of the body set up in accordance with the provisions of an international instrument which may be responsible for the protection of refugees and displaced persons who do not benefit from the protection of any Government.

Article 26. Return journey

1. The cost of the return journey of a migrant introduced under a plan sponsored by the Government of the territory of immigration, who is obliged to leave his employment for reasons for which he is not responsible, and who cannot, in virtue of national laws and regulations, be placed in an employment for which he is eligible, shall be regulated as follows:

the cost of the return journey of the migrant, and persons dependent upon him, shall in no case fall on the migrant himself;

supplementary bilateral agreements shall specify the method of meeting the cost of this return journey;

in any case, even if no provision to this effect is included in a bilateral agreement, the information given to migrants at the time of their recruitment shall specify what person or agency is responsible for defraying the cost of return in the circumstances mentioned in this Article.

2. In accordance with the methods of co-operation and consultation agreed upon under Article 28 of this Agreement, the two parties shall determine the measures necessary to organise the return home of the said persons and to assure to them in the course of the journey the conditions of health and welfare and the assistance which they enjoyed during the outward journey.

3. The competent authority of the territory of emigration shall exempt from customs duties on their arrival:

a. personal effects; and

b. portable hand-tools and portable equipment of the kind normally owned by workers for the carrying out of their particular trades, which have been in possession and use of the said persons for an appreciable time and which are intended to be used by them in the course of their occupation.

► **ILO Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205)**

X. Migrants affected by crisis situations

Paragraph 26.

Taking into account that special attention should be given to migrants, especially migrant workers, who have been made particularly vulnerable by crisis, Members should take measures, in accordance with national law and applicable international law, to:

(e) facilitate the voluntary return of migrants and their families in conditions of safety and dignity.

XI. REFUGEES AND RETURNEES

VOLUNTARY REPATRIATION AND REINTEGRATION OF RETURNEES

Paragraph 37.

When the security situation in the country of origin of refugees has improved sufficiently, Members should collaborate to facilitate the voluntary repatriation of refugees in conditions of safety and dignity, and to support their labour market reintegration, including with the assistance of international organizations.

Paragraph 38.

Members should collaborate with the ILO and relevant stakeholders to develop specific programmes for returnees to facilitate their vocational training and reintegration in the labour market.

Paragraph 39.

Members should collaborate, including with the assistance of relevant international organizations, to support the socio-economic integration of returnees in their countries of origin, through measures set out in Parts IV to IX [i.e. employment and income-generation opportunities; rights, equality and non-discrimination; education, vocational training and guidance; social protection; labour law, labour administration and labour market information; social dialogue and role of employers' and workers' organizations], as appropriate, in a manner which supports the economic and social development of local populations.

Paragraph 40.

Taking into account the principle of burden- and responsibility-sharing, Members should support countries of origin to strengthen their capacity and build resilience, including through development assistance, by investing in local communities in which returnees are reintegrated and by promoting full, productive, freely chosen employment and decent work.

► **Employment Promotion and Protection against Unemployment Convention, 1988 (No. 168)**

Article 26

1. Members shall take account of the fact that there are many categories of persons seeking work who have never been, or have ceased to be, recognised as unemployed or have never been, or have ceased to be, covered by schemes for the protection of the unemployed. Consequently, at least three of the following ten categories of persons seeking work shall receive social benefits, in accordance with prescribed terms and conditions:

(i) migrant workers on return to their home country, except in so far as they have acquired rights under the legislation of the country where they last worked;

► **Nursing Personnel Recommendation, 1977 (No. 157)**

Paragraph 64.

(1) Nursing personnel undergoing education or training abroad should be able to obtain appropriate financial aid, on conditions to be determined by multilateral or bilateral agreements or national laws or regulations.

(2) Such aid may be made dependent on an undertaking to return to their country within a reasonable time and to work there for a specified minimum period in a job corresponding to the newly acquired qualifications, on terms at least equal to those applicable to other nationals.

► **Employment Policy (Supplementary Provisions) Recommendation, 1984 (No. 169)**

Paragraph 42

Developing emigration countries, in order to facilitate the voluntary return of their nationals who possess scarce skills, should-

(a) provide the necessary incentives; and

(b) enlist the co-operation of the countries employing their nationals as well as of the International Labour Office and other international or regional bodies concerned with the matter.

Para 44.

Members, both countries of employment and countries of origin, should, when it is necessary, taking fully into account existing international labour Conventions and Recommendations on migrant workers, conclude bilateral and multilateral agreements covering issues such as right of entry and stay, the protection of rights resulting from employment, the promotion of education and training opportunities for migrant workers, social security, and assistance to workers and members of their families wishing to return to their country of origin.

► **Employment Promotion and Protection against Unemployment Recommendation, 1988 (No. 176)**

Paragraph 9

Members should give consideration to the conclusion of bilateral and multilateral agreements which provide for assistance to foreign workers protected by their legislation who freely wish to return to the territory of the State of which they are nationals or in which they formerly resided. Where such agreements do not exist, Members should provide, through national legislation, financial assistance to the workers concerned.

2.2 International guidance

► **ILO Guiding principles on the access of refugees and other forcibly displaced persons to the labour market**

E. Voluntary repatriation and reintegration of returnees

29. Countries of origin should reintegrate refugee returnees in their labour market. The ILO and its Members in a position to do so should provide assistance to countries of origin in areas of refugee returnees in creating employment and decent work for all, as well as livelihoods and self-reliance.

30. Members should develop appropriate protection frameworks, in consultation with countries of origin, to support refugees and other forcibly displaced persons upon their voluntary return to and reintegration in their home countries, in accordance with obligations under international law, including refugee law and human rights law as applicable.

► **ILO Multilateral Framework on Labour Migration (2006)**

The ILO Multilateral Framework on Labour Migration (2006) contains non-binding principles and guidelines for a rights-based approach to labour migration. Its main scope is to assist governments, social partners and other stakeholders in their efforts to govern labour migration and protect migrant workers, and among others also makes a reference to return and re-integration. In particular:

Principle 12. An orderly and equitable process of labour migration should be promoted in both origin and destination countries to guide men and women migrant workers through all stages of migration, in particular, planning and preparing for labour migration, transit, arrival and reception, return and reintegration.

Guideline 12.2. Wherever possible facilitate migrant workers' return by providing information, training, and assistance prior to their departure and on arrival in their home country concerning the return process, the journey and reintegration.

► **UN 2030 Agenda for Sustainable Development**

It underlines "the right of migrants to return to their country of citizenship, and recall(s) that States must ensure that their returning nationals are duly received." (United Nations, 2015, para. 29).

► **UN Global Compact for Safe, Orderly and Regular Migration**

Objective 21 encourages States to: "cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration" (UN General Assembly, 2018).

► **UN Global Compact on Refugees¹⁰**

Under point 89, indicates that “States and relevant stakeholders will contribute resources and expertise to support countries of origin upon their request with respect to social, political, economic and legal capacity to receive and reintegrate returnees, notably women, youth, children, older persons and persons with disabilities. This may include support for development, livelihood and economic opportunities and measures to address housing, land and property issues” (UN General Assembly, 2018).

Outcome 4.1: “Resources are made available to support the sustainable reintegration of returning refugees by an increasing number of donors”.

► **UN Comprehensive Refugee Response Framework**

At 12(f), states that “To ensure sustainable return and reintegration, States, United Nations organizations and relevant partners would: Ensure that national development planning incorporates the specific needs of returnees and promotes sustainable and inclusive reintegration, as a measure to prevent future displacement” (New York Declaration, Annex I (paras. 1-16), UN General Assembly, 2018).

► **Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster (2016)¹¹**

They contain measures on facilitating reintegration of returnees in cases when the origin or destination country experiences climate, natural disaster, conflict or other emergency.

2.3 Regional frameworks and directives

Regional frameworks that cover policies and programmes to facilitate the reintegration of returned migrants, include:

- The ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers (the Cebu Declaration, 2007);
- The ASEAN Consensus on the Protection and Promotion of the Rights of Migrant Workers (2017)
- The ASEAN Guidelines on effective return and reintegration of migrant workers (2020)
- The Council of Europe 1977 European Convention on the Legal Status of Migrant Workers,¹² which contains several provisions relevant to return and reintegration (Art. 14(5), Art. 15, Art. 30).
- EU Return Directive previously discussed.
- The Migration Policy Framework for Africa (MPFA) (2018) which calls for socio-economic assistance for the reintegration process to be sustainable.

2.4 Bilateral agreements containing return provisions

Due to the magnitude, importance and complexity of labour migration, almost all of its aspects, including return and reintegration, have been considered in many international cooperation instruments, such as bilateral labour migration agreements (BLMAs). Examples of a BLMA addressing the reintegration of migrant workers can be found in boxes 3 and 4.

¹⁰ UNHCR, [“The Global Compact on Refugees”](#)

¹¹ IOM, [“Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster”](#)

¹² Council of Europe [“European Convention on the Legal Status of Migrant Workers \(ETS No.093\)”](#)

► **Box 3. Agreement between the Kingdom of Spain and the Republic of Ecuador for the Regulation and Control of Migratory Flows. (extracts)**

CHAPTER V

The migrants' return

Article 13

The contracting parties undertake to adopt coordinated measures to organize voluntary repatriation programmes for Ecuadorian migrant workers to their country of origin.

To this end, steps shall be taken to promote re-entry of migrant workers in Ecuador with the value added from their immigration experience as a factor for economic, social, and technological development. The contracting parties shall thus encourage the development of projects with their own resources and resources from international cooperation organizations for vocational training of the migrant and recognition of the vocational training received in Spain; to promote the establishment of small and medium enterprises of migrants who return to Ecuador; to create binational corporations linking employers and workers; and in other areas of economic and social development, to encourage activities that promote the training of human resources and the transfer of technology.

Source: [Acuerdo entre el Reino de España y la República del Ecuador relativo a la regulación y ordenación de los flujos migratorios \(Unofficial translation from the original Spanish\)](#), 2001

► **Box 4. Framework agreement on assistance and cooperation in migratory matters between Colombia and Peru (extracts)**

Chapter VI.

The return of migrant workers

Article 12.

The Parties, to the extent of their possibilities, undertake to adopt coordinated actions to promote return of migrant workers and their families to the countries of origin.

To this end, measures will be articulated that promote labour insertion with the value added that implies the experience of migration as a factor of socio-economic and technological development.

Peru's Ministry of Labour and Employment Promotion will provide the formal Colombian workers who wish to return to Colombia information on the dependent labour market and opportunities for the establishment of independent work in Colombia, according to the information provided by the Ministry of Labour of Colombia - SENA. Ministry of Labour - SENA, will provide Peruvian workers who wish to return to Peru, information on labour market and self-employment opportunities in Peru, according to the information provided by the Peru's Ministry of Labour and Promotion of Employment.

For this, the Parties will promote the development of projects (with their own funds and / or from international cooperation organizations), aimed at the migrant's job training, recognition of work experience acquired, promoting the establishment of micro, small and medium migrant companies, as well as the creation of binational companies.

Source: [ILO, Framework Agreement for Assistance and Cooperation in Immigration Matters between Colombia and Peru \(Unofficial translation from the original Spanish\)](#), 2012

An example of an agreement covering return and reintegration of refugees is the one signed in 2013 by the governments of Kenya and Somalia and the United Nations High Commissioner for Refugees (see box 5).

► **Box 5. Tripartite agreement governing the voluntary repatriation of Somali refugees living in Kenya, 2013**

In order to organize the voluntary repatriation of refugees and their reintegration in Somalia, the agreement established a Tripartite Commission. The Commission was tasked to determine the overall policies and provide guidance and recommendations to the Signatory Parties on their implementation.

With a view to ensuring that voluntary repatriation is sustainable, the Parties envisaged the strengthening and expansion of the Somali development, security and humanitarian assistance programmes, focusing wherever possible on local community to facilitate the reintegration of the returnees. In particular:

“Article 12.4: With a view to ensuring that voluntary repatriation is sustainable, the Parties may advocate for the strengthening and expansion of the Federal Republic of Somalia’s ‘national development, security and humanitarian assistance programs, focusing wherever possible on local community development in key areas of return to facilitate reintegration of the returnees’”.

“Article 25 (XI): Recognize as appropriate and in accordance with applicable national law, certifications, qualifications and skills obtained from recognized institutions while residing in Kenya.”

“Article 25 (xv): Facilitate the reintegration of the returnees and their enjoyment of all the social, economic, civil, natural and political rights provided for in the laws of the country, including fair and equal access to public services.”

Source: Tripartite Agreement Between the Government of Kenya, the Government of Somalia and the UNHCR, [Governing the Voluntary Repatriation of Somali Refugees Living in Kenya](#), 2013

3. Identification of return migrant workers' socio-economic profiles

To be effective in addressing properly the needs of return migrant workers, reintegration policies and services need to be evidence-based. The result can be achieved only if the countries of origin can rely upon accurate, reliable, comparable and current data. Some countries already have a Labour Market Information System in place; however they do not include labour migration. The relevant data on migrants that are necessary for designing an effective reintegration policy include (ILO 2018a):

- a. main socio-demographic characteristics, including age, sex, family composition, education level, sector of employment and occupation before departure;
- b. main migration characteristics, including pre-departure training, pre-employment orientation,¹³ duration of the last migration, economic sector of employment and type of occupation during the migration, education and training attended abroad, reasons for return;
- c. main work characteristics and experience since return: labour force status (employed, unemployed, outside the labour force), branch of economic activity, social security entitlements, support received in finding a job, expected support for the economic reintegration, intention to retire, intention to re-migrate, or risk of displacement.¹⁴

Data and information on the labour market reintegration of return migrant workers can be both quantitative and qualitative. Qualitative data can be collected through interviews with key informants and focus group discussions. Interviewing a targeted group of stakeholders could provide valuable qualitative information on the labour migration reintegration challenges. In order to collect consistent and comparable information, a set of guiding questions should be prepared in advance (see table 1). In case of need, the questionnaire could be administered on-line.

► Table 1. Guiding questions for key informants' interviews

Guiding questions	Institutions and organizations (key informants)
Are there disaggregated data on return migrant workers and their labour market reinsertion needs? If yes, please provide details, including source of available information.	Ministry of Labour Ministry of Interior Ministries of planning (and development) (where these exist) Employers' organizations Workers' organizations National Statistical Office NGOs providing assistance for migrant workers' reintegration
Are data and information on return migrant workers used for policy design and monitoring?	Ministry of Labour Ministry of Interior (where existing) Migration Directorate Employers' organizations Workers' organizations NGOs providing assistance for migrant workers' reintegration
What are the challenges experienced by return migrant workers in the reintegration process?	Ministry of Labour Ministry of Interior

¹³ Pre-employment orientation is an important initial step to assist potential migrant workers in deciding whether or not to migrate for employment.

¹⁴ It is important to note that it may be challenging to identify all return migrant workers, as they are not always registered.

<ul style="list-style-type: none"> a. Finding a job b. Opening a new business c. Receiving a pension d. Socio-psychological issues <p>Other (please specify)</p>	<p>Ministry of Health Public employment services Private employment agencies Employers' organizations Workers' organizations NGOs providing assistance for migrant workers' reintegration</p>
<p>Is your institution/organization involved in the design, implementation, monitoring and evaluation of labour market reintegration measures for return migrant workers?</p>	<p>Ministry of Labour Ministry of Interior Ministry of Health Public employment services Private employment agencies Employers' organizations Workers' organizations NGOs providing assistance for migrant workers' reintegration</p>
<p>What kind of support is your institution/organization providing to reintegration of return migrant workers?</p> <ul style="list-style-type: none"> a. job placement b. training c. career guidance and counselling d. assistance for skills and qualifications recognition e. self-employment f. socio-psychological assistance <p>Other (please specify)</p>	<p>Ministry of Labour Ministry of Health Ministry of Education Public employment service Private employment agencies Employers' organizations Workers' organizations NGOs providing assistance for migrant workers' reintegration</p>
<p>Are there any specific measures targeting female return migrant workers, youth return migrant workers and return migrant workers with disabilities? If yes, which ones?</p>	<p>Ministry of Labour Ministry of Health Ministry of Education Public employment service Private employment agencies Social security institute Employers' organizations Workers' organizations NGOs providing assistance for migrant workers' reintegration</p>
<p>Are there specific measures targeting return migrant workers for the productive investment of their savings?</p>	<p>Ministry of Labour Ministry of Economy Ministry of Finance National Central Bank Public employment service Private employment agencies Employers' organizations Workers' organizations</p>

What are the issues related to the reinsertion of return migrant workers in the local communities and how could these be addressed?	Ministry of Labour Public employment service Local authorities Private employment agencies Employers' organizations Workers' organizations NGOs providing assistance for migrant workers' reintegration
Which services are envisaged for those return migrant workers intending to re-migrate?	Ministry of Labour Public employment service Private employment agencies Employers' organizations Workers' organizations NGOs providing assistance for migrant workers' reintegration
Are there mechanisms allowing reintegration policies and measures to be adapted and updated to respond to monitoring and evaluation?	Ministry of Labour Ministry of Interior Ministry of Education Ministry of Health Employers' organizations Workers' organizations NGOs providing assistance for migrant workers' reintegration

Source: Authors' elaboration.

Relevant qualitative information on the labour market/socio-economic reintegration experience of return migrant workers could be collected from focus group discussions with return migrant workers. The focus group discussion would be based on a series of questions (see indicative template in Annex 5).

To facilitate systematic data collection on return and reintegration, a model questionnaire is included in Annex 1. The questionnaire was designed for collecting information on labour market reintegration. Other aspects linked to return (such as social and psychological issues) require either a dedicated questionnaire or the addition of specific questions.

Data could be collected periodically by the National Statistical Services through household surveys, in particular by adding a migration module to the Labour Force Survey (LFS) (see, for example, box 6).¹⁵ In the absence of national-level data collection, ad-hoc surveys (through projects), using the snowballing technique, could also be used; however, the issue is sustainability in terms of continuation in the future.

► Box 6. Data sources on return migrants in Tunisia

There are two main surveys managed by the National Statistical Institute (INS): the General Census of Population and Housing and the National Population Survey on Employment (ENPE). The Census 2014 provided data on return migrants over the five years 2009-14, disaggregated by sex, age, marital status, reason for return, level of education and labour force status. The ENPE has a module, added since 2005, which allows the measurement on an annual basis of the flows of return migrant workers, with the same disaggregation as in the Census.

Beside the need to ensure full compliance with the standards of the 20th ICLS for counting flows of returning international migrant workers, it would be helpful to disseminate the results of the ENPE in a timely manner. The last survey disseminated through the INS web goes back to 2010.

Source: ILO 2020a.

¹⁵ The ILO LFS modules covering labour migration are designed to capture detailed information for different types of international labour migration on: (i) scope, scale and geographical coverage of labour migration; (ii) socio-demographic and education characteristics of migrant workers and (iii) types of economic activities, working conditions, frequency and duration of trips abroad.

An example of a project-based survey is offered by the International Fund for Agricultural Development (IFAD) in Nepal (see box 7). The interviews are conducted by telephone. Other organizations use computer-aided interviewing techniques, such as Computer Aided Web Interviewing (CAWI).

► Box 7. Return migration in Nepal

The International Fund for Agricultural Development (IFAD), through its Rural Enterprises and Remittances Project, Samriddhi, launched a telephone survey among Nepalese return migrant workers after 23 March 2020, to collect information on how to support their reintegration, especially under the pressure of the COVID-19 pandemic. An initial group of 652 return migrant workers from 67 municipalities responded to the questionnaire, which resulted in the following provisional findings:

Gulf Cooperation Council (GCC) countries are the main destination for Nepali workers (55 per cent), followed by Malaysia (23 per cent), and India (19 per cent).

In terms of jobs abroad, 46 per cent of respondents were employed in an elementary occupation (cleaning and laundry, packaging/loading/shipping/ delivery); 17 per cent in sales and services (baker/dessert maker, barista/coffee maker, beauty and fitness, caregiver/nursing aide, housekeeping, security, tailor, waiter/waitress); 13 per cent in construction (carpenter, mason, painter); 8 per cent in electrical and mechanical roles (A/C technician, automotive, electrician, plumbing, welder); 6 per cent as drivers/machine operators; and 4 per cent each in agriculture and manufacturing.

Return migrants have also acquired new skills, almost 50 per cent in agriculture, followed by driving, cooking, electric equipment repairing, carpentry and masonry.

About 77 per cent of the return migrant workers are not planning to re-migrate. Approximately 60 per cent of them were interested in engaging in agriculture for livelihood opportunities in Nepal. Less than 30 per cent were looking for a job with the skills they have or with additional training. Training, access to finance, technology and market linkages were the top areas respondents identified to support their enterprise start-ups.

Based on the above survey results, the IFAD's project has launched for 2021 a new database supporting return migrants to engage in agriculture. The database created with the survey information can be helpful to local governments in designing policy and programmes to reintegrate return migrant workers.

Source: Bashu Aryal and Sanjeev "[Coming Back Home: The Road Ahead for Migrant Returnees in Nepal](#)" IFAD Blog (blog), 16 June 2020

Another example of a project-based survey on return migration, complemented by qualitative research, is offered by the study carried out by the ILO in Moldova in 2013 (see box 8).

► Box 8. Return migration survey in Moldova

As part of the "Return Migrants and Home Country Socio-Economic Development" project in Moldova, funded by the Czech Government and implemented by the ILO, a study was conducted on return migrant workers and their reintegration into the domestic labour market.

Quantitative data were collected through 1,006 face-to-face interviews with return migrants. Sampling considered quotas by sex, age, and direction of migration. For the purpose of the survey, the return migrants were Moldovan citizens, present in the household at the time of the interview, who were abroad for work or looking for work for at least six months during the previous 10 years and returned to Moldova at least six months before the date of the interview. The survey results were integrated by qualitative information, collected through seven focus group discussions with return migrants, in-depth interviews with representatives of state institutions, social partners, NGOs, international organizations, academia, among others, working in the area of migration.

The survey has confirmed the difficulties experienced by the return migrant workers in finding stable work: only 31 per cent of respondents found employment in the non-agricultural sector. Among them, a few became self-employed.

About 30 per cent of return migrant workers managed to obtain employment immediately after return and almost two-thirds within a period of up to six months (72 per cent of men and 65 per cent of women). Over 10 per cent of all respondents were able to find employment within a period of one year. Usually, return migrant workers try to find a job on their own through the assistance of relatives, friends and colleagues or through contacting employers or former employers directly, and to a lesser extent through institutions such as the National Employment Agency (9.1 per cent of return migrant workers) or private employment agencies (6.3 per cent).

Among the other reintegration services, the study refers to:

- (a) the problems linked to health by ensuring adequate services to those migrants who did not have such assistance when abroad; and
- (b) a category of vulnerable return migrant workers who return for the purpose of retirement, since for them it is vital that bilateral labour migration agreements with the main destination countries are not only signed but also implemented, ensuring the portability of social security benefits.

Source: ILO, [Reîntoarcerea lucrătorilor mișrant și dezvoltarea socio-economică a epublicii Moldova](#), 2014

3.1 Profiling the return migrant workers

Main socio-demographic characteristics

This section focuses on the design of surveys on labour market reintegration of returnees in their country of origin, and indicates the main items of data collection:

The average age at return can play an important role in the likelihood of finding employment and reintegrating in the domestic labour market.

Age groups	15-24		25-54		55-64		65+	
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Women migrant workers can experience multiple layers of vulnerability, when trying to reintegrate.

Sex/Gender	Women		Men		Non-binary	
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The family composition can play a key role in the decision to reintegrate in the labour market and/or re-migrate, especially for those who are the main breadwinner in the family.

Marital status	Never married		Married		Widowed		Divorced	
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Persons in the household		Children 0-6		Children 7-15	
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Reintegration into the labour market can require specific support for return migrant workers with disabilities. Therefore, this information might be relevant for the design of specific measures.

Do you have any disabilities?	YES		NO	
Has your working capacity been assessed by medical services?	YES		NO	
Will you need any special work arrangements so you can do your job?	YES		NO	

The employability of returnees is influenced by two parameters: the education attainment level and the occupational profile. The education attained is classified according to ISCED 2011 (see table 2).¹⁶

¹⁶ UNESCO, "International Standard Classification of Education"

► **Table 2. Highest level of education before migration**

Early childhood education	
Primary education	
Lower secondary education	
Upper secondary education	
Post-secondary non-tertiary education	
Short-cycle tertiary education	
Higher education (Bachelor's degree)	
Higher education (Master's degree)	
Doctoral or equivalent level	

As an alternative or complementary to the education levels indicated above, the returnees may have obtained additional skills and qualifications through the following occupation-related training options (see table 3).

► **Table 3. Occupation-related training before migration**

Vocational training	
Informal apprenticeship	
On-the-job training	
Language training	
Short duration courses provided by a private supplier (please specify)	
Training courses organized by public employment services to facilitate job matching and placement	
Pre-departure training	
Pre-employment orientation	
Other (please specify)	
No training courses attended before migrating	

The education profile should also be completed with information about possible training undertaken during migration (table 4).

► **Table 4. Education/training in country of destination**

Tertiary education	
Language training	
Training to bring existing qualifications up to local standards	
On-the-job training	
Post-arrival and orientation training	
Other (specify)	
No education or training courses attended	

Concerning the occupational profile of migrant workers, it is necessary to collect information on the type of job performed and their duration, before, during and after migration, and the branch of economic activity (see tables 5 and 6).

► **Table 5. Type of occupation: ISCO-08 Major groups**

	Years of experience before migration	Years of experience during the migration	Years of experience upon return
Legislators, senior officials and managers			
Professionals			
Technicians and associate professionals			
Clerks			
Service workers and shop and market sales workers			
Skilled agricultural and fishery workers			
Craft and related trades workers			
Plant and machine operators and assemblers			
Elementary occupations			
Armed forces			

► **Table 6. Branch of economic activity**

	Before migration	During the migration	Upon return
Agriculture, forestry and fishing			
Mining and quarrying			
Manufacturing			
Electricity, gas, steam and air conditioning supply			
Water supply; sewerage, waste management and remediation activities			
Construction			
Wholesale and retail trade; repair of motor vehicles and motorcycles			
Transportation and storage			
Accommodation and food service activities			
Information and communication			
Financial and insurance activities			
Real estate activities			
Professional, scientific and technical activities			
Administrative and support service activities			

Public administration and defence; compulsory social security			
Education			
Human health and social work activities			
Arts, entertainment and recreation			
Other service activities			
Activities of households as employers; undifferentiated goods- and services-producing activities of households for own use			
Activities of extraterritorial organizations and bodies			
Never worked			

Source: United Nations, "[International Standard industrial Classification of All Economic Activities, Revision 4](#)"

The length of time spent abroad is usually an important indication for skills and qualifications acquisition, savings accumulation, and social network development (see table 7).

► **Table 7. Time spent abroad**

1-3 months		3-5 years	
3-six months		5-10 years	
6-12 months		10 years or more	
1-3 years		No answer	

3.2. Push factors for migration and reasons for return

The sustainability of labour market reintegration requires that the push factors for migration or re-migration are addressed (see table 8).

► **Table 8. Push factors for migration (and for possible re-migration)**

	Initial migration	Re-migration
Have no job/cannot find job		
Nature of work unsatisfactory		
Lack of social protection		
To repay debts		
To improve standard of living		
To accompany/follow spouse or parent		
To obtain education		
To finance children's education		
Conflict and instability		
Other (please specify)		

The reasons for return could influence the opportunities for labour market reintegration (see table 9).

► **Table 9. Main reasons for return to the country of origin (multiple responses allowed)**

Laid off by employer	
End of contract	
Could not find work	
Did not like the type of job	
Low income	
Retirement	
Saved enough money	
To start a business after return	
Inherited property/land	
Needed back by the family	
Health issues	
Sent away by the authorities	
Permit expired	
Homesick	
COVID-19 pandemic	
Conflict and instability in the destination country	
Restoration of stability in the country of origin	
Other (please specify)	

3.3. Job searching after return

After return, migrant workers, unless motivated by retirement, usually try to find a job. This can happen immediately but could also be unsuccessful. If no job is found within a period of 12 months,¹⁷ the likelihood of re-migration increases significantly. In cases of both successful and failed labour market reintegration, it would be important for policy design purposes to understand the job-search methods used and the type of support received (if any) (see tables 10, 11 and 12).

► **Table 10. Time taken to find a job after return**

Arranged before return, based on available information from the country of origin	
On arrival	
Within 1 month	
Within 6 months	
Within 1 year	
After 1 year	
Still unemployed	

► **Table 11. Job-search methods**

Support from the public employment service	
Support from private employment agencies	
Responding to vacancy advertisement in newspapers	
Searching online - job boards, company websites, etc.	
Social media sites such as Google, Facebook, LinkedIn	
Contacting former employer	
Contacting employers or human resources managers directly	
Calling friends, family members, colleagues	
Other (please specify)	

► **Table 12. Most relevant experiences abroad for finding a job back home**

Working experience	
Formal education/training	
Skills learned at work	
Soft skills (e.g. team work, communication punctuality, etc)	
Other (please specify)	

3.4. Services needed for labour market reintegration

There are five possible scenarios upon return: (i) look for a job; (ii) open own business; (iii) retire; (iv) re-migrate; and v) remain an inactive job seeker (out of the labour force, for instance to take care of a family member). For each pathway, there are different services and support that returnees could expect to receive in their home country (see tables 13, 14, 15 and 16).

¹⁷ The ILO definition of long-term unemployment refers to people who have been unemployed for one year or longer. ILO, "[Long-term unemployment](#)"

► **Table 13. Employment services**

Profiling to identify skills gaps and other reintegration (social) barriers	
Additional training for filling identified skill gaps	
Referral to existing labour market programmes and social services	
Specific support for people with disabilities	
Entrepreneurship and self-employment support	
Support in the validation of prior learning	
Support for the recognition of qualifications earned abroad	
Assistance in benefiting from specific economic reintegration measures for returnees (if existing)	
Job-search support and counselling	
Referral to employers and job matching	
Other (please specify)	

► **Table 14. Expected services for starting own business**

Assistance in the investment of savings	
Assistance in accessing measures for self-employment	
Business advice	
Grants for start-ups	
Assistance for credit and guarantee issues	
Training on financial literacy and business management	
Other (please specify)	

Portability of pension rights is possible if the countries of origin and destination have specific social protection agreements. The situation of refugees can be more complex. If migrant workers have contributed for a long enough period in the destination countries, they can be entitled to receive a pension, based on the national legislation of the destination country¹⁸. Another option may be that they continue to contribute to a pension scheme in their country of origin on a voluntary basis, such as in the Philippines with the Social Security System (SSS) Programme for Overseas Migrant Workers.¹⁹

► **Table 15. Needed retirement assistance**

Assistance in accessing the pension scheme	
Assistance in the recognition of working periods abroad, including consular support (if applicable)	
Other (please specify)	

Re-migration could also be a possible scenario. The motivations for this choice may vary from the lack of job opportunities to other more personal reasons. If the reintegration policy cannot address such needs, the individual choice to re-migrate may be supported by preventing the risks of irregular migration and ensuring a safe migration process.

¹⁸ ILO, [Extending social protection to migrant workers, refugees and their families: A guide for policymakers and practitioners](#), 2021

¹⁹ Olivier, M., [Social Protection for Migrant Workers Abroad: Addressing the Deficit via Country-of-origin Unilateral Measures?](#) 2017

► **Table 16. Services needed to support regular re-migration**

Information on regular migration opportunities	
Pre-departure training	
Pre-employment orientation	
Language training	
Vocational training to enhance employability in the destination countries	
Assistance in the employment contract signature process	
Financial services	
Legal assistance for the protection human and labour rights during migration	
Consular protection during the migration period	
Toll free emergency numbers to call for support when abroad	
Other (please specify)	

4. Contents of a reintegration policy

A precondition for designing and implementing labour market reintegration policies is the awareness of the importance of return migrants' reintegration and the dedication of resources to this objective. In 2021 and 2022, there has been strong attention on reintegration due to the impact of the COVID-19 pandemic, and the high number of returnees from many destination countries. Yet return migrants' integration should be a continuous and sustainable process, taking place not only during crisis situations, and to allow migrants to contribute to development.

Countries of origin could have different sets of services for return migrants. An example is offered by the new Mexican return and reintegration programme, which was put in place in 2021 (see box 9).

► Box 9. The Mexican repatriation programme

This programme targets Mexican returnees from the United States and Canada. It is managed by the Migration's National Institute, in collaboration with other public agencies, and involves coordination of three levels of government (federal, regional and local), civil society and private initiatives. The programme provides assistance for:

Departure from destination countries. Mexican Consulates in the United States offer advice and support to carry out the procedures necessary to repatriate those nationals who declare their return to national territory voluntarily, or who are in a situation of vulnerability or emergency. An Information and Assistance Center for Mexicans (CIAM) is operational 24 hours a day. An application for smartphones (MiConsulmex) is also available, providing online support to Mexicans abroad.

Return. **Eleven repatriation services**, installed in **five states bordering the United States**, offer information free of charge and guidance on government support and on job opportunities, among others.

Reintegration. This includes access to health and psychosocial services, employment, recognition of qualifications and skills, and access to financial services.

Source: Mexico, National Institute of Migration, [Dirección de Repatriación Digna](#)

The overall objective of reintegration policies for return migrants should be to provide a systemic and structured response to their labour market, social, legal (including ID, land ownership, inheritance, etc.), and psychological needs, as opposed to ad-hoc initiatives. In cases where no specific return and reintegration policy exists, the reintegration of returnees may be streamlined in existing employment measures.

The following **general guiding principles** may be considered when developing reintegration policy:

1. Government institutions, together with the social partners, should collaborate on reintegration policy preparation and design, implementation, monitoring and evaluation.
2. Reintegration should be an integral part of migration policies and measures, and should be coherent with other relevant policy domains, and particularly with employment policies.
3. Up-to-date data and information should be used for evidence-based policymaking on reintegration.
4. Return migrant workers and refugees are not a homogeneous group and could present different needs, and reintegration should provide custom-tailored approaches.
5. Reintegration entails human and financial resources that need to be dedicated to this policy objective.
6. Strong involvement of public and private organizations is needed at the community level to enhance the effectiveness of the reintegration process.
7. Labour market reintegration should capitalize on the work experience and skills acquired by return migrants in the destination countries.
8. Gender considerations should be mainstreamed in all reintegration policies and measures.

The extent to which these principles are incorporated in a reintegration policy can be measured through the assessment grid (table 23) in Chapter 6.1.

The national labour market reintegration policy could be articulated along the following indicative sections:

- Section 1. Overview of return migration trends and socio-economic profile of returnees
- Section 2. Policy objectives and priorities for labour market reintegration
- Section 3. Legislation and administrative framework for return and reintegration
- Section 4. Institutional framework for return and reintegration, including accountability and resource allocation
- Section 5. Implementing measures
- Section 6. Monitoring and evaluation

The above structure is comprehensive and should include both policy objectives and the multi-stakeholder strategy on how to achieve them (sections 3, 4, 5 and 6). In some cases, the policy and strategy documents could be separated. The policy represents a consensus-building exercise on the objectives, while the strategy is the tool for operationalizing them, and is usually accompanied by a detailed plan of action.

Section 1 analyses the current situation of returnees, based on data, ideally provided by the National Statistical Service and complemented by information from studies and research. If data are not available, a specific data collection exercise should be carried out. Quantitative and qualitative data are both important and the exact format of the data collection exercise depends on the information and resources already available. An indicative survey questionnaire for labour market reintegration of returnees has been included in Annex 1. An example of data collection aimed at evidence-based design of reintegration measures was conducted by the ILO in Ethiopia (see box 10).

► **Box 10. Needs assessment of Ethiopian returnees from the Kingdom of Saudi Arabia**

To better understand the needs of the returnees and develop evidence-based reintegration programmes, the ILO, together with the Ethiopian Ministry of Labour and Social Affairs, undertook an assessment on the needs of a group of 2,039 returnees from the Kingdom of Saudi Arabia. The quantitative data was collected through structured questionnaires. Qualitative data was collected from relevant stakeholders and community members through focus group discussions, using a specific checklist.

Source: ILO 2018b.

Section 2, based upon the country priorities and available resources, will identify objectives and actions to be considered for labour market reintegration. An example of an existing reintegration policy framework is the one applicable in Cambodia (see box 11). The Policy on Labour Migration 2019-2023 is unique in South-Eastern Asia and includes provisions on return and reintegration of migrant workers.

► **Box 11. Policy on Labour Migration for Cambodia 2019-2023**

This policy has been developed with the technical support of the ILO and the participation of relevant ministries and institutions, employers' and workers' organizations, associations of recruitment agencies, civil society groups, international organizations, and development partners. The Ministry of Labour and Vocational Training is responsible for coordinating, monitoring and evaluating the implementation of the policy. An implementation committee has been tasked with the implementation and development of measurable indicators for monitoring and evaluation. The funding sources for the implementation of this policy include the national budget and development cooperation funds.

The policy has three main goals: (1) Strengthening the labour migration governance framework; (2) Protection and promotion of the rights of migrant workers; and (3) Harnessing labour migration to maximize social and economic development.

As part of goal 3, Objective 3.2 focuses on the return and reintegration of migrant workers and identifies the following measures:

Cooperate with the National Employment Agency (NEA), labour counsellor/labour attachés, Private Recruitment Agencies, and migrant workers communities to document the data of migrant workers whose employment contracts ended, and register them in the NEA database to disseminate labour market information, job and employment opportunities, and employment services for local and overseas employment;

Develop support mechanisms for migrant workers' families in communicating with migrant workers, promoting remittance services, and studying the possibility to establish migrant worker family communities in order to share information and experiences;

Provide trainings on entrepreneurship and financial literacy, particularly how to maximise the use of remittances and counselling services for migrant workers, and their families in establishing businesses or other investments.

Source: Kingdom of Cambodia, [Policy on Labour Migration for Cambodia 2019 - 2023](#), December 2018

Sections 3 and 4 focus on the governance of the reintegration policy. This concerns the applicable legal and administrative framework; and the institutions and organization to be involved in the design, implementation and monitoring/evaluation steps (see box 12).

► **Box 12. Sub policy and National Action Plan on Return and Reintegration of Migrant Workers Sri Lanka**

In November 2015, with technical support from the ILO, the Sri Lanka Bureau of Foreign Employment (SLBFE) issued a policy and action plan on return and reintegration of returnees, as a sub-component of the National Labour Migration Policy (2008).

The policy adopts a holistic approach that includes aspects of social, economic, and psychological reintegration of migrant workers and is guided by some key principles, including:

- a. ensuring a safe and dignified return and reintegration process;
- b. special attention to the reintegration needs of migrant workers who have faced stressful or traumatic migration experiences;
- c. inclusiveness, non-discrimination, and gender equality.

Specifically for the labour market reintegration, the document identifies the following actions: (i) recognition of qualifications and skills of migrant workers; (ii) Promoting entrepreneurship, savings' investments, and financial management among migrant workers; and (iii) enhancing public-private partnership for development of local employment for returnees.

To ensure an effective management of the reintegration process, the policy focuses on improved information management on returnees, enhanced capacity of all key stakeholders in labour migration, and effective intersectoral and interagency coordination.

Source: Sri Lanka, Ministry of Foreign Employment, [Sub Policy and National Action Plan on Return and Reintegration of Migrant Workers Sri Lanka](#), November 2015.

It is also important to establish or identify specific organizations in charge of the implementation of the reintegration policy. An interesting example of an agency created expressly for the reintegration of returnees is offered by the Philippines (see box 13).

► **Box 13. The National Reintegration Centre for Filipino migrant workers**

Established by the Republic Act 10022 of 2010, the Centre operates under the Department of Labour and Employment (DOLE) of the Ministry of Labour to facilitate the reintegration of migrant workers into the Philippines society and labour market, and to benefit from the returnees' skills for development. The Centre is the implementing agency of the National Reintegration Programme. The Programme includes the following services:

- - psycho-social services, including counselling and stress debriefing;
- - skills training and business start-up kits to enable women migrant worker returnees to become self-employed;
- - financial awareness seminar and small business management training, to assist returnees and their families in the creation of small businesses for self-employment.
- Source: Philippines, Department of Labor and Employment, [Reintegration Services for Overseas Filipino Workers](#), n.d.

Section 5 includes steps that need to be taken to achieve the key objectives of the reintegration policy. This section could also be a separate strategy or action plan, to be attached to the policy (see box 14).

► **Box 14. Mainstreaming reintegration into employment and social services in Albania**

[The Strategy on Reintegration of Returned Albanian Citizens 2010-2015 was aimed at addressing reintegration issues not fully covered by the National Strategy on Migration. The vision of the Strategy was to ensure sustainable return of migrants through reintegration support, regardless of the return modalities. The Strategy focused primarily on Albanian citizens returned under the EC-Albania Readmission Agreement and bilateral readmission agreements, signed between Albania and other countries.

The Strategy does not foresee specific reintegration services for returnees but appropriate information on existing social services accessible to all Albanian citizens. Specific services are provided only to certain categories of returnees, stipulated by law (for example victims of trafficking, unaccompanied minors, Roma people, migrants with economic problems), or through tailor-made donor-supported projects.

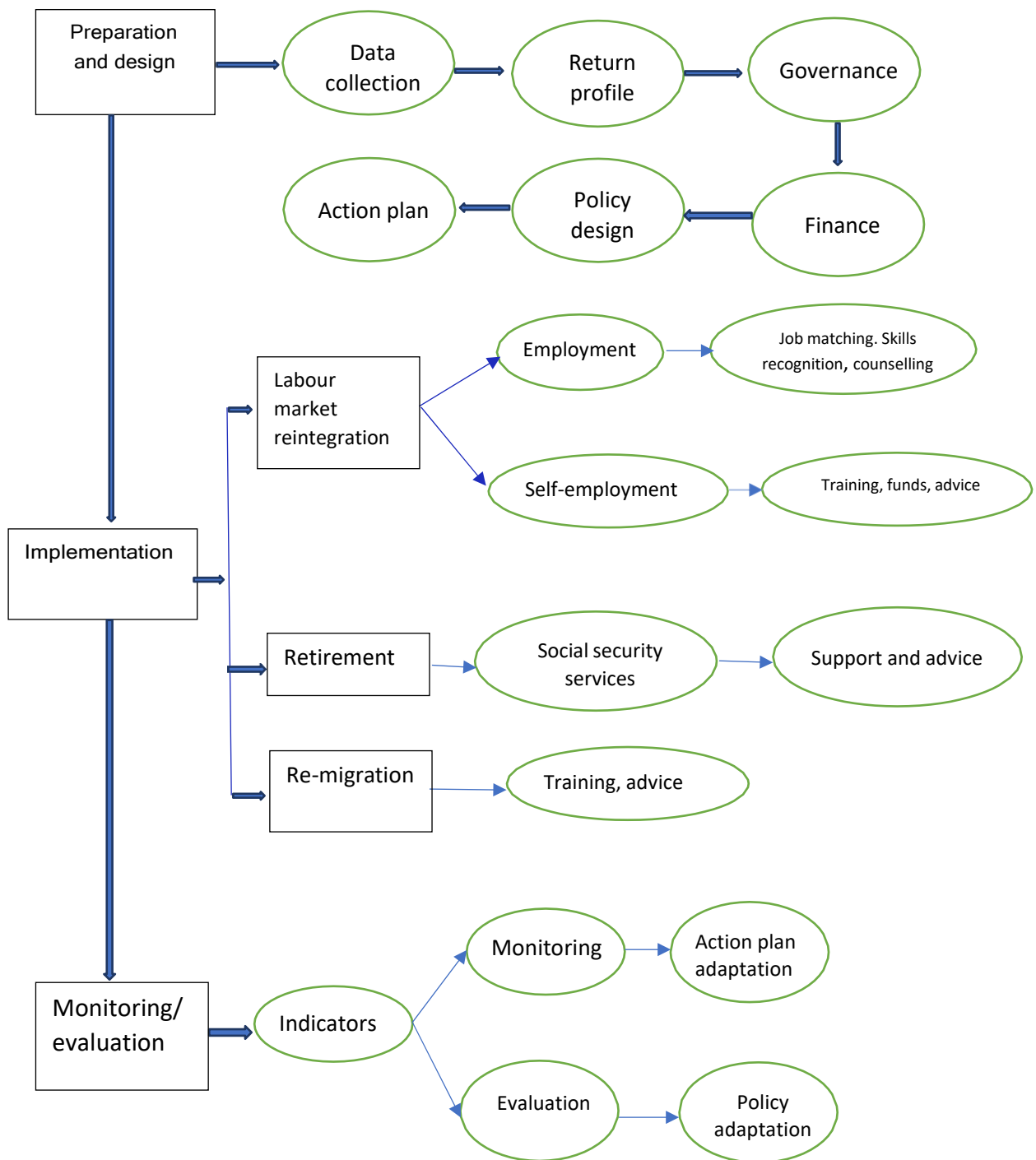
Besides the optimization of existing public employment and social services, the Strategy promotes a partnership approach in its implementation. Gender equality is also underlined, including equal treatment of returnees in terms of gender and focus on how to address gender-specific needs.

Source: Republic of Albania, [Strategy on Reintegration of Returned Albanian Citizens 2010 - 2015](#), June 2010.

Section 6 includes provisions for monitoring and evaluation of the policy implementation.

It should be noted that gender should be mainstreamed in all sections of the reintegration policy. The reintegration policy contains the following policy phases: preparation and design, implementation, and monitoring and evaluation (see figure 2). The designated government institutions, as well as the social partners, should be involved in all phases.

► Figure 2. Reintegration policy phases



Source: Authors' elaboration.

4.1. Legal and administrative framework

Preparing an effective reintegration policy requires data and information on national regulations and on labour migration, return programmes, economic development plans and employment policies. The preparation and design phase can be assessed against the checklist detailed in table 17.

► **Table 17. Relevant legal and administrative information for drafting labour market reintegration policies**

Information	Source of information
<input type="checkbox"/> Legal provisions on return migration and reintegration	Ministry of Migration (if existing), Ministry of Labour, Ministry of Interior, Ministry of Foreign Affairs
<input type="checkbox"/> Gender-disaggregated baseline information on return migrants	Ministry of Migration (if existing), Ministry of Labour, Ministry of Interior, Ministry of Foreign Affairs, National Statistical Service
<input type="checkbox"/> Signature and ratification of international instruments on labour migration and relevant regional instruments, where applicable, covering reintegration aspects, e.g. International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW); ILO Migration for Employment Convention (Revised), 1949 (No. 97); ILO Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143)	Ministry of Migration (if existing), Ministry of Labour, Ministry of Foreign Affairs, Ministry of Justice
<input type="checkbox"/> Bilateral agreements containing clauses on return migration and reintegration, including pension rights portability	Ministry of Migration (if existing), Ministry of Labour, Ministry of Foreign Affairs employers' organizations, workers' organizations, social security institutions
<input type="checkbox"/> Mechanisms for skills and qualification recognition, including prior learning	Ministry of Labour, Ministry of Education, employers' organizations, workers' organizations
<input type="checkbox"/> Country economic development plans, including labour market reintegration of returnees	Ministry of Economy, Ministry of Agriculture, Ministry of Industry, Ministry of Planning, employers' organizations, workers' organizations

	<p>Active labour market policies, including measures applicable to reintegration, and programmes and institutional mapping of returnees</p>	<p>Ministry of Migration (if existing), Ministry of Labour, Ministry of Foreign Affairs, Ministry of Overseas Employment (if existing), public employment services, private employment agencies, employers' organizations, workers' organizations</p>
	<p>National employment policy, containing measures on returnees' labour market reintegration</p>	<p>Ministry of Labour, public employment services, employers' organizations, workers' organizations</p>
	<p>Studies on skills supply and demand, and unfilled vacancies in the national labour market</p>	<p>Ministry of Migration (if existing), Ministry of Labour, public employment services, employers' organizations, workers' organizations</p>
	<p>Responsibilities for labour market reintegration of returnees at federal, state/regional and local levels of government, as applicable</p>	<p>Ministry of Labour, Ministry of Interiors, states, regions and municipalities</p>
	<p>National budget allocation for reintegration measures</p>	<p>Ministry of Migration (if existing), Ministry of Labour, Ministry of Finance, public employment services, employers' organizations, workers' organizations</p>

Source: Authors' elaboration.

4.2. Key stakeholders

There are many stakeholders involved in the reintegration process, and a very important role is played by employers' and workers' organizations and by local communities. A list of potential stakeholders to be engaged, depending on the specific national institutional arrangements, is detailed in table 18.

► **Table 18. List of potential stakeholders in the reintegration policy design and implementation**

Institution/Organization	Role in policy design	Role in policy implementation
Inter-ministerial body on migration (if existing)	Overall responsibility for the reintegration policy design	Coordination of the reintegration policy implementation, monitoring and evaluation Revision of the policy, as appropriate
Ministry of Migration (if existing)	If an Inter-ministerial body does not exist, the Ministry will have the overall responsibility for the reintegration policy design, and coherence with other relevant policies	If an Inter-ministerial body does not exist, the Ministry will coordinate the reintegration policy implementation, monitoring and evaluation Revision of the policy, as appropriate
Ministry of Labour	It would be preferable to take the lead given that it has the mandate and expertise on labour market issues	Assistance to returnees for their reintegration in the labour market Adaptation of the reintegration action plan, as appropriate
Ministry of Interior	Could contribute to the design of the reintegration policy	Could be involved in the implementation and monitoring of the reintegration policy
Ministry of Health	Provide details on health assistance for returnees and their families Reintegration opportunities for return migrant health workers	Provide health services for returnees and their families Provide support for reintegration of return migrant health workers, as appropriate
Ministry of Economy	Economic forecasts and economic developments plans, indicating sectors with growing labour demand, used to design reintegration measures	Reintegration measures implemented, based on economic forecasts and development plans
Ministry of Agriculture	Information on job opportunities in the agricultural sector, used to design reintegration measures	Reintegration measures in the agricultural sector implemented
Ministry of Foreign Affairs	Information on existing BLMAs, containing clauses on return and reintegration of migrant workers Implementation of the migration policy (e.g. Colombia)	Facilitating return by supporting migrant workers in preparing to go back home through services offered by diplomatic missions in countries of destination

Ministry of Finance	Available resources in the different budget lines for reintegration policies and measures	Audit of expenditures linked to reintegration measures
Ministry in charge of equal opportunities	Ensure that the design of the reintegration policy is gender-sensitive; Specific reintegration measures targeting women returnees	Implementation of specific reintegration measures targeting women returnees Monitoring reintegration policy implementation to ensure a gender-balanced approach, and suggesting adaptations, as appropriate
Ministry of Education (including higher education)	Information on skills and qualifications recognition procedures	Services for the validation of prior learning and the recognition of skills and qualifications Monitoring of the recognition of prior learning and recognition of skills and qualifications related to return migrant workers.
Regional and local authorities	Services available at the regional and local level that could be activated for the reintegration of migrant workers.	Assisting the labour market reintegration of migrant workers Promoting information campaigns to sensitize the local community on the returnees' reintegration Promoting job creation projects open to the local communities and including returnees
State migration services (where existing)	Information on returnees and their needs	Coordination of activities for returnees' reintegration
Public employment services	Indication on active and passive labour market measures that could be accessed by returnees	Skills and employability development Job-search support and matching Referral to active labour market policies Support for recognition of skills and qualifications Administration of passive labour market measures Referral to social and psychological services, as appropriate
Private employment agencies	Information on professional profile of return migrant workers and their needs in terms of reintegration Services provided to migrants	Facilitating labour market reintegration of returnees; Referral to social and psychological services, as appropriate

Employers' organizations	Advice on sectors and modalities for employment and self-employment and how returnees can fill labour market shortages or valorize the skills and experiences earned abroad	Help implement labour market reintegration measures
Workers' organizations	Advice on labour market reintegration of returnees	Help the returnees during their reintegration process
Non-governmental organizations operating in the field of labour migration, including associations of returning migrant workers, where these exist	Feedback from the integration initiatives carried out by these organizations that can be useful for policy design	Implementation of specific reintegration activities Facilitating the insertion of returnees in the local community Referral to specific services for addressing returnees' needs
Social security institutions	Providing information on the access of returnees to social security benefits, including pensions	Access to social security services, including pension rights for return migrant workers

Source: Authors' elaboration.

5. Policy implementation

The policy should be accompanied by an action plan aimed at detailing the steps that need to be taken to achieve the key objectives of the reintegration policy. The plan indicates for each activity the responsible implementing institution, the timeline, the human and financial resources required and the indicators of achievement. An example of an action plan grid is found in Annex 3.

5.1. Implementation of reintegration measures

At this stage, the reintegration policy is based upon the assessed needs of returnees; therefore, the implementation phase should address as much as possible these specific needs, which could evolve over time. Following the guiding principles and the steps in the action plan, the implementation can be organized as follows:

5.1.1. Labour market reintegration

Some origin countries already have passive and active labour market measures targeting their nationals. Returnees are nationals and should be eligible to take part in these measures. There could be also specific services designed to facilitate their labour market integration. These measures are usually implemented by public employment services (PES). In other origin countries, such measures could be put in place on ad-hoc basis, and may be managed by different organizations such as government agencies, NGOs, or others.

Employment services

This objective is successful wage employment or self-employment. The job-search support is usually implemented by the PES,²⁰ including:

- a. profiling for identifying skill gaps;
- b. additional training for filling the identified skill gaps if needed;
- c. support for validation of prior learning and for recognition of qualifications earned abroad;²¹
- d. employment counselling, including writing a CV or motivation letter.

The job counsellors will first assess the level of autonomy in the job-search process in order to concentrate the efforts on those returnees who need more assistance; see table 19 for levels of autonomy in the job search.

► Table 19. Levels of assistance for job seekers

Level of autonomy in job search ¹	Indicators of employability	PES services needed
Level 1² Independent candidate, needing only general information	Fit for work Active job search Good work experience Relevant qualifications for the labour market Highly motivated	Advice Basic information Job matching
Level 2 Semi-independent candidate	Limited relevant professional experience	Counselling services Active labour market measures

²⁰ In countries where there is no PES, the Ministry of Labour can manage these services either directly or in partnership with other public and private organizations.

²¹ See ILO 2020b and ILO, n.d., "[Work-Based Learning, Apprenticeships and Recognition of Prior Learning](#)"

	Skills and qualification gaps Limited job-search experience Good motivation	
Level 3 Candidate in need of targeted support	No relevant professional experience Inadequate skills and qualifications for the labour market No job-search experience Limited motivation	Targeted job-search support and counselling Integrated employment services (a combination of targeted employment services, e.g. active labour market measures, job counselling, referrals, etc.)

Notes: ¹ See ILO 2020c. https://www.ilo.org/wcmsp5/groups/public/--ed_emp/documents/publication/wcms_830655.pdf. ² See ILO 2021b. https://www.ilo.org/global/topics/youth-employment/publications/WCMS_829530/lang--en/index.htm.
Source: Authors' elaboration.

An accurate profiling of the returnees will facilitate the definition of services to be provided for facilitating their reintegration in the labour market. The skills and experience acquired abroad and before migrating will be the basis for finding a job.

Identification of the skills and experience of returnees is a valuable asset for their successful labour market reintegration. Self-assessment will provide useful indications on the jobs the returnee could apply for, or can identify areas that need to be further developed, for example through career counselling, recognition of prior learning and qualifications, or additional training.

The assessment form (table 20) is articulated in two parts: the first one is related to personal and key skills. The second part focuses more on the experiences that the returnees have in their portfolio. The form already indicates three economic sectors (Construction, Agriculture and Hospitality), but it could be extended to any other sectors.

The self-assessment is based upon a scale 1-4: 1 indicates no or very little experience, 2 indicates some experience that allows dealing with job market reintegration with some support, 3 indicates capacity to operate without help, and 4 indicates good experience and capacity to help other people.

In order to increase the usefulness of the tool, the returnee should provide evidence (such as education or employment certificates) or justify the rating (if undocumented on the job learning during the migration).

► **Table 20. Skills self-assessment form**

Personal and key skills	Self-assessment levels				Evidence /justification of the rating
	1	2	3	4	
I am good at interacting with customers/ clients					
I can work in stressful conditions / under time pressure					
I can make decisions independently					
I can work independently					
I can solve problems					
I like working in a team					
I can present information in a clear and competent way					
I am able to use appropriate technology, including IT					
I can listen actively and effectively					
I can manage my time effectively					

Experience and competencies that are important for labour market reintegration (Construction sector)					
I have experience as a plumber					
I have experience as a scaffolder					
I have experience as an electrician					
I have experience as a carpenter					
I have experience as a bricklayer					
I have experience in the Construction sector as(please specify)					
My experience as a construction/building worker was mainly developed abroad					
My experience as a construction/building worker was mainly developed in my country of origin					
Experience and competencies that are important for labour market reintegration (Agriculture sector)					
I have experience as a crops producer					
I have experience as an agricultural machinery operator					
I have experience as an aquaculture worker					
I have experience of animal healthcare and management					
I have experience of harvesting and post harvesting					
I have experience as a fruit picker					
I have experience as a logging equipment operator					
I have experience as a logging worker					
I have experience of greenhouse cultivation					
I have experience in the Agriculture sector as(please specify)					
My experience as an agriculture worker was mainly developed abroad					
My experience as an agriculture worker was mainly developed in my country of origin					
Experience and competencies that are important for labour market reintegration (Hospitality sector)					
I have experience as a waiter/waitress					
I have experience as a cook					
I have experience as a catering assistant					
I have experience as a concierge					
I have experience as a baggage porter					
I have experience as a bell attendant					
I have experience as a bartender					
I have experience as a front desk receptionist					
I have experience as a housekeeper					
I have experience in the hospitality sector as(please specify)					
My experience as a hospitality worker was mainly developed abroad					

My experience as a hospitality worker was mainly developed in my country of origin					
--	--	--	--	--	--

Where skill gaps are identified, the PES can suggest training opportunities for qualification, requalification, and improvement of skills, as appropriate (ILO 2020 c). The identification of appropriate training providers can be done by the PES using the questionnaire in Annex 6.

An important intervention of the employment service is the provision of assistance in the recognition of skills and qualifications earned abroad. PES do not directly assess skills and competencies but act as a referral point to the competent institutions. They assist the returnees in preparing the application, together with the skills portfolio.²² If the validation of the prior learning process is not successful, PES might assist the returnees with appropriate training to compensate for the missing skills.

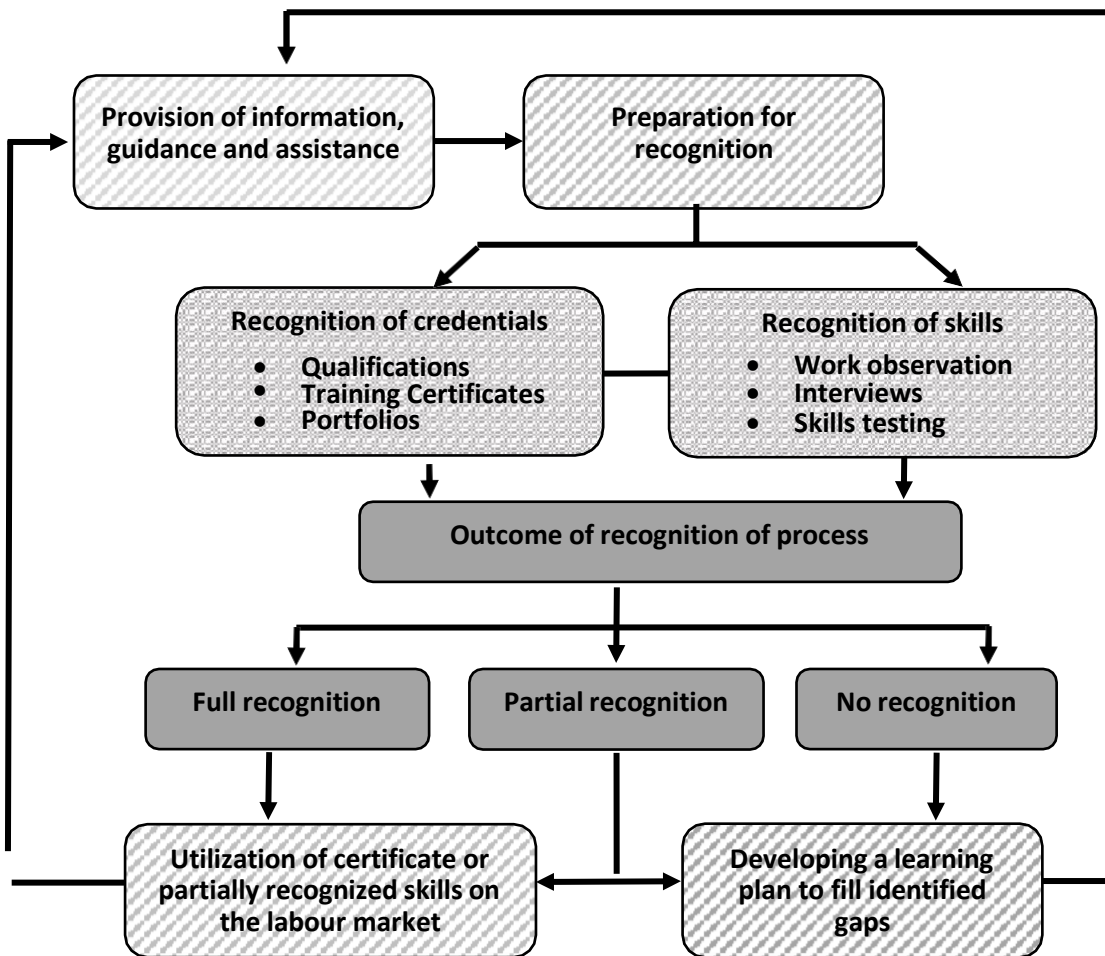
Recognition authorities could be Ministries of Education, Ministries of Labour, other line Ministries, TVET agencies or qualification authorities. Some countries have recognition of prior learning (RPL) systems in place that can also be used for the recognition of qualifications.

For the recognition of qualifications, the competent authority checks whether the professional or technical qualifications obtained abroad are equivalent to the country qualifications. This equivalence is based on formal criteria, such as the content and duration of training; if differences are identified, the applicant needs to undergo the compensatory measures prescribed by the competent authority.

The recognition process is very complex (see figure 3), so the assistance provided for skills and qualification recognition is vital for ensuring successful labour market reintegration.

²² The skills portfolio is a comprehensive list of the working experiences earned abroad by the returnee, including any training.

► Figure 3. Skills and qualifications recognition process



Sources: Adapted from Branka 2016 and ILO 2020b.

Self-employment

In assessing the aptitude for self-employment of returnees, self-assessment tests could be administered by PES (in person or online). The tests can provide useful indications on the capacities of the entrepreneur-to-be. PES can provide training aimed at assessing the validity of the business ideas or the business project of returnees. An example can be seen in box 15 with the courses offered by the Public Employment Service of Tunisia (ANETI).

► Box 15. Training offered by ANETI in the preparatory phase of a new business in Tunisia

ANETI envisages two possible training courses, which are open also to returnees:

a) "CEFE" (Business Creation and Entrepreneur Training)

The training lasts 20 days and targets people having ideas of a new business. Learning modules include: entrepreneurial skills, elements of business management, marketing, financing the business, and drafting a business plan and its presentation to possible financing organizations. Participants undertake practical sessions of at least four days to seek out information in the field (e.g. locations for their projects).

b) "CREE" (Creating your own enterprise)

The course allows potential entrepreneurs to prepare and assess their business plan. Duration: 14 days, including three days of practical training. The training includes: develop your business plan, evaluate your market (marketing Ppan), organize your business, evaluate your charges - technical study, legal status of your business, legal responsibilities and insurance, initial capital required, financial planning, evaluate your information and establish an action plan.

Source: ANETI ['Agence Nationale pour l'Emploi et le Travail Independant'](#)

The returnee, based on the business plan (see Annex 2), can start considering the financial needs and how to cover the start-up costs, with the assumption that the business revenues will ensure the necessary sustainability. One source of financing can be the savings of the returnees, which is an evident signal of commitment to the business idea. If eligible, the returnees might access self-employment incentives foreseen among the active labour market measures (ALMMs) of the PES, or other funds managed by business development agencies. The key concern arises when there is a need to access credit, and there is lack of collateral as well as high interest rates.

5.1.2. Economic integration

The Ministry of Economy, the National Bank, or a dedicated agency, could provide support to returnees for safe investment of their savings. An example of government initiatives to help migrant workers in investing their remittances and savings is offered by the Moldovan Programme "PARE 1+1" (see box 16).

► Box 16. The "PARE 1+1" Programme in Moldova

The Programme for Attracting Remittances in the Economy (PARE 1+1) was launched in 2010 with the financial support of the European Union and is implemented by the Organization for the Development of the Small and Medium Enterprises Sector (ODIMM). It aims at mobilizing the human and financial resources of Moldovan migrant workers for the sustainable economic development of the Republic of Moldova.

The programme targets migrant workers and/or their first-degree relatives, who wish to invest remittances or savings in starting and/or developing their own business. The programme operates on the basis of the "1+1" rule, so that each Leu invested in remittances is supplemented by a Leu in the form of a grant. The amount of the grant is a maximum of 250,000 lei.¹ In addition, participants in the programme receive support through training on entrepreneurship, business advice, and access to finance.

Since its establishment in 2010, the programme has financed 1,757 contracts, with allocated funds of 367.63 ml. lei (equivalent to €73 ml. as at December 02, 2021), which was able to create an investment of 1,080 billion lei (equivalent to €216 ml. as at 2 December 2021). Another impact was the return of 640 migrant workers to manage their own business.

Note: ¹ Corresponding to €50.511,79 as at 2 December 2021.

Source: ODIMM, ["Programul Pare 1+1. Extins Pana In 2021"](#)

5.1.3. Social and psychological reintegration

The focus of these Guidelines is labour market integration, but it should be noted that socio-psychological reintegration is a milestone of an effective reintegration policy. Return is frequently perceived as a failure and this stigma can be a serious hurdle for the reinsertion of returnees in the local community.²³ In addition, returnees can be perceived as competitors with locals in the labour market. To address these issues it is necessary for the local community to be fully involved in the reintegration process and that the measures foreseen for the returnees are not seen as a privilege, but open to all workers. In addition, there might be some social and psychological issues, including possible traumas, occurring as a result of migration or forced return that could require specialized social and psychological services provided by social assistants and psychologists of public institutions and NGOs.

5.2. Retirement

The possibility to retire for return migrant workers might not be an easy task and they may need some support that the reintegration policy should consider. To address this complex situation, the returnees might need assistance from the social security Institutions and/or trade unions, and NGOs. The portability of pension rights is conditioned by various factors:

- The portability of social security benefits, including pensions, is regulated by bilateral agreements between origin and destination countries. This implies that the returnees will not be confronted with difficulties in joining their contribution abroad with the contributions they have in their home country. They can also be allowed to transfer the entire amount of the pension allotted abroad²⁴ to their country of origin. It should be noted that some migrant workers have difficulty in accessing social security agreements due to limited information, as they often do not know they are entitled to retirement benefits and their modalities of use. For example: Germany has signed bilateral agreements on pension policies with a number of non-EU countries, including Australia, Canada, China, Israel, Republic of Korea, Japan, Turkey, and the United States. The agreement with Turkey ensures, for example, that the contributions made under the German and Turkish systems can be added together. For other countries with no specific agreements, the retiree cannot be sure if he can receive a German pension, and in what amount.
- If there is no bilateral agreement, national social security laws of destination countries will apply. In the destination countries the rules for drawing a pension and the portability to the country of origin can be: (i) allowed; (ii) allowed but with a reduction in the due amount; (iii) not allowed. In case exportability is not allowed, migrant workers may be entitled to receive a lump sum corresponding to the amount of their social security contributions, but not including the quota paid by the employers.
- The national legislation of the origin countries applies in case of a voluntary pension contribution scheme. Therefore, depending on the rules and conditions of the voluntary schemes, the returnees might be entitled to receive a pension.

5.3. Re-migration

In the case of re-migration, the possible services could consist of those offered in the case of labour migration in general:

- **Information on regular migration.** The PES provides information on existing BLMAs that can offer opportunities for regular migration. They can also provide updated information on rules and procedures for entry visas, residence and work permits in the country to which the worker would like to migrate. Addressing irregular migration is frequently done through information campaigns on the heavy risks

²³ ILO, [Employment and decent work in refugee and other forced displacement context](#), 2020

²⁴ ILO, [Extending social protection to migrant workers, refugees and their families: A guide for policymakers and practitioners](#), 2021

migrant workers and their families could be exposed to. For these campaigns to be successful, they should usually be coupled with other measures facilitating regular migration.

- **Pre-departure training and pre-employment orientation.** The courses can be organized by PES and NGOs operating in the field of labour migration. Courses can touch on different aspects of migration, such as rules and procedures to be followed in the migration process, rights of migrant workers, language and culture of the destination country.
- In case of identified job opportunities abroad, the PES could propose appropriate skills development training courses.
- If migrant workers receive before departure a draft employment contract, the PES could advise them about its content.

5.4. Human and financial resources for the reintegration policy

The leading institution for the design, implementation and monitoring of the reintegration policy should appoint an official who will be responsible for the coordination of the planned activities. Each of the implementing organizations will report progress, according to the indicators set in the monitoring and evaluation plan. They will also share implementation challenges linked to different factors, including the lack of human or financial resources.

One issue might be the lack of capacity of the existing staff in dealing with some specificities of the reintegration policy; this could be addressed through appropriate capacity building.

There is a need to establish sustainable sources of funding for reintegration measures. Even though an important source of financing could derive from the opportunities offered by the international donor community, there is a need to internalize these experiences and to ensure a sustainable approach over time.

6. Monitoring and evaluation of labour market integration policies

The policy document should include provisions for monitoring and evaluation. Through the adoption of appropriate indicators and tools, it would be possible to receive feedback that could be used to address existing issues or design new policies. Policy results should be analysed along the entire implementation chain, namely: inputs - activities - outputs - outcomes - impact (see table 21).

► **Table 21. Key terms of the policy implementation process**

Term	Definition
Inputs	Include all human, financial and material resources necessary for ensuring the achievement of the planned policy results.
Activities	Refer to actions designed for the achievement of the planned policy results.
Outputs	Refer to the positive or negative outputs that the policy has achieved in the short term.
Outcomes	Refer to the medium-term effect of the policy implementation as a result of the outputs.
Impact	Refers to the long-term consequence of a policy. Positive or negative, primary and secondary, direct or indirect, intended or unintended long-term effects, produced by the policy.
Baseline	An analysis describing the situation before designing a policy, against which progress can be assessed.

Source: Authors' elaboration based on ILO 2011 and OECD 2019.

The monitoring and evaluation of the return migrants' reintegration policy could allow changes to be tracked (see table 22).

► **Table 22. Monitoring and evaluation of the reintegration process**

Labour market reintegration measure	Short-term change (outputs)	Medium-term change (outcomes)	Long-term change (impact)
Active labour market measures	Number of return migrants accessing services (profiling, job-search assistance, training, referrals)	Local communities facilitate the labour market reintegration of return migrant workers	New legal and administrative norms on labour migration, including return, and labour market reintegration Improved employability for returnees Enhanced institutional capacity to offer

			services for returnees and to facilitate their labour market reintegration
Self-employment	Many returnees open their own business	New economic activities are sustainable	Structured services for business development are created and operational

Source: Authors' elaboration, based on Rogers 2014.

6.1. Coherence in labour market reintegration policies

Designing an effective reintegration policy requires coherence with other policy domains such as labour migration and education and vocational training. The coherence can be measured, following the general guiding principles indicated in Chapter 4 of the present Guidelines (see table 23).

► **Table 23. Labour market reintegration policy assessment**

Guiding principle	Assessment elements	Means of verification
Government institutions, together with the social partners, should collaborate on reintegration policy preparation and design, implementation, monitoring and evaluation	<ul style="list-style-type: none"> The role of the key actors to be involved in the policy design, implementation and monitoring/evaluation of the policy is clearly defined in the policy document or by the dealing Ministry 	<ul style="list-style-type: none"> Policy document and related strategy and action plans Ministerial documents
	<ul style="list-style-type: none"> There are procedures for collaboration and coordination among different levels of government: national, regional and local 	<ul style="list-style-type: none"> Ministerial documents Interviews with national, regional and local stakeholders Interviews with employers' and workers' organizations Interviews with civil society organizations
	<ul style="list-style-type: none"> The role and contribution of employers' and workers' organizations, and civil society, is well-defined in the policy documents 	<ul style="list-style-type: none"> Policy document and related strategy and action plans
Reintegration should be an integral part of migration policies and measures, and should be coherent with other relevant policy domains, and particularly with employment policies	<ul style="list-style-type: none"> References to the relevant international standards and guidance have been included in the policy document 	<ul style="list-style-type: none"> Policy document
	<ul style="list-style-type: none"> References/provisions are included in the objectives and implementation of employment, education/training and other 	<ul style="list-style-type: none"> Policy documents

	<p>national or sector policies/strategies</p>	
	<ul style="list-style-type: none"> o o Coordination body/forums for policymakers and social partners to ensure coherence in reintegration policies in design and implementation 	<ul style="list-style-type: none"> o o Policy documents o Minutes from meetings o Interviews with policymakers and social partners o Policy analysis, articles in academic journals, etc.
<p>Up-to-date data and information should be used for evidence-based policy making on reintegration</p>	<ul style="list-style-type: none"> o Collection of baseline data on return migrants and refugees, including their main socio-demographic, migration and work-related characteristics o Profiling return migrants and refugees to identify their reintegration, based on baseline data and information o Collection of information/studies on existing reintegration measures at the national level 	<ul style="list-style-type: none"> o Data and information collected through: o Regular or ad-hoc surveys o Relevant administrative sources o Policymakers, social partners, civil society organizations o
<p>Return migrant workers and refugees are not a homogeneous group and could present different needs; reintegration should provide custom-tailored approaches</p>	<ul style="list-style-type: none"> o Targeted employment services are offered to return migrant workers and refugees to facilitate their labour reintegration o Public-private partnerships for job creation 	<ul style="list-style-type: none"> o PES reports o Tracer studies o Impact evaluations of employment services
<p>Reintegration entails human and financial resources that need to be dedicated to this policy objective</p>	<ul style="list-style-type: none"> o Appropriate financial and human resources are allotted to ensure that the policy can be implemented and reach the identified objectives 	<ul style="list-style-type: none"> o Public budget o Reintegration strategy and action plans
<p>Strong involvement of public and private organizations is needed at the community level to enhance the effectiveness of the reintegration process</p>	<ul style="list-style-type: none"> o Regional and local authorities offer employment services to both nationals and return migrants, and refugees 	<ul style="list-style-type: none"> o Programme and project documents and reports o Interviews with local communities' stakeholders o Social partners interviews

	<ul style="list-style-type: none"> o Mechanisms for actively involving local communities o Information campaigns 	<ul style="list-style-type: none"> o Media reports
Labour market reintegration should capitalize on the work experience and skills acquired by return migrants in the destination countries	<ul style="list-style-type: none"> o PES or other institutions are tasked to carry out skills assessment for the return migrants and facilitate the job matching for them 	<ul style="list-style-type: none"> o Reintegration policy paper and related strategy and action plans o Employment policy o Ministry of Labour and PES reports o Social partners interviews
<ul style="list-style-type: none"> • Gender considerations should be mainstreamed in all reintegration policies and measures 	<ul style="list-style-type: none"> o Gender perspective is incorporated in all policy aspects o Specific services are foreseen for vulnerable return migrants, including return women migrant workers 	<ul style="list-style-type: none"> o Policy paper and related strategy and action plans o Social partners interviews o Focus group discussions with return migrant workers o Interviews with NGOs

6.2. Monitoring

Monitoring is a management activity that is done during the policy implementation process to assess progress. As the identification of the indicators is vital for good monitoring, particular attention should be devoted to them. To have a clear overview of the indicators and related specifications, it is possible to use a matrix (see table 24).²⁵

► Table 24. Monitoring matrix

Activities	Performance indicators ¹	Definition	Baseline information ²	Target	Means of verification
Specific objective 1: Labour market reintegration of return migrant workers					
Skills development	Number of returnees (by sex and age), who participate in training	ALMM for training, facilitating skills development and matching	0.00	5,000	PES report Training institutions' activity report and statistics Ministry of Labour data

²⁵ The objectives, activities and other related data are purely indicative and represent just an example.

					Employers' organizations Workers' organizations
Job-search support and matching	Number of employed returnees (by sex, age, economic sector)	Assisting job seekers in meeting labour demand	0.00	3,000	PES report Ministry of Labour data Employers' organizations
Recognition of prior learning	Number of returnees, who benefited from recognition of prior learning (by sex and age)	Recognition of formal, non-formal and informal learning	0.00	200	PES report Ministry of Education data Ministry of Labour data National qualification authority data/report
Skills and qualification recognition	Number of returnees, who benefited from skills and qualification recognition (by sex and age)	Recognition of credentials earned abroad and of skills acquired through informal and non-formal learning	0.00	100	Ministry of Education data Ministry of Labour data National qualification authority data/report
Business advice services	Number of returnees, who benefited from business advice services (by sex and age)	Business advice services on how to start a new business	0.00	200	Ministry of Economy Employers' organizations PES SME Agency
Entrepreneurship training	Number of returnees (by sex and age), who participated in entrepreneurship training	Enhanced capacity of future entrepreneurs in dealing with technical, legal, and financial business	0.00	150	Ministry of Economy Employers' organizations PES SME agency

		management issues			
Start-up grants	Number of returnees who benefited from start-up grants (by sex and age)	Funds for business start-up	0.00	100	Ministry of Economy Sector Ministries Employers' organizations PES report SME agency
Access to credit	Number of returnees, who received credit for starting a business (by sex and age)	Assistance in dealing with access to credit and presentation of collaterals	0.00	100	Ministry of Economy National Bank SME agency Employers' organizations
Specific objective 2:					
Specific objective 3:					
Specific objective 4:					

Notes: ¹Performance indicators define how the policy achievements can be measured. ²Baseline refers to the current value/situation.

Source: Authors' elaboration.

6.3. Evaluation

A more in-depth assessment of the policy implementation success (or failure) can be done through the evaluation process (see box 17).

► Box 17. Definition of evaluation

An evaluation is an assessment, conducted as systematically and impartially as possible, of an activity, project, programme, strategy, policy, topic, theme, sector, operational area or institutional performance. It analyses the level of achievement of both expected and unexpected results by examining the results chain, processes, contextual factors and causality, using appropriate criteria such as relevance, coherence, effectiveness, efficiency, impact and sustainability. An evaluation should provide credible, useful, evidence-based information that enables the timely incorporation of its findings, recommendations, and lessons into the decision-making processes of organizations and stakeholders. In 2020, the OECD added coherence to the evaluation criteria.

Source: OECD 2016, 2020.

The evaluation can be done both during the policy implementation (mid-term review) or at the end of the implementation (final evaluation). The results of the mid-term review will provide important evidence to the policymaker for the adaptation of the policy to the remaining part of its implementation. The policy implementation evaluation provides a detailed analysis of what has worked and what did not work and why. These evaluation results can be useful for policymakers in designing new policies or strategies. The evaluation can be carried out by external evaluators or by officers of the implementing organization who have no previous links to the policy implementation, to ensure impartiality. The general evaluation criteria are included in table 25.

► **Table 25. Evaluation criteria**

Criteria	Description
Relevance	This measures the adequacy of the policy design (i.e. priorities, outcomes, outputs and activities) to address the beneficiaries' and stakeholders' identified needs. The analysis includes the set indicators and their capacity to track the policy's implementation progress.
Effectiveness	This describes the extent to which the agreed outcomes have been achieved. It includes assessment of the effectiveness of management arrangements in terms of organization, communication and monitoring of the policy implementation.
Efficiency	This measures how well the policy has achieved the planned results in a cost-effective and timely way.
Impact	This is complementary to the effectiveness and aims at identifying social, economic or environmental effects of the interventions, either intended or unintended, such as changes in systems or norms, and potential effects on people's well-being, human and labour rights, gender equality, and the environment.
Sustainability	This measures the likelihood of the policy results continuing after the end of the policy implementation. It includes analysis of the financial, economic, social, environmental and institutional capacities of the systems and their resilience. It involves analyses of resilience, risks and potential trade-offs.
Coherence	This measures the extent to which other policies support or undermine the intervention.

Sources: Authors' elaboration from OECD evaluation criteria (2016, 2019, 2020) and ILO 2013.

There are different types of evaluation (see table 26). The choice of evaluation modality depends on the time frame, resources and information available.

► **Table 26. Types of evaluation modalities**

Evaluation	Description
Independent	This is a process, carried out by independent experts, who have not been involved in the design and implementation of the policy/project.
Internal (self-evaluation)	This is conducted by an internal unit of the implementing organization, when a project has a limited budget and is of a short duration. The self-evaluation could also be accompanied by an independent evaluation, e.g. at the request of the donor.
Joint	This is an evaluation, which takes place with the participation of donor and other partners.
Thematic	The main purpose of thematic evaluations is to identify lessons learned, belonging to a specific policy domain or technical issue, including success stories to innovate and incorporate into organizational learning.

Impact	This is the assessment of the long-term effects of the policy/intervention, direct or indicated, planned or unintended.
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Note: ¹Sources: ILO, 2020d; OECD 2019.

An example of independent mid-term and final evaluation structure and contents is illustrated in box 18.

► Box 18. Evaluations of reintegration of returnees project in Ethiopia

Funded by the European Union, the ILO implemented a three-year project aimed at providing support to the reintegration of returnees in Ethiopia (ILO 2015b, 2017a). In March 2018, the programme underwent a mid-term independent evaluation. A final independent evaluation was carried out in August 2019. The evaluation reports indicated lessons learned, good practices and recommendations.

Mid-term evaluation 2018

Lessons learned: Feasibility analysis of reintegration policies and measures at the beginning of the project implementation could help to address the challenges in project implementation.

Recommendations: It is suggested to adopt a risk management and mitigation plan for the project. Since there was evidence that about half of the returnees could manage the reintegration process on their own, it was suggested strengthening the psychosocial and economic and support targeting the most vulnerable returnees.

Final evaluation 2019

Lessons learned: The agreements at economic sector level (horticulture and childcare) facilitated the job placement of return migrant workers temporarily. Yet the working conditions in the selected occupations turned out to be challenging and therefore did not represent a durable solution for many of them. However, the approach still remains a valid mechanism to facilitate the reintegration of high numbers of return migrant workers, especially during the first stages after the return.

At the start of the project, there is a need to detail the arrangements that could ease the implementation mechanisms and increase the quality of the services delivered. There are many stakeholders involved and their role should be defined. The high turnover of civil servants at regional level is also a key factor to be addressed.

The economic empowerment process of return migrant workers requires a comprehensive approach and a longer cycle of intervention. Basic training and small loans might not be sufficient for a real impact on the livelihoods of many of the return migrant workers. Training programmes are frequently designed on the assumption that most of the trainees are going to find opportunities to apply what they have been trained for, but this is not always the case. Involving the existing TVET institutions was a good opportunity to enhance their capacities and engage them in the services for the returnee community.

Good practices: Establishing partnerships with specific economic sectors has proved to be very effective for the purpose of the labour reintegration of return migrant workers. The combined and coordinated efforts of different policy domains (e.g. employment, social protection, economic development, TVET and microfinance) are very important in the design and implementation of reintegration policies and measures. The reintegration policies should be adapted to the institutional conditions and capacities of the country. The programme rightly chose to incorporate institutional structures that were already in place, such as the microfinance and TVET institutions.

Recommendations: The evaluation issued a set of recommendations which included the following:

- It would be necessary to establish new agreements for job placement in other sectors beyond horticulture and childcare. Some attempts at job-placement opportunities in the tourism industry were made, but they did not materialize;
- Improve the collection and production of labour migration statistics for evidence-based policymaking. New systems have been designed at central level to register the return migrant workers upon their arrival. However, the data and information gathered through these systems should be processed and consolidated properly to facilitate decision-making;
- Labour migration, and reintegration in particular, represent relatively new areas of intervention for the national institutions and therefore the process of building the technical knowledge and expertise is still ongoing. It is therefore particularly important in this case to define the key lessons of what has been a relatively successful initiative and integrate the results at the system level.

Source: ILO, [i-eval Discovery](#)

A possible tool for tracking the impact of planned measures is tracer studies. This instrument is used especially in the field of employment measures, including training, as the impact can be assessed some time after completion

of the intervention. In the case of reintegration policy and measures, the tool might be useful in following the impact of the reintegration interventions. The management of tracer studies, should: (i) identify the action(s) to be tracked (such as skills development, job matching, new businesses); (ii) identify the specific questions to be answered (such as “what employment pathways do returnees take after completing training?”); and (iii) depending on the measure, decide how many returnees should be covered in the tracer studies and how to collect information (face-to-face or telephone interviews, questionnaires, etc). An example of a questionnaire for a tracer study on reintegration measures, which should be further customized to the specific country needs, is included in Annex 5.

7. Lessons learned from the implementation of reintegration policies and measures

The ILO has conducted technical assistance interventions on reintegration of returnees in many parts of the world, including in the ASEAN Member States, Afghanistan, Albania, Ethiopia and the Republic of Moldova. Some of the main challenges identified (Wickramasekara 2019; ILO 2018b; UN 2021; UNHCR 2008), refer to the following issues:

- **Lack of data on returnees and their needs in terms of labour market and social reintegration.** The absence of systematic and up-to-date information makes it difficult to provide targeted services or design specific interventions according to the needs of returnees. They are not a homogeneous group and may present multiple layers of vulnerabilities.
- **Insufficient institutional capacity and resources to coordinate and manage integration.** There is lack of institutional capacity to design, implement, monitor and evaluate reintegration policies and measures for returnees. In addition, the responsibilities for the reintegration may be spread across several ministries and agencies, with little or no coordination. Dedicated financial resources are also necessary for the reintegration activities, since they come at a cost.
- **Lack of a legal and policy framework.** Many countries lack a comprehensive labour migration policy and a national strategy covering the socio-economic reintegration of return migrant workers. There might be, however, different legal frameworks that indirectly tackle socio-economic reintegration issues, such as the Overseas Employment Proclamation No. 923/2016 in Ethiopia, which identifies the Ministry of Labour and Social Affairs as the lead Ministry to assist the reintegration of returnees (see ILO 2017b).
- **Reintegration policies and frameworks are not always coherent with other relevant national policies,** such as education and training or employment policies, among other. In many origin countries, employment and training policies do not cover return migrant workers and their specific needs.
- **Comprehensive reintegration packages of measures are vital for ensuring successful and sustainable labour market reinsertion.** The ILO has identified that a comprehensive reintegration package for delivering services to returnees is key, since they require a range of support at different stages of return, such as the pre-return stage while still in the destination country, immediate post-return, and short- and long-term reintegration.
- **Limited numbers of service providers are engaged in reintegration.** Therefore, it may be necessary to build the capacity of service providers to support the sustainable socio-economic reintegration of returnees through enhanced coordination. In this regard, it is imperative to analyse first the local context of return and reintegration, including the policies, processes and stakeholders involved.
- **PES should play a key role in labour market reintegration.** The challenge is that in many countries, PES has a very high case overload, and is not in a position to offer targeted services for returnees. Private employment agencies often focus mainly on recruitment of workers for employment abroad.
- **There is not always support provided to both returnees and their communities, leaving no one behind.** Returnees may face stigma and discrimination in their own communities and families because of a number of issues: unsuccessful migration experience, loss of family assets on return due to indebtedness, or forced return.
- **Insufficient labour demand in origin countries may slow down reintegration.** Existing labour market challenges will have an impact on the prospects for reintegration of returnees. Limited job opportunities and weak labour demand could result in re-migration for many returnees.
- **Absence of skills and qualifications' recognition provisions, or difficult access to them, where existing, prevents labour market reintegration.** Most return migrant workers, including low-skilled workers, acquire new skills while abroad.

► Glossary of key terms

<p>Active labour market measures (ALMM)</p>	<p>Active labour market measures are the interventions included in active labour market policies (see below). Typical active measures are labour market training, job creation in the form of public and community work programmes, and programmes to promote enterprise creation and hiring subsidies. Active policies are usually targeted at specific groups facing particular labour market integration difficulties: younger and older people, women and those particularly hard to place such as people with disabilities.</p> <p>Source: ILO. Active labour market policies, GB.288/ESP/2, 2003.</p>
<p>Active labour market policies (ALMP)</p>	<p>Active labour market policies have traditionally aimed to reduce unemployment by: (i) matching job seekers with current vacancies through direct job-search assistance or information provision; (ii) upgrading and adapting the skills of current job seekers in order to improve their employability; (iii) providing incentives to individuals or firms to take up certain jobs or hire certain categories of workers; and (iv) creating jobs either in the form of public sector employment or the provision of subsidies for private sector work.</p> <p>Source: ILO. 2019. What Works: Active Labour Market Policies in Latin America and the Caribbean, 50.</p>
<p>Bilateral labour migration agreement (BLMP)</p>	<p>Bilateral labour migration agreements are arrangements between two States. They describe in detail the specific responsibilities of each of the parties and the actions to be taken by them with a view to accomplishing their goals.</p> <p>The ILO Migration for Employment Recommendation (Revised), 1949 (No. 86) contains in its Annex a Model Agreement on Temporary and Permanent Migration for Employment, including Migration of Refugees and Displaced Persons.</p> <p>Source: ILO Migration for Employment Recommendation (Revised), 1949 (No. 86).</p>
<p>Country of destination</p>	<p>The term country of destination (employment) refers to a State where the migrant worker is to be engaged, is engaged or has been engaged in a remunerated activity, as the case may be.</p> <p>Source: International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families. Article 6.</p> <p>The country of destination of for-work international migrants refers to the country which the migrant entered to undertake or seek employment.</p> <p>Source: ICLS 2018, 26-b).</p>
<p>Country of origin</p>	<p>The term country of origin refers to the State of which the person concerned is a national.</p> <p>Source: International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families. Article 6.</p> <p>The country where an asylum-seeker, refugee or migrant comes from and of which they possess nationality. In the case of stateless persons, the country where they have their habitual residence.</p> <p>Source: UNHCR Master Glossary.</p>

Economic inclusion	<p>Economic inclusion entails access to labour markets, finance, entrepreneurship and economic opportunities for all, including non-citizens in addition to vulnerable and underserved groups. Economic inclusion contributes to the self-reliance and resilience of refugees, empowering them to meet their needs in a safe, sustainable and dignified manner; avoids aid-dependency and negative coping mechanisms; contributes to their host economies; and prepares refugees for their future whether they return home, integrate in their country of asylum or resettle in a third country.</p> <p>Source: Refugee Livelihoods and Economic Inclusion 2019-2023 Global Strategy Concept Note. UNHCR.</p>
Employment policy	<p>Employment policy is described in Article 1 of the ILO Employment Policy Convention, 1964 (No. 122) as follows:</p> <p>1. With a view to stimulating economic growth and development, raising levels of living, meeting manpower requirements and overcoming unemployment and underemployment, each Member shall declare and pursue, as a major goal, an active policy designed to promote full, productive and freely chosen employment.</p> <p>2. The said policy shall aim at ensuring that –</p> <p>(a) there is work for all who are available for and seeking work;</p> <p>(b) such work is as productive as possible;</p> <p>(c) there is freedom of choice of employment and the fullest possible opportunity for each worker to qualify for, and to use his skills and endowments in, a job for which he is well suited, irrespective of race, colour, sex, religion, political opinion, national extraction or social origin.</p> <p>Source: ILO Employment Policy Convention, 1964 (No. 122).</p> <p>The Employment Policy (Supplementary Provisions) Recommendation, 1984 (No. 169) contains further details on policy approaches to support member States’ efforts to design and implement effective employment policies.</p> <p>Source: Employment Policy (Supplementary Provisions) Recommendation, 1984 (No. 169).</p>
Gender mainstreaming	<p>Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.</p> <p>Source: UN Women. n.d. “Gender Mainstreaming”.</p>
Monitoring	<p>Monitoring can be defined as a continuing process to provide project management and other stakeholders for an ongoing intervention with indications of progress in the achievement of objectives.</p> <p>Source: ILO. 2014b. “Monitoring and Evaluation Guide for Migrant Worker Resource Centres”.</p>
National education policy	<p>All countries have an education policy that includes early childhood to higher education. Many national education policies also target vocational education and training, aiming at responding to the needs of the economy, addressing skill deficits through initial and continued training, technological developments, and competitiveness. These policies usually do not refer to migration issues. In some destination countries, there might be specific indications for the integration services of migrant workers through the recognition of migrants’ qualifications and skills and language skills development. Many countries have a national qualifications system,</p>

	<p>as the recognition of qualifications is important for both domestic labour markets and employment abroad</p> <p>Source: ILO. 2021c. Manual on Participatory Assessment of Policy Coherence.</p>
National employment policy	<p>A national employment policy is a concerted and coherent vision of a country's employment objectives and ways to achieve them. It thus refers to a set of multidimensional interventions that are envisaged in order to achieve specific quantitative and qualitative employment objectives and targets in a given country.</p> <p>Source: ILO. 2021d. Guide for the Formulation of National Employment Policies, 12.</p>
National labour migration policy	<p>The aim of the policy is to promote good governance in, and effective regulation of, labour migration, and to empower and protect labour migrants against the abuses, malpractice and exploitation that abound in most destination countries, promote the welfare of labour migrants' families and ultimately maximize the benefits of labour migration for economic development.</p> <p>Source: Government of Zimbabwe. 2020. National Labour Migration Policy for Zimbabwe. IOM: 2020.</p>
Labour market reintegration of return migrant workers	<p>Labour market reintegration is one of the key factors for successful reintegration. Access to income-generating activities and decent waged jobs allows returnees to provide for themselves and their dependants.</p> <p>Source: African Union. 2019. "Key Measures for Sustainable Reintegration of Returning Migrants into the Labour Market."</p>
Return migrant workers	<p>Return international migrant workers are defined as all current residents of the country who were previously international migrant workers in another country or countries.</p> <p>Source: ILO. 2018a. "Guidelines Concerning Statistics of International Labour Migration", 23.</p>
Sustainable reintegration	<p>A process which enables individuals to secure and sustain the political, economic, social and psycho-social conditions needed to maintain life, livelihood and dignity in the country and community they return or are returned to, in full respect of their civil, political, economic, social and cultural rights. This should include targeted measures that enable returning migrants to have access to justice, social protection, financial services, healthcare, education, family life, an adequate standard of living, decent work, and protection against discrimination, stigma, arbitrary detention and all forms of violence, and that allows returnees to consider that they are in an environment of personal safety, economic empowerment, inclusion and social cohesion upon return.</p> <p>Source: UN. 2021. "Ensuring Safe and Dignified Return and Sustainable Reintegration".</p>

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8. Annex 1

8.1. Return migration questionnaire

Date of interview |_|_| month |_|_|

Questionnaire No.: |_|_|_|_|

Start time: |_|_|:|_|_|

Interviewer name: _____

A. HOUSEHOLD AND PERSONAL DATA

A1 - Age of interviewed returnee							
15-24		25-54		55-64		65+	

A2 - Sex	Male	1	Female	2
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A3 - Marital status	<input type="checkbox"/> Never married
	<input type="checkbox"/> Married
	<input type="checkbox"/> Widowed
	<input type="checkbox"/> Divorced

A4 - Total number of people in the household	_ _ people
A5 - Number of children 0-6 years old in the household	_ _ children
A6 - Number of children 7-15 years old in the household	_ _ children

A7- What was your highest level of education before migrating?*

Early childhood education	1
Primary education	2
Lower secondary education	3
Upper secondary education	4
Post-secondary non-tertiary education	5
Short-cycle tertiary education	6
Higher education (Bachelor's degree)	7
Higher education (Master's degree)	8
Doctoral or equivalent level	9

* ISCE 2013.

A8 - Did you attend any form of occupation-related training before migration?

Vocational training school (e.g. mechanics, construction, tourism)	1
Informal apprenticeship	2
On-the-job training	3
Language training	4
Short duration courses provided by private supplier (please specify)	5
Training courses organized by public employment services to facilitate job matching	6
Pre-departure training	7
Pre-employment orientation	7
Other (please specify)	8
No training courses attended before migrating	9

A9 - What job was done before migrating?

Branch of economic activity		Type of occupation*	
Agriculture, forestry and fishing	1.	Legislators, senior officials and managers	
Mining and quarrying	2.	Professionals	
Manufacturing	3.	Technicians and associate professionals	
Electricity, gas, steam and air conditioning supply	4.	Clerks	
Water supply; sewerage, waste management and remediation activities	5.	Service workers and shop and market sales workers	
Construction	6.	Skilled agricultural and fishery workers	
Wholesale and retail trade; repair of motor vehicles and motorcycles	7.	Craft and related trades workers	
Transportation and storage	8.	Plant and machine operators and assemblers	
Accommodation and food service activities	9.	Elementary occupations	
Information and communication	10.	Armed forces	
Financial and insurance activities	11.		
Real estate activities	12.		
Professional, scientific and technical activities	13.		
Administrative and support service activities	14.		
Public administration and defence; compulsory social security	15.		
Education	16.		
Human health and social work activities	17.		
Arts, entertainment and recreation	18.		
Other service activities	19.		
Activities of households as employers; undifferentiated	20.		

goods- and services-producing activities of households for own use			
Activities of extraterritorial organizations and bodies	21.		
Never worked before migrating	97		

* ISCO- 08, Major groups.

A10 - People with disabilities

Do you have any disability?	YES		NO	
Does your disability allow you to perform tasks in wage employment?	YES		NO	
Has your working capacity been assessed by medical services?	YES		NO	
Does your disability require specific support to perform tasks in wage employment?	YES		NO	

B. MIGRATION HISTORY

B1 - Push factors for last migration before return

Have no job/cannot find job	
Nature of work unsatisfactory	
Lack of social protection	
To repay debts	
To improve standard of living	
To accompany/follow spouse or parent	
To get education	
To finance children's education	
Conflict or instability	
Other (please specify)	

B2 - Did you attend any training before you went abroad specifically to prepare you for living or working abroad?

Yes	No
1	2

B3 - For how long did you stay abroad before returning now?

1-3 months	1	3-5 years	5
3-6 months	2	5-10 years	6
6-12 months	3	10 years or more	7
1-3 years	4	No answer	99

B4 - Kind of work done in the destination countries before returning

Branch of economic activity		Type of occupation	
Agriculture, forestry and fishing	1.	Legislators, senior officials and managers	1.
Mining and quarrying	2.	Professionals	2.
Manufacturing	3.	Technicians and associate professionals	3.
Electricity, gas, steam and air conditioning supply	4.	Clerks	4.
Water supply; sewerage, waste management and remediation activities	5.	Service workers and shop and market sales workers	5.
Construction	6.	Skilled agricultural and fishery workers	6.
Wholesale and retail trade; repair of motor vehicles and motorcycles	7.	Craft and related trades workers	7.
Transportation and storage	8.	Plant and machine operators and assemblers	8.
Accommodation and food service activities	9.	Elementary occupations	9.
Information and communication	10.	Armed forces	10.
Financial and insurance activities	11.		
Real estate activities	12.		
Professional, scientific and technical activities	13.		
Administrative and support service activities	14.		
Public administration and defence; compulsory social security	15.		
Education	16.		
Human health and social work activities	17.		
Arts, entertainment and recreation	18.		
Other service activities	19.		
Activities of households as employers; undifferentiated goods- and services-producing activities of households for own use	20.		
Activities of extraterritorial organizations and bodies	21.		

Never worked before migrating	97		

B5 - Did you study or attend training abroad?

Yes	No
1	2

B6 - What is the highest level of school or training you attended abroad?

University	1
Post-arrival and orientation training	2
Language training	3
Training to bring existing qualifications up to local standards	4
On-th- job training	5
Other (please specify)	6

B7 - Were your qualifications obtained at home recognized abroad?

Yes	1
Only partially	2
No	3
Not applicable	4

B8 - Main reasons for returning to the country of origin

Laid off by employer	1.
End of contract	2.
Could not find work	3.
Did not like the type of job	4.
Low income	5.
Retirement	6.
Saved enough money	7.
To start a business after return	8.
Inherited property/land	9.
Needed back by the family	10.
To get married here	11.
Problems with raising children there	12.
Health issues	13.
Sent away by the authorities	14.
Permit expired	15.
Homesick	16.
Covid-19 pandemic	17.
Conflict and instability in the destination country	18.
Restoration of stability in the country of origin	19.
Other (please specify)	20.

C. EXPERIENCE SINCE RETURN

C1 - Time taken to find a job after return

Arranged before return	
On arrival	
Within 1 month	
Within 6 months	
Within 1 year	
After 1 year	
97. Still unemployed	

C2 - What methods did you use in your search for employment, upon your return?

	Yes	No
1. Support from the national employment services	1	2
2. Starting a new business	1	2
3. Support from private employment agencies	1	2
4. Responding to vacancy advertisement	1	2
5. Contacting the former employer	1	2
6. Contacting employers or human resources managers directly	1	2
7. Calling friends, family members, colleagues	1	2
Other (please specify)	_ _	
No method		97
	DN	98
	DR	99

C3 - What job did you perform after return?

Branch of economic activity		Type of occupation	
Agriculture, forestry and fishing	1.	Legislators, senior officials and managers	1.
Mining and quarrying	2.	Professionals	2.
Manufacturing	3.	Technicians and associate professionals	3.
Electricity, gas, steam and air conditioning supply	4.	Clerks	4.
Water supply; sewerage, waste management and remediation activities	5.	Service workers and shop and market sales workers	5.
Construction	6.	Skilled agricultural and fishery workers	6.
Wholesale and retail trade; repair of motor vehicles and motorcycles	7.	Craft and related trades workers	7.
Transportation and storage	8.	Plant and machine operators and assemblers	8.
Accommodation and food service activities	9.	Elementary occupations	9.

Information and communication	10.	Armed forces	10.
Financial and insurance activities	11.		
Real estate activities	12.		
Professional, scientific and technical activities	13.		
Administrative and support service activities	14.		
Public administration and defence; compulsory social security	15.		
Education	16.		
Human health and social work activities	17.		
Arts, entertainment and recreation	18.		
Other service activities	19.		
Activities of households as employers; undifferentiated goods- and services-producing activities of households for own use	20.		
Activities of extraterritorial organizations and bodies	21.		
Never worked	97		

C4 - Of all your experiences abroad, what has helped you most?

1. Working experience	
2. Formal education/training	
3. Skills learned at work	
4. Other (please specify)	

C5 - Did you get any support for your reintegration in the labour market?

Yes	No
1	2

C6 - If yes, from whom?

0. National employment services
1. Ministry of Labour
2. NGOs
3. Relatives
4. Friends
5. Ad-hoc programmes for returning migrants

C7 - If not, which kind of support do you need?

- a) For finding a job

Yes	No
1	2

b) For starting your own business

Yes	No
1	2

c) To retire

Yes	No
1	2

d) To re-migrate

Yes	No
1	2

C8 - Which kind of services do you need for finding a job?

Job profiling to identify skill gaps	
Additional training for filling the identified skill gaps	
Specific support for people with disabilities	
Support in the validation of prior learning	
Support for the recognition of qualifications earned abroad	
Assistance in benefiting from specific economic reintegration measures for returnees (if existing)	
Assistance in finding a job	
Assistance in posting job application in electronic employment platforms	
Other (please specify)	

C9 - Which kind of services do you need for starting your own business?

Assistance in the investment of savings	
Assistance in accessing measures for self-employment	
Business advice	
Financing start-ups	
Assistance for credit and guarantee issues	
Training on financial literacy and business management	
Other (please specify)	

C10 - In which sector do you want to work or start your own business?

Agriculture, forestry and fishing	1.
Mining and quarrying	2.
Manufacturing	3.
Electricity, gas, steam and air conditioning supply	4.
Water supply; sewerage, waste management and remediation activities	5.

Construction	6.
Wholesale and retail trade; repair of motor vehicles and motorcycles	7.
Transportation and storage	8.
Accommodation and food service activities	9.
Information and communication	10.
Financial and insurance activities	11.
Real estate activities	12.
Professional, scientific and technical activities	13.
Administrative and support service activities	14.
Public administration and defence; compulsory social security	15.
Education	16.
Human health and social work activities	17.
Arts, entertainment and recreation	18.
Other service activities	19.
Activities of households as employers; undifferentiated goods- and services-producing activities of households for own use	20.
Activities of extraterritorial organizations and bodies	21.

C11 - If you want to retire, do you have a pension or other social benefits from your time abroad?

Yes		No	
1		2	

C12 - If not, why not?

1. Did not contribute to pension scheme
2. Contributed, but not for a long enough period
3. Pension scheme non-transferable to (name survey country)
4. Other (please specify)

C13 - Which kind of services do you need for retirement?

Assistance accessing the pension scheme	
Assistance in the recognition of working periods abroad, including consular support (if applicable)	
Other (please specify)	

C14 - Are you planning to re-migrate?

Yes	No
1	2

C15 - If you want to re-migrate, what are the main push factors?

Have no job/cannot find job	
-----------------------------	--

Nature of work unsatisfactory	
Lack of social protection	
To repay debts	
To improve standard of living	
To accompany/follow spouse or parent	
To get education	
To finance children's education	
Other (please specify)	

C16 - Which services do you need for regular re-migration?

Information on regular migration opportunities	
Pre-departure training	
Pre-employment orientation	
Language training	
Vocational training to enhance employability in the destination countries	
Assistance in employment contract signature process	
Legal assistance for the protection their rights during migration	
Consular protection during the migration period	
Free toll emergency numbers to call for support when abroad	
Other (please specify)	

Thanks to the person interviewed

Interviewee name: _____ (the interview will be used anonymously, the name here is to avoid duplications)

9. Annex 2

9.1. Indicative structure of a business plan

1. Cover page and executive summary

The cover page includes the name of the business, the owners and contact information. The executive summary should clearly state the vision of the business and its structure.

2. Business description

This section provides general information about the business and its competitive advantage.

3. Market analysis

This part should include the analysis of the targeted market, identifying potential clients, consumer preferences, demographic shifts and product development. On these bases, the best marketing strategy is being chosen for competing in the targeted market: e.g. sales methods, communication and marketing, distribution networks, etc.

4. Management plan

This describes the management structure of the business, and includes: (i) a personnel section, indicating roles and responsibilities and any recruitment needs; and (ii) an operation section, focusing on how goods and services will be produced and distributed.

5. Marketing plan

This provides details on pricing, distribution strategy for the product or service, and advertising.

6. Financial plan

The financial plan describes the amount of money required for the start-up, a vision of how the business will be financed in future, and the projected performance of the business.

Source: Authors' elaboration, based on Corbanese and Rosas 2006.

10. Annex 3

10.1. Action plan grid for the implementation of the reintegration policy

Specific objective	Activity	Outputs	Needed resources	Timeframe	Indicators of achievement	Responsible for the implementation

11. Annex 4

11.1. Tracer study indicative questionnaire for labour market integration measures of returnees

Screening questions

1. How effective was the support you got from the labour market reintegration measures?

1 - Very useful	
2 - Somewhat useful	
3 - Not useful or beneficial	

In case of answer 1 or 2, please continue the interview. In case of answer 3, please ask question 2, then thank the interviewed returnee and stop the interview.

2. Why were the reintegration measures not beneficial?

Assistance was not appropriate to the needs	
Training was not appropriate for job matching	
No integration measures were available for people with disabilities	
Assistance for self-employment was insufficient	
No support for accessing to credit	
No assistance in validation of prior learning	
No assistance in skills and qualification recognition	
Other (please specify)	

A. Household and personal data of the interviewed returnee

A1 - Age of interviewed returnee							
15-24		25-54		55-64		65+	

A2 - Sex	Male		Female	
-----------------	------	--	--------	--

A3 - Marital status	<input type="checkbox"/> Never married <input type="checkbox"/> Married <input type="checkbox"/> Widowed <input type="checkbox"/> Divorced
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A4 - Total number of people in the household	<input type="text"/> <input type="text"/> people
A5 - Number of children 0-6 years old in the household	<input type="text"/> <input type="text"/> children
A6 - Number of children 7-15 years old in the household	<input type="text"/> <input type="text"/> children

A7 - What is your current highest level of education?*

Early childhood education	
Primary education	
Lower secondary education	
Upper secondary education	
Post-secondary non-tertiary education	
Short-cycle tertiary education	
Higher education (Bachelor's degree)	
Higher education (Master's degree)	
Doctoral or equivalent level	

*ISCE 2013.

A8 - For how long did you stay abroad before returning to your home country?

1-3 months	
3-6 months	
6-12 months	
1-3 years	
3-5 years	
5-10 years	
10 years or more	

A9 - How much time has elapsed since your return?

Less than 1 year	
1 year	
2 years	
3 years	
4 years	
5 years	

A10 - Type of labour market reintegration measures you benefited from

1 - Job placement	
2 - Self-employment	
3 - Other (please specify)	

If the answer is 1, please continue with section B of the questionnaire. If the answer is 2, please continue with section C. If the answer is 3, please go to section D.

B. Job placement**B1 - Which kind of services did you receive for finding a job?**

Job profiling to identify skill gaps	
Additional training for filling the identified skill gaps	
Support for the integration of persons with disabilities in the labour market	
Support in the validation of prior learning	
Support for the recognition of qualifications earned abroad	

Support for CV and job interview preparation	
Assistance in benefiting from specific economic reintegration measures for returnees (if existing, e.g. financial incentives)	
Job counselling	
Putting in touch with specific employers/job matching	
Assistance in posting job application in electronic employment platforms	
Other (please specify)	

B2 - Which type of occupation did you find after your return?

Type of occupation*	
Legislators, senior officials and managers	
Professionals	
Technicians and associate professionals	
Clerks	
Service workers and shop and market sales workers	
Skilled agricultural and fishery workers	
Craft and related trades workers	
Plant and machine operators and assemblers	
Elementary occupations	
Armed forces	

* ISCO-08, Major groups.

B3 - In which economic sector did you find a job?

Branch of economic activity	
Agriculture, forestry and fishing	
Mining and quarrying	
Manufacturing	
Electricity, gas, steam and air conditioning supply	
Water supply; sewerage, waste management and remediation activities	
Construction	
Wholesale and retail trade; repair of motor vehicles and motorcycles	
Transportation and storage	
Accommodation and food service activities	
Information and communication	
Financial and insurance activities	
Real estate activities	
Professional, scientific and technical activities	
Administrative and support service activities	
Public administration and defence; compulsory social security	
Education	
Human health and social work activities	
Arts, entertainment and recreation	
Other service activities	
Activities of households as employers; undifferentiated goods- and services-producing activities of households for own use	
Activities of extraterritorial organizations and bodies	

B4 - Have you changed your job since you return?

Yes		No	
-----	--	----	--

B5 - If yes, why?

The job did not correspond to my skills	
The new job allows for higher wages	
I did not like my job	
Better development opportunities	
I was laid off by employer	
End of contract	
Other (please specify)	

B6 - Are you satisfied with the assistance received for finding a job?

Yes		No	
-----	--	----	--

B7 - If yes, why?

Job counselling helped me in the identification of my skill gaps	
Assistance in the validation of my informal and non-formal skills was effective and I succeed in the recognition process	
Assistance received for the recognition of skills and qualifications earned abroad was really valuable	
The proposed training allowed me to develop my skills in line with the labour market demand	
Job matching was effective, and I found a job	
The integration services for persons with disabilities proved to be effective	
Other (please specify)	

B8 - If not, why?

Assistance was not appropriate to my needs	
Training was not appropriate for job matching	
No assistance foreseen for the reintegration of persons with disabilities in the labour market	
No assistance in validation of prior learning	
No assistance in skills and qualification recognition	
Other (please specify)	

C. Self-employment services**C1 - Which kind of services did you receive for starting your own business?**

Assistance in the investment of savings	
Assistance in accessing support measures for self-employment	
Business advice	
Financing start-ups	
Assistance for credit and guarantee issues	
Training on financial literacy and business management	

Other (please specify)	
------------------------	--

C2 - In which sector did you start your own business?

Agriculture, forestry and fishing	
Mining and quarrying	
Manufacturing	
Electricity, gas, steam and air conditioning supply	
Water supply; sewerage, waste management and remediation activities	
Construction	
Wholesale and retail trade; repair of motor vehicles and motorcycles	
Transportation and storage	
Accommodation and food service activities	
Information and communication	
Financial and insurance activities	
Real estate activities	
Professional, scientific and technical activities	
Administrative and support service activities	
Public administration and defence; compulsory social security	
Education	
Human health and social work activities	
Arts, entertainment and recreation	
Other service activities	
Activities of households as employers; undifferentiated goods- and services-producing activities of households for own use	
Activities of extraterritorial organizations and bodies	

C3 - Is your business still running?

Yes		No	
------------	--	-----------	--

C4 - If not, why?

Lack of adequate skills and qualifications	
Lack of follow-up business assistance	
Lack of entrepreneurial skills	
Difficulty in getting funding	
Difficult market conditions (high competition, low demand)	
Wrong location of business	
Other (please specify)	

C5 – Are you satisfied with the assistance received for opening your own business?

Yes		No	
------------	--	-----------	--

C6 - If not, why?

Assistance for self-employment was insufficient	
---	--

No support for accessing credit	
Business training was not providing me with the necessary knowledge	
Start-up funds were very limited	
Lack of support in the preparation of the business plan	
Lack of information on fiscal and administrative obligations	
Other (please specify)	

C7 - If yes, why?

Business training was very detailed and useful	
Start-up funds allowed me to open my business	
Business advice and coaching during the start-up were really necessary	
Support in the preparation of the business plan was very useful	
Information on fiscal and administrative obligations proved to be very useful	
Other (please specify)	

D. Other reintegration services

D1 - Did you get any support for your pension or other social benefits from your work abroad?

Yes		No	
------------	--	-----------	--

D2 - If not, why not?

Did not contribute to a pension scheme	
Contributed, but not for a long enough period	
Pension scheme non-transferable	
Other (please specify)	

D3 - Did you receive any social or psychological support?

Yes		No	
------------	--	-----------	--

D4 - If yes, please detail

Housing services	
Education services for children	
Medical services	
Psychological support	
Other (please specify)	

D5 - If not, why?

No housing services	
No education services for children	

No medical service available for the needs	
No psychological service available for the needs	
Other (please specify)	

D6 - Are you satisfied with the reintegration services received?

Yes		No	
------------	--	-----------	--

D7 - If not, why?

No support received for social benefits and pension scheme	
Lack of medical services	
Lack of psychological services	
Other (please specify)	

D8 - If yes, why?

Good support received for social benefits and pension scheme	
My children could easily access the education system	
Appropriate health services were available	
Psychological services adequate to the needs were provided in a timely way	
Other (please specify)	

12. Annex 5

12.1. Interview guidelines for focus group discussions on labour market reintegration

FOCUS GROUP

Target	Return migrant workers
Participants	Maximum of 8 persons (gender-balanced group)
Requirements	Workers who returned to their country of origin within the last 3 years
Objectives	<ul style="list-style-type: none">• To collect information that may contribute to design and implement effective and sustainable labour market reintegration policies and measures• To identify challenges and bottlenecks that hinder the labour market reintegration of returnees

Session 1 (15 minutes)

1. Brief introduction by the facilitator, regarding the scope of the discussion and the structure of the session.
2. Quick round of introductions: each participant will give their name and say where they have returned from.
3. The facilitator will ask if there are any questions before beginning the discussion.

Session 2 (15 minutes)

Opening questions:

- How many years did you spend in the destination country, when did you come back and why?
- What motivated you to emigrate?

Session 3 (60 minutes)

Key questions:

1. Are you aware of the labour migration policies of your country concerning the reintegration of return migrant workers? If yes, in which way have you benefited from them?
2. What type of work/job did you do while abroad?
3. Have you received any support for your reintegration in the labour market back home? If yes, from which organization? If not, which kind of reintegration services would you have expected to receive for facilitating your reintegration?
4. How easy was reintegration into the local community?

5. Have your skills and qualifications obtained in the destination country been recognized in your home country?
6. Were you entitled to transfer your pension and social benefits back to your home country? If not, why?
7. Are you planning to re-migrate?

Session 4 (15 minutes)

Exit questions:

- Of all the things we discussed today, which do you think is the most important?
- How do you think the reintegration policies and measures of your country could be improved?

13. Annex 6

13.1. Identification of potential training providers for return migrant workers

This questionnaire aims to identify the training resources available in the territory and that can be activated for the labour market reintegration of returnees

Name of the training provider:

Contact details:

Address	
Office phone	
Mobile phone	
Email	
Website	

1. Is your centre accredited?

Yes No

1.1 If not, why?

1.2 If yes, by which organization?

Ministry of Education

Ministry of Labour

Other accreditation organization (please specify)

2. In which sector does your centre provide vocational training?

Branch of economic activity* and training courses available

	Training delivered	Training duration
Agriculture, forestry and fishing		
Mining and quarrying		
Manufacturing		

Electricity, gas, steam and air conditioning supply		
Water supply; sewerage, waste management and remediation activities		
Construction		
Wholesale and retail trade; repair of motor vehicles and motorcycles		
Transportation and storage		
Accommodation and food service activities		
Information and communication		
Financial and insurance activities		
Real estate activities		
Professional, scientific and technical activities		
Administrative and support service activities		
Public administration and defence; compulsory social security		
Education		
Human health and social work activities		
Arts, entertainment and recreation		
Other service activities		
Activities of households as employers; undifferentiated goods- and services-producing activities of households for own use		
Activities of extraterritorial organizations and bodies		
Never worked		

* Based on the International Standard Industrial Classification of All Economic Activities (ISIC).
https://unstats.un.org/unsd/publication/seriesM/seriesm_4rev4e.pdf.

3. Does your centre organize training for self-employment?

Yes No

3.1 If yes, what is the content?

Entrepreneurial skills	
Elements of business management	
Marketing	
Drafting a business plan	
Financing the business	
Other (please specify)	

4. Did you have any previous experience with labour market reintegration of returnees?

Yes No

4.1 if yes, which were the main challenges you found in addressing return migrants' needs?

Skills possessed by returnees were not in demand in the labour market	
Need for recognition of prior learning	
Lack of financial capital for starting my own business	
Scarce managerial orientation for starting my own business	
Psychological problems	
Social integration problems	
Other (please specify)	

5. How can training be delivered?

Face-to-face only	
Distance learning only	
Both	

5.1 Will the training be concluded by an exam?

Yes No

5.2 if yes, are social partners members of the evaluation panel?

Yes No

5.3 Will the trainee receive a certificate that is recognized by the VET system?

Yes No

5.4 If not, why?

6. Who pays for training?

Ministry of Labour	
Public employment services	

SME development agency	
Employers	
NGOs	
Job seekers	
Other (please specify)	

7. Support services that can be provided to disadvantaged and vulnerable groups

Career counselling and guidance	<input type="checkbox"/>
Customized training delivery for disadvantaged groups	<input type="checkbox"/>
Transport	<input type="checkbox"/>
Financial support	<input type="checkbox"/>
Other (please specify)	<input type="checkbox"/>

7.1 Specific measures for addressing specific needs of female returnees

Career counselling and guidance	<input type="checkbox"/>
Flexibility in training delivery allowing women to deal with family obligations	<input type="checkbox"/>
Childcare support	<input type="checkbox"/>
Transport	<input type="checkbox"/>
Other (please specify)	<input type="checkbox"/>