



## Consultancy - Call for Applications

### Terms of Reference

### ***Labour migration statistics data mapping in Southern Africa and the Indian Ocean)***

*(June 2021)*

## 1. Background and context

The **Southern African Migration Management (SAMM)** project, funded by the European Commission, is a four-year project to improve migration management in the Southern African and Indian Ocean (SA-IO) region. The SAMM Project takes a ONE-UN collaborative approach and is implemented by four UN agencies: the International Labour Organization (ILO), the International Organisation for Migration (IOM), the United Nations Office on Drugs and Crime (UNODC) and the United Nations High Commissioner for Refugees (UNHCR). The SAMM project forms part of the European Union Regional Indicative Programme (11<sup>th</sup> EDF RIP) for Eastern Africa, Southern Africa and the Indian Ocean (2014–2020) which includes among its objectives the facilitation of safe, orderly and regular migration and the prevention of irregular migration. It focuses on South-South migration flows, identifying positive spill-over effects of international migration on regional integration and regional economic development.

The SAMM project's **overall objective** is to improve migration management in the SA-IO region guided by, and contributing to, the realisation of the 2030 Agenda for Sustainable Development, in particular the Sustainable Development Goals (SDGs) 8 and 10.

The specific objectives (SO) and key results areas (KRA) of the project are as follows:

- SO1: Improved policy environment for labour migration across the region and improved access to legal and efficient means of labour mobility for (prospective) labour migrants.
  - KRA1.1: Rights-based legal and efficient channels of labour migration and mobility (including appropriate protection measures for migrant workers) promoted and put in place in the Southern Africa / Indian Ocean region.
  - KRA1.2: A Southern African and Indian Ocean migration observatory established and fully operational.
- SO2: Strengthened and informed decision-making as well as management of mixed migration flows, including improved protection of vulnerable migrants in the Southern African and Indian Ocean region.
  - KRA2: Evidence-based management strategies and policies to address mixed migration challenges, including assurance of appropriate protection frameworks for vulnerable migrants, are formulated and implemented.

**Regional Economic Communities (RECs) are key stakeholders in SAMM's implementation.**

One of SAMM's key project priorities is to support the formulation and realisation of International Labour Migration and Mixed Migration Frameworks of: i) the Common Market for Eastern and Southern Africa (COMESA); ii) the Southern African Development Community (SADC); and iii) the Indian Ocean Commission (IOC).

The project focuses on the Southern African Region, and targets the following **16 SADC countries**: Angola, Botswana, Comoros, Democratic Republic of the Congo (DRC), Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Tanzania, Zambia and Zimbabwe.

These Terms of Reference (ToR) define the background, purpose and outputs of this consultancy, which serves to conduct a labour migration statistics data mapping of the Southern African and Indian Ocean region, and will contribute to the development of national mechanisms to report on labour migration indicators as well as to the SADC level Labour Market Observatory.

**Work under this consultancy is linked to SAMM's Workplan as follows: Result/output 2.1:**

A framework of central LMIS database integrating labour migration module is developed.

Activity 2.1.1.2 Assessment of use of statistical migration data in countries (in particular through household surveys).

## **2. Technical Context (Global and regional level)**

The Southern African region has had a long history of intra-regional migration. All Southern African countries are involved in labour migration flows as countries of origin, transit, and/or destination, and often they play all three roles at the same time. Yet, although labour migration within, from and towards Southern Africa has been a historical feature of the region, there remains a lack of comprehensive data on the size, flows, and types of labour migration.

Labour migration in Africa is largely characterized by movements of workers to regional labour markets within the continent, seeking employment and other economic opportunities. Indeed, more than 80% of labour migration flows of African nationals take place within the African continent.<sup>1</sup> In Southern Africa, this figure has in recent years dropped to 45%, suggesting that most migrants to Southern Africa are coming from outside the sub-region. Demand in economic sectors such as mining, agriculture, construction, manufacturing, health, education, tourism, hospitality and household services are significant drivers of labour mobility to and within the sub-region. African migrants, asylum seekers and forcibly displaced persons often use the same migration routes.

The second edition of the **African Union's Report on Labour Migration Statistics in Africa**<sup>2</sup> finds that the **employment rate of international migrants** in Africa is often higher than that of the general population, with rates as high as 94.6% in Ghana and 90.1% in Nigeria.<sup>3</sup> Yearly growth rates of migrant workers also tend to be higher than the respective growth rates of the total population and labour force in all African sub-regions (particularly in Southern Africa) except in West Africa. However, these figures, particularly for Southern Africa, are based on very limited official national data.

The ILO also developed a comprehensive methodology for global and regional estimates of migrant workers and generated estimates in 2015 (reference year for data is 2013) to fill knowledge gaps on global migration data. Following improvements made to the methodology, new global estimates were published in 2018 (reference year is 2017). Also in these reports, data on Southern African countries was sorely lacking.

Improving the knowledge base in the area of migration statistics, particularly labour migration statistics, will contribute to a better understanding of the underlying causes of poverty and social exclusion, as well as contribute to strengthening labour markets in Southern Africa. In this context, Southern African countries have made the development of evidence-based policies on labour migration part of their priorities in reporting on progress on various Agenda 2063/SDG targets, as well as through adopting and implementing the SADC Labour Migration Action Plan and Labour Migration Policy Framework.<sup>4</sup> The Action Plan recognizes the need to collect quality information on employment trends and decent work deficits among migrant workers as well as the resident population, which is comparable across countries and over

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<sup>1</sup> Flahaux, Marie-Laurence, De Haas, Hein, 2016. *African migration: trends, patterns, drivers*, Comparative Migration Studies

<sup>2</sup> African Union Commission (AUC), 2020. [Report on Labour Migration Statistics in Africa \(Second Edition\)](#). Addis Ababa

<sup>3</sup> The AUC report also finds migrant worker employment rates as low as 43.2% in Botswana and 49% in Eswatini.

<sup>4</sup> These priorities are reflected in the African Union Commission's (AUC) biennial report on data on labour migration in Africa, as part of data component of the adopted the Joint Labour Migration Programme of the AU.

time. Combining comparable data on labour migration with existing mechanisms for skills matching will also create new opportunities to support implementation of the Action Plan.

The 20<sup>th</sup> International Conference of Labour Statisticians (ICLS) endorsed Guidelines concerning statistics of international labour migration<sup>5</sup> in October 2018, to provide international recommendations regarding concepts, definitions and methodologies for the measurement of international labour migration, the lack of which being a significant obstacle to the production of comparable and harmonised statistics. Together with a proposed set of minimum labour migration indicators for Southern Africa, the ICLS guidelines will form the basis for an analytical framework for the current study.

The International Labour Migration Questionnaire (ILMQ) of the International Labour Migration Statistics (ILMS) database has been used in the past for data collection (using 14 tables in the first edition and 17 tables in the second edition) at the continental level. Beyond counting the stock of migrants in Africa,<sup>6</sup> the global ILMQ covers the inflow of migrants and outflow of nationals, and the questionnaire allowed to establish a baseline of crucial recent information on labour migration statistics.<sup>7</sup> The ILMQ asks participating countries to complete the ILMS tables to the greatest level of detail possible, but does not guarantee harmonization of the underlying national definitions/concepts used to generate the data.

The experience with the two rounds of data compilation through the JLMP on African Labour migration statistics (2015 and 2017), as well as the ILO's *Global Estimates* reports (using the ILMQ), has shown that there are still considerable limitations to International Labour Migration data in Southern Africa in terms of geographical coverage and completeness (for instance, where data is available, most reports lacks some important disaggregations for African countries, such as educational attainment). The absence of such data can have to do with various factors, such as limited sources of information, difficulty in identifying migrant workers in censuses or household surveys, irregular data collection schedules and lack of coverage of migrant-dense areas, incoherence of definitions and concepts, etc.

The SADC secretariat, together with the SAMM project and ILO's Skills Initiative for Africa (SIFA) project, is developing a SADC Labour Market Observatory, which will collect and monitor labour migration and skills indicators as well. The effectiveness of such a regional observatory depends on the quantity and especially quality of data that is provided at national levels (often through national Labour Market Information Systems, or LMIS). At the same time, findings of a SAMM labour migration stocktaking report, as well as outcomes of a recent capacity development course on labour migration statistics in the region show that there is a strong need to provide support to harmonizing concepts and strengthening capacities to report on labour migration statistics at national levels. Hence, SAMM also aims to support the development of national LMIS and develop capacity of staff at National Statistics Offices

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<sup>5</sup> ILO, 2018. [Guidelines concerning statistics of international labour migration](#)

<sup>6</sup> AUC, 2015. [Report on labour migration statistics in Africa](#)

<sup>7</sup> [ILOSTAT website](#)

(NSOs) and relevant line ministries, and ensure alignment with international standards and ILO recommendations. The priority of such a two-pronged approach is to ensure harmonization of concepts and indicators, which will further guide an LMIS implementation plan. To this end, a data and conceptual mapping exercise at national and REC levels is the focus of this consultancy.

### 3. Objectives and Outputs

Given the context of incoherence and lack of data on labour migration in most Southern African and Indian Ocean countries, the objective of this consultancy is to carry out a study on:

- 1) mapping existing statistical information on labour migration available from RECs secretariats (SADC, COMESA and IOC), and SA-IO countries' national statistical systems (including both NSOs as well as relevant ministries), and
- 2) assessing capacities at REC and national levels to produce and report on statistical labour market indicators (e.g. labour competency standards, national qualification frameworks, etc.) in line with international standards and guidance (including, but not limited to, *ICLS Guidelines on statistics for labour migration* as well as the *Southern African and Indian Ocean minimum labour market indicators* documents).

The report will cover the following information:

- Review/summary of existing national data sources, data availability and data sharing mechanisms, building on existing meta-data-analyses, and identifying at least:
  - What are the main sources of statistical and administrative information? What is the frequency of data collection for these sources, and what is the nature and content of the information being collected (e.g. based on questionnaires, etc.).
  - What types of migration data tabulations are available and being produced (for example international vs internal migration, disaggregation by age/sex/nationality/geographic location, are there reliable time series, etc.);
  - What are the most common/recognized sources of data (for example official statistics, administrative records, estimates, etc.); what do these sources cover;
  - What definitions of labour migration are being used (based on international labour standards or own definitions, etc.);
  - What ILMS indicators are currently being/can be estimated (for example labour force participation rates of migrant workers, employment or unemployment rates of migrant workers, including the various required disaggregations, etc.);

- How is data made available publically (for example downloadable via own website or other repository, available on request, not publically available, etc.);
- What quality control/validation methodologies are used/available;
- Capacities of staff and available technologies at NSOs and other relevant institutions<sup>8</sup>;
- Review of existing quantitative studies/analyses of labour migration and data management at sub-regional and national levels (including, but not limited to IOM Country profiles);
- Collection of existing/available official data/statistics in order to produce preliminary analyses at regional (SA-IO) level on selected *minimum labour migration indicators*;
- Findings of stakeholder consultations with relevant line ministries and mandated institutions on challenges and opportunities to harmonize concepts of labour migration, and to strengthen reporting on *minimum labour migration indicators*;
- Recommendations based on the above for potential SAMM interventions, both at national and REC levels.

The report will cover all SADC countries (Angola, Botswana, Comoros, Democratic Republic of Congo, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Tanzania, Zambia and Zimbabwe). More specifically, he/she will analyse:

- a) if, and how, the existing data analysis mechanisms (i.e. LMIS) are contributing to labour migration policymaking and/or governance,
- b) if, and which, capacities of data management systems at national levels as well as RECs' secretariats (SADC, COMESA and IOC), can be identified as good practices and potentially replicated within the region.

The consultancy will also produce up to three advocacy/visibility products (such as PowerPoint presentations, flyers, infographics) based on the final report to be used in future awareness-raising events and activities.

## 4. Methodology

The methodology for the assessment is to be fully developed by the consultant as part of his/her inception report and will include:

- desk review (covering existing policies, strategies and institutional frameworks on labour and labour migration statistics);
- key informant interviews and/or consultations (virtual or face to face) with relevant stakeholders;
- quantitative data collection and analysis of existing data, including both data available online as well as by request from the relevant authorities; and

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<sup>8</sup> See also OECD, 2017. [Development Co-operation Report](#). Chapter 3: The role of national statistical systems in the data revolution. OECD: Paris and Paris21, 2018. [Assessing the capacity of national statistical systems: a user's guide](#)

- where relevant, preparation and undertaking of short surveys to specific target audiences in the Southern Africa and IOC region. They should be comprised of a sample of beneficiaries, even if through intermediary organisations.

Face-to-face meetings and gatherings will depend on whether COVID-19 imposed restrictions on travel and physical gatherings are lifted.

The report should not be longer than **80 pages**.

## 5. Qualifications and Experience Required

**Education:** Advanced university degree in Statistics, Development Studies, Economics, Migration studies, Public Policy, Management, or other relevant Social Sciences degree with a focus on quantitative dimensions.

**Experience:** At least 5 years of demonstrated experience with national statistical systems and/or data management, as well as demonstrated experience with labour migration statistics particularly in SADC countries. Experience working with SADC, COMESA and/or IOC is an advantage. Country-level experience in at least some of the SADC countries is an advantage.

**Languages:** Excellent command of English. Working knowledge of French and/or Portuguese is an advantage.

## 6. Terms of Contract for Consultant

The service provider will be responsible for all expected outputs mentioned in the terms of reference.

Fees will be determined depending on the knowledge and experience by the consultant(s) and in SADC countries on the technical area under study: labour migration statistics and data harmonization.

The ILO will separately cover the cost of travel and daily subsistence allowance (DSA) of the consultant in case of need to organise face-to-face meetings or interviews.

## 7. Timeline and payment breakdown

The consultant will work for **60** non-consecutive working days.

**Starting date:** \_\_\_\_ **1 August 2021** \_\_\_\_

**End date:** \_\_\_\_ **31 October 2021** \_\_\_\_

Payments will be disbursed as follows:

- ✓ **20% of the total** upon the completion and submission of a methodological workplan within 1 week of the start of the assignment to the satisfaction of the ILO.
- ✓ **40% of the total** upon the completion, submission and acceptance of the first draft report to the satisfaction of the ILO.
- ✓ **40% of the total** upon the completion of the final product and visibility materials no later to the satisfaction of the ILO.

## 8. Supervision and Reporting

The service provider will report to the Labour Migration and Data Officer of the Southern Africa Migration Management (SAMM) project as well as the ILO Labour Migration Specialist for Southern Africa, who will coordinate with ILO/MIGRANT in HQ and share it broadly with other ILO Technical Specialised Departments.

The ILO will liaise with the IOM, UNHCR and UNODC (as needed) and be in charge of the overall supervision for incorporating inputs and comments and validation of the work.

## 9. Application

Interested candidates are invited to submit their applications by midnight, 4<sup>th</sup> July 2021 to the International Labour Organization ([samm-project@ilo.org](mailto:samm-project@ilo.org)) and copying: [ngoventi@ilo.org](mailto:ngoventi@ilo.org). Applicants should include the following documentation:

- CV/resumé;
- Cover letter;
- 3 weblinks to latest labour migration articles/reports or attach 3 writing samples (preferably of published material);
- 3 references;
- A half-a-page financial proposal indicating the consultant's daily professional fees in USD and (if necessary) a breakdown of costs.

## 10. Annex

- African Union Commission (AUC), 2020. [Report on Labour Migration Statistics in Africa \(Second Edition\)](#). Addis Ababa (including REC-specific reports: <https://au.int/ar/node/39323>)
- AUC, 2015. [Report on labour migration statistics in Africa \(First Edition\)](#)
- Flahaux, Marie-Laurence and De Haas, Hein, 2016. *African migration: trends, patterns, drivers*, Comparative Migration Studies
- ILO, 2018. [Global Estimates on International Migrant Workers – Results and Methodology](#)
- ILO, 2018. [Guidelines concerning statistics of international labour migration](#)



- [ILOSTAT website](#)
- OECD, 2017. [Development Co-operation Report](#). Chapter 3: The role of national statistical systems in the data revolution. OECD: Paris.
- Paris21, 2018. [Assessing the capacity of national statistical systems: a user's guide](#)