

03

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



PRE-DEPARTURE ORIENTATION



صوآر أؤوظؤؤى بؤن الؤؤول الآؤؤؤؤؤة المرؤؤؤة و المرؤؤؤؤؤة للؤؤمآلة
Abu Dhabi Dialogue among the Asian Labor-Sending and Receiving Countries

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

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ACRONYMS

ADD	Abu Dhabi Dialogue
BEOE	Bureau of Emigration and Overseas Employment
BMET	Bureau of Manpower Employment and Training
BNP2TKI	Badan Nasional Penempatan dan Perlindungan Tenaga Kerja Indonesia
BP3TKI	Balai Pelayanan Penempatan dan Perlindungan Tenaga Kerja Indonesia
BRAC	Building Resources Across Communities
CIOP	Comprehensive Information and Orientation Programme
COD(s)	Country/Countries of Destination
COO(s)	Country/Countries of Origin
CP	Colombo Process
CSO(s)	Civil Society Organization/Organizations
DEMO	District Employment and Manpower Office
DOFE	Department of Foreign Employment
DOLAB	Department of Overseas Labour
DOLE	Department of Labor and Employment
FGD	Focus Group Discussion
FEPB	Foreign Employment Promotion Board
HELVETAS	HELVETAS Swiss Intercooperation
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HSW	Household Service Workers
ILO	International Labour Organization
IOM	International Organization for Migration
KAMPI	Kabalikat Ng Migranteng Pilipino, Inc.
KSA	Kingdom of Saudi Arabia
KTKLN	Kartu Tenaga Kerja Luar Negeri
LKR	Sri Lankan Rupees
MOIA	Ministry of Overseas Indian Affairs
MOLE	Ministry of Labour and Employment
MOLSAMD	Ministry of Labour, Social Affairs, Martyrs and Disabled
NGO	Non-Governmental Organization
NLMP	National Labour Migration Policy
NPR	Nepalese Rupee
NVQ	National Vocational Qualification
OKUP	Ovibashi Karmi Unnayan Program
OWWA	Overseas Workers Welfare Administration
PAO	Post-Arrival Orientation
PASEI	Philippine Association of Service Exporters, Inc.
PDO	Pre-Departure Orientation
PEO	Pre-Employment Orientation
PEOS	Pre-Employment Orientation Seminar
PKR	Pakistani Rupee
POEA	Philippine Overseas Employment Administration
RA	Republic Act
SBMI	Serikat Buruh Migran Indonesia
SLBFE	Sri Lanka Bureau of Foreign Employment
SMC	Scalabrini Migration Center
TCW	Temporary Contractual Worker
TOEA	Thailand Overseas Employment Administration
TOT	Training of Trainers
TTC	Technical Training Centre
TVEC	Tertiary and Vocational Education Commission
UAE	United Arab Emirates
UNDESA	United Nations Department of Economic and Social Affairs
USD	United States Dollar

BACKGROUND



BACKGROUND

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

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

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

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

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

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

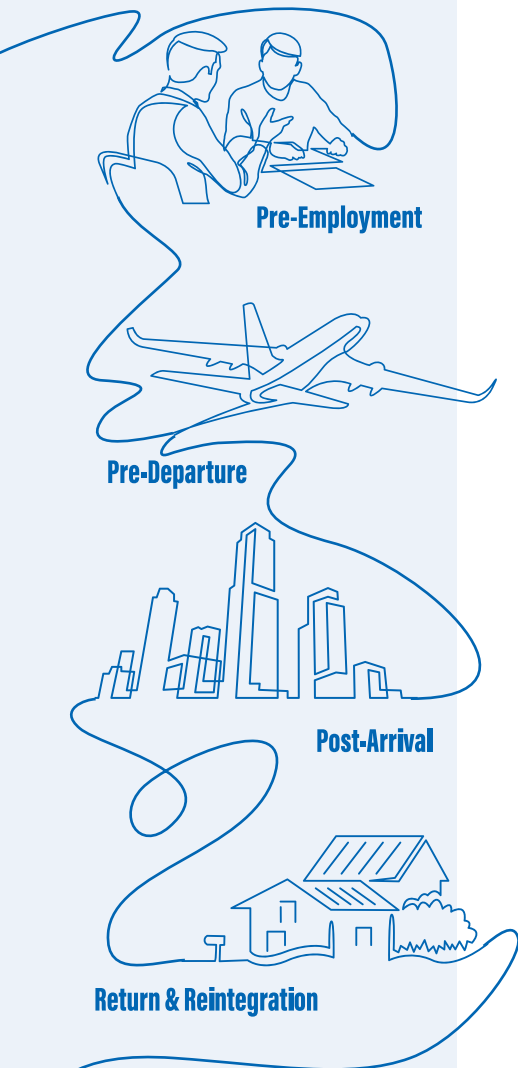


Figure 1: Four phases of the labour mobility process.

PDO-related information refers to interventions which enable prospective TCWs to better prepare for life and work in the COD, including what to expect during the adjustment period, enhancing navigational skills, as well as guidance on ways to access support channels.

1. De Haas, H. 'Migration and development: A theoretical perspective. International Migration Review, 2010. Vol44 (1), pp 227-264.



Figure 2: List of ADD member states.

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

Pre-Departure is understood as the stage where outgoing TCWs are preparing for their journey to the COD.

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

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

METHODOLOGY

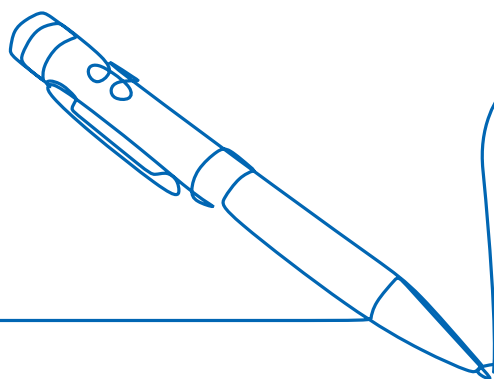
The information included in this report is derived from a survey undertaken by the International Organization for Migration (IOM), with key informants in the various countries through a structured and semi-structured questionnaire.³

Questionnaires were sent to the IOM posts in the targeted COOs, for dissemination to the relevant government entities. In each country, a representative of the government provided feedback and inputs. Where possible, the questionnaires were also administered to representatives of the private sector and of Non-Governmental Organizations (NGOs)/Civil Society Organizations (CSOs) involved in PDO programmes.

A literature review on PDO was also used to add different perspectives to the evaluation of the different programmes. The scorecard tables reflect the interviews with government representatives, while inputs from interviews with other key informants (private sector, civil society and international organizations) are reflected in the narrative.

The scorecard method has advantages in the compilation and the immediate visual comparison of results. At the same time, the method has limitations if details are not provided because similar answers can hide different realities. The comparison among the COOs compiled in this report has further limitations because of the different stages of development of PDO programmes among countries.⁴

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



2. Data collection and the writing of this report took place in 2015. ADD member states are invited to submit additional information and relevant updates, as deemed necessary.

3. This questionnaire was designed and elaborated by the Scalabrini Migration Centre (SMC).

4. China and Afghanistan are not comprehensively included as they were either in the process of establishing PDO programmes at the time of writing or have recently introduced regulation concerning overseas labour.

STRUCTURE OF THE BACKGROUND REPORT

This Background Report is divided into six key parts.

Part one briefly presents recent migration trends from select COOs, particularly towards the Gulf countries, and the related migration policies and institutions.

Part two presents the origins of PDO Programms as well as institutional management.

Part three, part four and **part five** delve specifically into the contents of the PDOs, the functioning and structure of PDOs, the evaluation of the PDO and possible international cooperation.

Part six looks into suggestions for reforming the PDOs.

The **conclusion** will offer some considerations towards a CIOP in the region.

EXECUTIVE SUMMARY



EXECUTIVE SUMMARY

International migration from Asian countries to other Asian countries was considered the largest migration corridor in 2013. South and South-East Asia are the main origins while West Asia is the main destination. Of the 33.1 million migrants in West Asia, 22.3 million were in the Gulf countries (UNDESA 2013a). Approximately 72 per cent of TCWs in the Gulf countries come from Colombo Process⁵ (CP) member states, and in 2008 the ADD was created, a collaborative approach between the Gulf states and the CP member states on temporary labour mobility in Asia. At the 3rd Ministerial Consultation of the ADD in Kuwait in November 2014, a resolution was made on the initiative of the Philippines to implement CIOP.

The provision of tailored and harmonized information at different points in the labour migration process is a powerful tool in better preparing and empowering TCWs. To date, the most common orientation targeting TCWs in the ADD member states is PDO. As PDO is carried out for outgoing TCWs heading to a number of countries, with different skill-sets and professions, they tend to vary from country to country.

KEY FINDINGS

This Background Report includes a comprehensive analysis of different PDO programmes across select ADD COOs. The following has been noted:

1. All COOs surveyed are implementing some form of PDO, find it useful, and intend to continue it. The countries that do not yet have a PDO are in the process of establishing the policies to adopt it⁶
2. PDO programmes differ from country to country in terms of structure, length, time and methods of delivery
3. All countries agree that PDOs need improvement in terms of content, methodologies, supervision, organization and objectives

CONTENT

Across the COOs surveyed, PDO tends to be tailored to the COD and/or target industry. However, the existing contents of PDO programmes largely revolve around seven broad thematic areas:

1. Overview of Overseas Employment
2. The Rights and Obligations of TCWs
3. Legal Modes of Recruitment of TCWs
4. Standard Employment Contract for TCWs
5. Code of Discipline for TCWs
6. Departure and Travel Tips
7. Health Tips

DELIVERY MECHANISMS

ADD COOs use a variety of methods to provide PDO-related information to beneficiaries. The most common delivery mechanisms are listed below:

1. Lecture with PowerPoint Presentations
2. Short Films (particularly relating to certain aspects of the COD)
3. Guided Group Discussions and Exercises
4. Role-Playing
5. Distribution of Flyers or Instructional Brochures

STRUCTURE OF PDO

A well-functioning PDO system requires the following:

- Preparation and Accreditation of Trainers
- Requirements for the Delivery of the Programmes
- Methodology to be Utilized in Administering the Programmes
- Monitoring and Assessment of the PDO

5. The Colombo Process is a Regional Consultative Process on the management of overseas employment and contractual labour for countries of origins in Asia. Member States include: Afghanistan, Bangladesh, Cambodia, China, India, Indonesia, Nepal, Pakistan, the Philippines, Sri Lanka, Thailand and Viet Nam.

6. At the time of working.

LABOUR MIGRATION IN ADD COOS



1. LABOUR MIGRATION: CONTEXT IN COOS

Contemporary labour migration in Asia originated in the early 1970s. Sourced originally from neighbouring Arab countries and later from India and Pakistan, TCWs were eventually hired from other countries of South and South-East Asia.

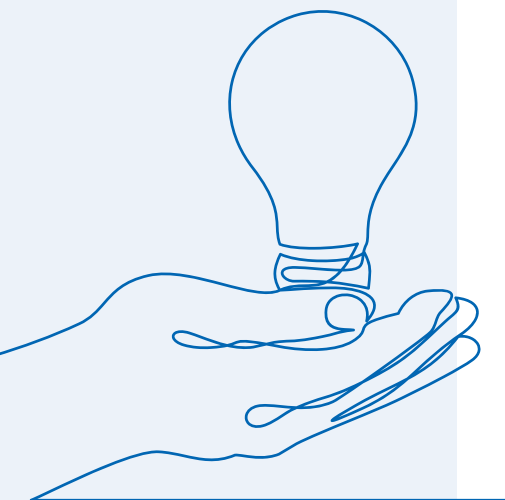
When the initial inflow of labour force subsided in the mid-1980s because the initial construction projects were completed, new demands for TCWs to be employed in the maintenance of infrastructures as well as in other areas of the private labour market (such as the health, trade and domestic sectors, in addition to the oil industry) ensured the continuation of labour migration from Asia to the Gulf region.

New employment opportunities were provided by the development, first, of the tiger economies and later of Malaysia and Thailand, leading to the current scenario where migration takes place within and among all regions of Asia.

1.1 MIGRATION TRENDS

The outflow of migrants from ADD COOs has been on the rise since the beginning of the new millennium, and for some countries like Pakistan and Nepal, the growth has been very substantial in the last few years. In 2014 migrants from Nepal were 77 per cent higher than in 2010, and migrants from Pakistan doubled in number during the same period.

The increase for India and the Philippines has been more moderate (25%) while it has declined for Indonesia, Thailand and Viet Nam. Noticeable is also the fact that migration from the Philippines, which in general has been constantly on the rise, has declined by three per cent between 2013 and 2014 (see Table 1).



7. Data from the Philippines include both new hires and rehires.

	2010	2011	2012	2013	2014
Bangladesh	390,702	568,062	607,798	409,253	425,684
India	641,356	626,565	747,041	816,655	805,000
Indonesia	575,803	581,081	494,609	512,168	429,872
Nepal	294,094	354,716	384,665	450,834	521,878
Pakistan	362,904	456,893	634,840	622,714	752,466
Philippines ⁷	1,123,676	1,318,727	1,435,166	1,469,179	1,430,842
Sri Lanka	267,507	262,961	282,447	293,105	
Thailand	143,795	147,620	134,100	130,500	
Viet Nam	85,546	88,300	80,300		

Table 1: Annual flow of TCWs from select ADD COOs.
Source: Corresponding government agencies responsible for migration statistics.

The Gulf countries are the almost exclusive destination for TCWs from South Asian countries, except for Nepal, and the main destination for those coming from the Philippines. TCWs from Indonesia and Viet Nam mostly migrate to Malaysia and Taiwan, and those from Thailand primarily to Taiwan.

2013	Bahrain	Kuwait	Oman	Qatar	KSA	UAE
Bangladesh	25,155	6	134,028	57,584	12,654	14,241
India	17,269	70,072	63,398	78,367	354,169	202,016
Indonesia	5,384	2,534	10,719	16,237	45,394	44,505
Nepal	-	7,890	-	85,837	86,126	51,419
Pakistan	9,600	229	47,794	8,119	270,502	273,234
Philippines	20,546	67,856	16,600	94,195	382,553	261,119
Sri Lanka	4,540	42,739	5,316	80,724	80,836	48,486
Thailand	1,000	1,700	-	2,400	500	5,500

Table 2: Flow of TCWs from select ADD member states to the Gulf countries.
 Source: Corresponding government agencies responsible for migration statistics.

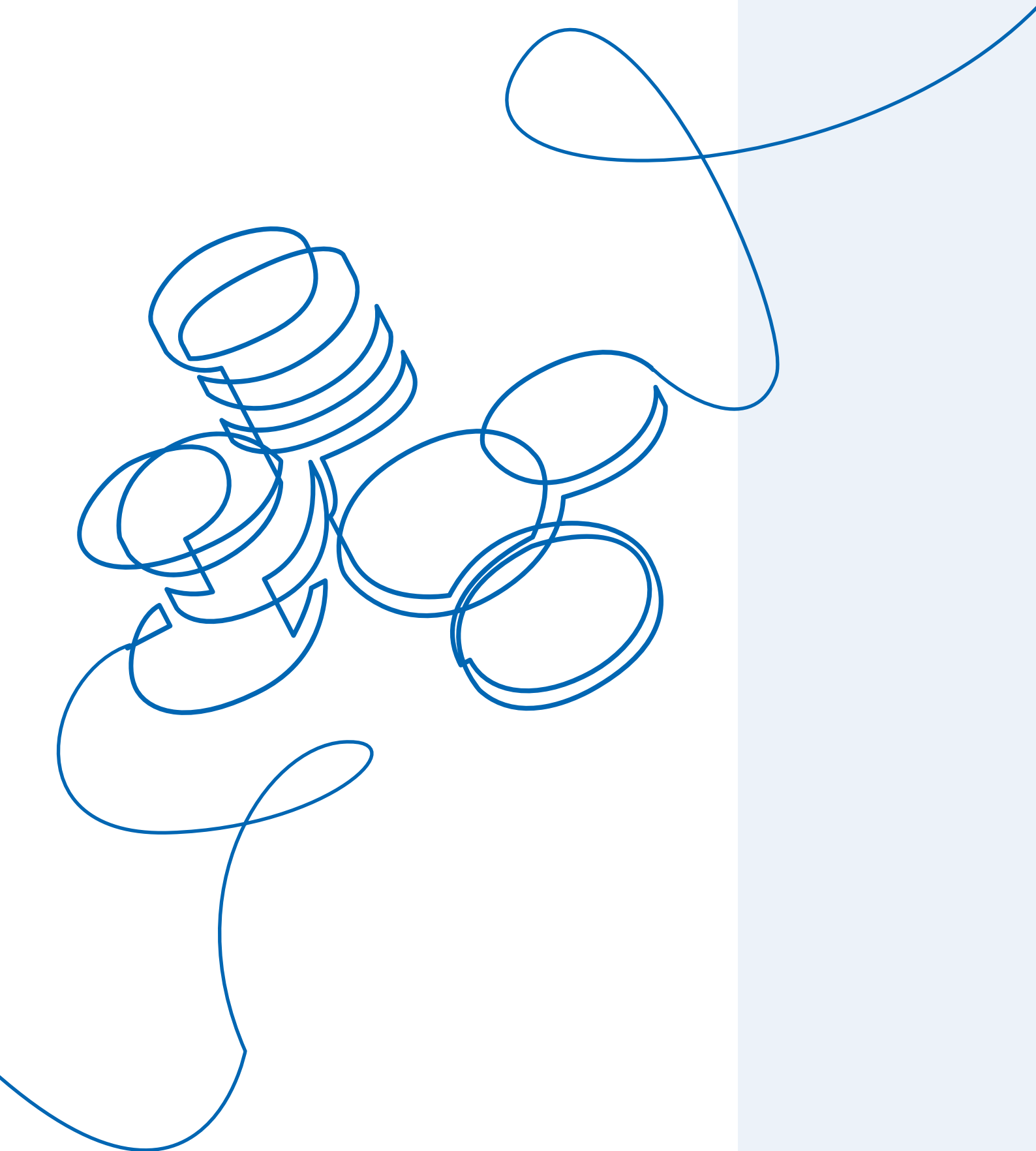


The results of migration flows that have been in place for decades, is evidenced by the stock of migrants from ADD COOs in the Gulf region. India is by far the country with the highest number of migrants in the Gulf states, followed by Bangladesh and Pakistan.

The Kingdom of Saudi Arabia (KSA) and the United Arab Emirates (UAE) are the main destinations for TCWs. Data for Nepal does not reflect the recent trends, as approximately 56 per cent of TCWs, from Nepal between 2008 and 2009, as well as between 2013 and 2014 had gone to work in the Gulf countries, in addition to Malaysia (Nepal, Ministry and, Labour and Employment, 2013–2014).

	Bahrain	Kuwait	Oman	Qatar	KSA	UAE	Total
Afghanistan	680	1,889	-	1,491	16,883	7,377	28,320
Bangladesh	100,444	279,169	148,314	220,403	1,309,004	1,089,917	3,147,251
China	-	-	-	-	-	-	-
India	262,855	730,558	644,704	576,776	1,761,857	2,852,207	6,828,957
Indonesia	29,553	82,139	35,027	64,849	379,632	320,684	911,884
Nepal	722	2,086	-	1,538	17,918	7,828	30,137
Pakistan	87,892	244,281	117,208	192,860	1,319,607	953,708	2,915,556
Philippines	43,971	122,214	21,669	96,487	1,028,802	477,139	1,790,282
Sri Lanka	9,804	27,251	14,091	21,516	147,032	106,394	326,088
Thailand	-	2,582	-	2,039	23,077	10,085	37,783
Viet Nam	-	-	-	-	-	-	-
Other	193,436	535,884	131,019	422,951	3,056,621	2,001,642	3,641,553
Total	729,357	2,028,053	1,112,032	1,600,955	9,060,433	7,826,981	22,357,811

Table 3: Stock of TCWs from select COO member states in the Gulf countries.
Source: UNDESA 2013b. Data refers to foreign citizens.



1.2 MIGRATION POLICIES AND INSTITUTIONS

The Gulf countries established from the beginning, some specific rules for the governance of labour migration, including: the fixed duration of contracts, the return of the TCW to the home country at contract end, few pathways to acquire citizenship or permanent status, and the sponsorship system.

From the side of COOs, rules and procedures have been established for nationals who would like to go overseas for foreign employment.

While there are differences in migration policies across COOs, they all tend to regulate the procedures and requirements for citizens who intend to work overseas and the operations of recruitment agencies who extend foreign employment services, all to ensure safeguards and benefits to TCWs and their families.

To implement such policies, each country has set up government agencies in the form of dedicated ministries with overall competence on labour migration or specific agencies dependent on various ministries.

In either case, because migration requires the intervention of various agencies, the issue of inter-agency cooperation is important in all administrations.

COUNTRY	INSTITUTION	FUNCTION	LAW OR DECREE	PURPOSE
Afghanistan	Ministry of Labour, Social Affairs, Martyrs and Disabled (MOLSAMD)	Has the main responsibility in implementing the labour migration policy Has drafted the National Labour Emigration Policy, 2012	Labour Law of 2007 Regulation for Sending Afghan Workers Abroad, 2005	Authorizes labour migration and the establishment of private employment agencies Establishes the obligations of Afghan workers abroad, the rights and obligations of the MOLSAMD and the obligations of foreign employers <i>Source: Wickramasekara and Baruah, 2013.</i>
Bangladesh	Bureau of Manpower Employment and Training (BMET), 1979 Bangladesh Overseas Employment and Services Limited (BOESL)	Has overall competence on implementing the labour migration policy Recruits and places workers abroad as an alternative to private recruitment agencies	Emigration Ordinance of 1982 Overseas Employment and Migrants Act 2013	Regulates the recruitment industry, the registration, contract, protection and welfare of migrants and establishes their rights <i>Source: Government of Bangladesh.</i>

COUNTRY	INSTITUTION	FUNCTION	LAW OR DECREE	PURPOSE
China	Ministry of Commerce (MOFCOM) - Department of Outward Investment and Economic Cooperation	Responsible for organizing and coordinating the implementation of the "going global" strategy which includes foreign engineering contracting and labour service cooperation (including citizens' overseas employment)	Order of the State Council No. 527 Administrative Regulations on Contracting Foreign Projects, 2008 Regulation of International Labour Cooperation, 201	Regulates the employment of Chinese nationals for Chinese companies operating abroad Regulates the industry, prevents illegal operation of recruitment agencies and protects the rights of Chinese labour migrants working overseas <i>Source: IOM Beijing.</i>
India	Ministry of Overseas Indian Affairs (MOIA), 2004 Protectorate General for Emigrants (within the Emigration Service Division) Overseas Workers Resource Centre	Has competence for all matters related to overseas Indians Administers the Emigration Act 1983 Provides information to workers intending to go abroad	Emigration Act 1983 Emigration (Amendment) Rules, 2009	Regulates the emigration of Indian workers An amending bill is under consideration to regulate recruitment agencies, to accredit employers, to replace Emigration Clearance with migrants registration <i>Source: India, MOIA 2015.</i>
Indonesia	Ministry of Manpower (MOM) BNP2TKI (National Agency for the Placement and Protection of Indonesian Migrant Workers), 2006 Balai Pelayanan Penempatan dan Perlindungan Tenaga Kerja Indonesia (BP3TKI)	Has main responsibility for the governing of labour migration Responsible for implementing policies regarding the placement and protection of TCWs. Answers directly to the President Is the regional office of BNP2TKI and facilitates the documentation for migrants and provides the pre-departure briefing	Law No. 39/2004 concerning the Placement and Protection of Indonesian Migrant Worker Presidential Regulation Number 81, 2006 Regulation No. 4, 2008 Government Regulation No. 14, 2010 Government Regulation No. 3, 2013 regarding Protection of Indonesian Migrant Workers Abroad	Overall legislation covering obligations of the government, rights and duties of migrants and placement procedures Establishes the BNP2TKI Assist and protect Indonesians abroad, particularly migrants Implementation of Placement and Protection of Indonesian Manpower Abroad <i>Source: Farbenblum et al. 2013.</i>

COUNTRY	INSTITUTION	FUNCTION	LAW OR DECREE	PURPOSE
Nepal	Department of Foreign Employment (DOFE) (within the Ministry of Labour and Employment - MoLE), 2007	Regulates recruiting agencies, regulates labour migration and protects the rights of migrants	Foreign Employment Act 1985	Initial regulation of labour migration (repealed in 2007)
	Foreign Employment Promotion Board (FEPB), 2007 (chaired by MoLE)	Ensures the social protection and welfare of migrants	Foreign Employment Act 2007	Promotes the security and welfare of labour migrants. Establishes the Migrant Workers' Welfare Fund
	High-Level Foreign Employment Coordination Committee	Coordinates and harmonizes policy issues among stakeholders	Foreign Employment Policy (2012)	Prioritizes safety and protection of TCWs and facilitates labour migration <i>Source: Wickramasekara and Baruah, 2013.</i>
Pakistan	Bureau of Emigration and Overseas Employment (BEOE) (1971) (attached to the Department of the Ministry of Overseas Pakistanis & Human Resource Development)	Regulates migration, safeguards the welfare of migrants, monitors employment agencies and recommends policies	Emigration Ordinance, 1979	Establishes the overall framework for migration from Pakistan, including the appointment of a Director General and of a Protector of Emigrant
	Ministry of Human Resource Development	Issues licences to overseas employment promoters	Emigration Rules, 1979 (updated up to 2012)	Establishes the rules to implement the ordinance
	Overseas Employment Corporation (OEC)	Government agency deploying migrants in addition to the private sector	National Policy for Overseas Pakistanis, 2013	Provides for social and welfare facilities, opening of schools abroad, establishment of overseas university in Islamabad and the creation of an Overseas Pakistanis Advisory Council (OPAC) <i>Source: Khan et al. 2014.</i>

COUNTRY	INSTITUTION	FUNCTION	LAW OR DECREE	PURPOSE
Philippines	Philippine Overseas Employment Administration (POEA), 1982 within the Department of Labor and Employment (DOLE)	Regulates labour migration and the employment agencies	A Decree Instituting the Labour Code (PD 442, 1974)	Institutes the overseas labour migration programme
	Overseas Workers Welfare Administration (OWWA) (1977) (within DOLE)	Administers the welfare fund and provides benefits to Filipino migrants	Migrant workers and Overseas Filipinos Act of 1995 Republic Act (RA) 8042	Establishes the Philippine migration policy
	National Reintegration Center for Overseas Filipino Workers (NRCO), 2010 (within DOLE)	Facilitates the reintegration of Filipino migrants returning to the country	Amending Act: RA 10022, 2010	Strengthens the protection and promotion of the welfare of TCWs, their families and overseas Filipinos in distress
	Office of the Undersecretary for Migrant Workers Assistance (OUMWA) within Department of Foreign Affairs (DFA)	Extends assistance to Filipinos overseas, particularly in times of crisis		<i>Source: IOM and SMC 2013.</i>
Sri Lanka	Sri Lanka Bureau of Foreign Employment (SLBFE), 1985	Promotes and regulates migration	SLBFE Act of 1985	Established the SLBFE and the framework for the regulation and promotion of migration. Established the Association of Licensed Foreign Employment Agencies (ALFEA)
			The National Labour Migration Policy for Sri Lankans, 2009	Amended the SLBFE Act of 1985 to strengthen the regulation of the recruitment agencies and the protection for migrants
				<i>Source: Government of Sri Lanka.</i>

COUNTRY	INSTITUTION	FUNCTION	LAW OR DECREE	PURPOSE
Thailand	Department of Employment - Office of Overseas Employment Administration	Provides overseas employment opportunities and assists foreign employers in hiring Thai workers	Employment and Job-Seeker Protection Act, B.E.2528, 1985	Regulates the procedures to obtain work overseas
	Thailand Overseas Employment Administration (TOEA)	Helps the application of Thai workers seeking a job abroad	Labour Protection Act B.E. 2551, 2008	Provides protection to Thai workers sent abroad by Thai companies
<i>Source: Chulamwong 2011.</i>				
Viet Nam	Viet Nam Ministry of Labour - Invalid and Social Affairs (MOLISA)	Has overall competence	Law regarding Vietnamese nationals working abroad under contract No. 72/2006/QH11, 2006	Establishes the policy on Vietnamese contract workers abroad
	Department of Overseas Labour (DOLAB)	Implements the laws and policies concerning Vietnamese TCWs	Decree No. 126/2007/ND-CP, dated 1 August 2007	Provides the implementing rules for Law No. 72
			Prime Minister's Decision No. 119/QD-TTg, dated 25 July 2007	Establishes the Fund for assisting overseas Vietnamese Nationals and Legal Entities
			Prime Minister's Instruction No. 1737/CT-TTg	Strengthens the protection of Vietnamese migrants
<i>Source: Viet Nam, Consular Department, MOFA 2012.</i>				

Table 4: Institutions, laws and regulations on migration in the relevant ADD member states.

Source: CIOP data collection, 2014/2015.



ORIGINS AND GOVERNANCE OF PDO



2. ORIGINS AND GOVERNANCE OF PDO

COOs are limited in the protection they can extend to TCWs. In particular, they cannot extend direct protection to them at the most crucial time, when the TCWs are abroad, because they do not have jurisdiction in a foreign territory.

To fill this gap, countries utilize diplomacy, bilateral, regional and international agreements, to ensure good relations with CODs, in order to guarantee that standards apply to TCWs.

These policies and agreements, however, tend to have limited reach and often operate at the remedial, rather than the preventive level.

Empowering TCWs has become a concern for all countries, and initiatives have been taken to enhance such empowerment, particularly in the form of orientation programmes offering information on a wide range of aspects.

Providing tailored information and orientation in all phases of the migration process can be a powerful tool. However, to date, the most common and more formalized information programme in all countries is the PDO.

Providing orientation to outgoing TCWs before they leave for foreign employment has an array of different benefits. This has been recognized across the ADD member states. To date, PDO is actually the most common and formalized orientation in all countries.



2.1 ORIGIN OF PDO PROGRAMMES

The longest running orientation programme was established by Pakistan in 1979. In chapter VI of the 1979 Emigration Ordinance, concerning the rules that the Government may impose in regard to migration, section 16k states: "Setting up of training centers and orientation and briefing centers to guide and advise intending emigrants and their dependents proceeding aboard."

FUNCTION	BEGINNING YEAR	IS PDO COMPULSORY?
Afghanistan	N/A	Yes
Bangladesh	1990s	Yes, for groups
Indonesia	1999	Yes
Nepal	2009	Yes
Pakistan	1979	Yes
Philippines	1983	Yes
Sri Lanka	1996	Yes
Thailand	1993	Yes
Viet Nam	2007	Yes

Table 5: Date of origin of PDO programmes.
Source: CIOP data collection, 2014/2015.

The first country to make PDO programmes mandatory was the Philippines in 1983. The attendance certificate of the PDO seminar is a document that Filipino migrants must produce before leaving the country. Most of the other countries decided to institute PDOs only in the 1990s.

As labour migration becomes more widespread and common, new countries (like Viet Nam and Nepal) are also offering seminars or briefings to the workers, before departure.

TCWs leaving the Philippines must provide an attendance certificate of PDO before leaving the country.

2.2 INSTITUTIONAL ARRANGEMENTS OF PDO

Institutions responsible for designing, delivering and monitoring PDOs are different from country to country. The most common format consists of the participation of both the government and private sector in the delivery of the programmes, including, at times, also in their design.

In some cases, CSOs are involved in the delivery of PDOs for domestic workers.

COUNTRY	INSTITUTION RESPONSIBLE FOR DESIGNING PDO	INSTITUTION RESPONSIBLE FOR PROVIDING PDO	INSTITUTION RESPONSIBLE FOR MONITORING PDO
Afghanistan	Recruitment agencies MOLSAMD provides inputs	Recruitment agencies	Recruitment agencies
Bangladesh	The government with the assistance of international organizations (ILO, IOM, UN Women), NGOs and CSOs	Wage Earners' Welfare Board (briefing for group visa); Technical Training Centres (for workers going to KSA and Jordan); NGOs/CSOs and recruitment agencies (for female domestic workers)	The Ministry of Expatriates' Welfare and Overseas Employment
Indonesia	MOM	BNP2KTI	BNP2KTI
Nepal	FEPB with DOFE and MoLE	Private accredited organizations and FEPB	FEPB, DOFE and MOLE
Pakistan	BEOE	Protectorates of emigrants (there are seven in major cities)	BEOE and Ministry of Overseas Pakistanis & Human Resource Development
Philippines	OWWA	OWWA – PDOs are also given by associations of private employment agencies and NGOs (to domestic workers)	OWWA
Sri Lanka	SLBFE and, Tertiary and Vocational Education Training (TVET)	SLBFE	SLBFE and, Tertiary and Vocational Education Commission (TVEC)
Thailand	DOE, TOEA, Overseas Workers' Welfare Fund Unit and Pre-Departure Training Center	Pre-Departure Training Center	Overseas Workers' Welfare Workers Fund, TOEA
Viet Nam	DOLAB	Labour recruitment agencies	DOLAB

Table 6: Institutional responsibility in the design, provision and monitoring of PDO programmes.
Source: CIOP data collection, 2014/2015.

2.3 HISTORICAL DEVELOPMENTS

The establishment and provision of PDO underwent developments in the content and structure, diversification of providers and of groups of beneficiaries, and in the change of responsibility among agencies.

BANGLADESH

The country has benefited in particular from the assistance provided by international organizations. The contribution of social partners has consisted mostly in the development of modules, training and the provision of Information, Education and Communication (IEC) materials. In particular, the International Labour Organization (ILO) developed a general PDO module and two country-specific modules (in close collaboration with public and private organizations).

During the last decade, IOM had developed and distributed 11 country-specific booklets (Hong Kong, Bahrain, KSA, Malaysia, Republic of Korea, Qatar, Oman, Kuwait, UAE, Libya, and Singapore) for PDO sessions conducted by governments, NGOs and recruiting agencies. In 2011, it had developed a general PDO module with special attention to women TCWs along with a pictorial flip chart for demonstration.

A Training of Trainers (TOT) was also conducted for trainers from 38 Technical Training Centres (TTCs) under the Bureau of Manpower and Training (BMET). A pictorial booklet on PDO and a comic book for the pre-decision or pre-employment stage were published by IOM and distributed to all the District Employment and Manpower Offices (DEMOs) and technical training centres for wider distribution among beneficiaries.

A short animation film was developed to be shown in the briefing session for orienting the outgoing TCWs about airport formalities in the COO and COD. This film was distributed among DEMO, the technical training centres, NGOs/CSOs and recruitment agencies that were organizing the PDOs. Building Resources Across Communities (BRAC)⁸ has reported that aspiring TCWs are receiving PDO in their community.

INDONESIA

Between 1999 and 2004, the PDO programme was provided by the Government and consisted of a total of 20 hours within a span of three days. Training fees were collected from the TCWs.

The PDO was delivered by the Ministry of Manpower (MOM) at the provincial level. Since 2004, as mandated by Law No. 39/2004 on the Placement and Protection of Indonesian Migrant Workers, the PDO programme has been delivered by BNP2TKI, funded by the Government.

However, in terms of training hours, it was reduced from 20 training hours to 10 training hours only. According to Serikat Buruh Migran Indonesia (SBMI), the PDO module was revised with a more participatory and rights-based approach.

NEPAL

A development has taken place in Nepal with regards to the PDO programme, whereby the domestic workers can now avail of it free of charge. In fact, Nepalese Rupee (NPR) 700 is reimbursed to domestic workers attending the training.

Nepal's PDO programme is free for domestic workers who will be going abroad for employment.

8. An NGO which provides (i) Safe migration awareness orientation for mass awareness, (ii) Migrant's capacity building with pre-decision orientation and pre-departure training to ensuring rights and dignity and a meaningful migration.

PHILIPPINES

Since the establishment of PDOs in 1983, the first development occurred in 1992, when NGOs, private organizations, and regional POEA offices were authorized to conduct PDOs. In 2002, the responsibility to organize PDOs was transferred from POEA to OWWA, except for name-hired and government-hired workers. In 2003, policies and guidelines for managing the PDOs were established.

The implementation of the Comprehensive Orientation Program for Performing Artists was undertaken by OWWA and integrated into the regular PDOs under its supervision. To address the difficulty confronting overseas workers relating to language barriers, OWWA implemented the Language and Culture Familiarization course in January 2007.

This language course was expanded in March 2009 (D.O. No. 95-09 Series 2009), and it now incorporated the one-day PDO, the Language and Culture Training and a Stress Management course into a single education module for Household Service Workers (HSWs).

OWWA also began conducting and managing PDOs for Canada-bound workers. In 2010, specific guidelines were adopted for workers participating in industrial training and technical internship programme provided by the Japan International Training Cooperation Organization.

In 2011, the PDOs for name-hired and government-hired workers were transferred from POEA to OWWA. In 2012, OWWA was directed to administer the mandatory PDOs for HSWs bound for the KSA.

In 2013, the government and private recruitment agencies deploying workers, entered into a shared responsibility agreement in providing Comprehensive Pre-Departure Education Program to HSWs. OWWA also initiated the conduct and management of PDOs for Germany-bound workers.

In 2014, OWWA began providing an Arabic Language Training Course for HSWs bound for the Middle East. At the time of writing this document, a PDOs Handbook was being produced in consultation with stakeholders.

SRI LANKA

Sri Lanka Bureau of Foreign Employment (SLBFE) started conducting a PDO in 1996 as a five day and seven day programme for domestic workers bound for the Middle East and other countries. Currently, those programmes have been developed into a 21-day residential programme for housekeeping assistants and a 30-day programme for housekeeping assistants and caregivers.

For other workers, SLBFE provides a five day PDO with a view to help prepare labourers, cleaners and other low-skilled and semi-skilled categories. Programmes include orientation and training.

THAILAND

While the first PDO was launched in Thailand in 1993, it was in 2007 that a regulation regarding PDO training was established. A PDO programme has been active since then.



CONTENT OF PDO



3. CONTENT OF PDO

As a PDO is carried out for different categories of outgoing TCWs heading to a variety of countries and as the length of the programmes vary from country to country (and also within countries), the mapping of the topics covered in PDO programmes does not necessarily indicate that the same information is delivered, for the same length of time and with the same emphasis. It is an indication that a particular topic is mentioned and when available, additional information is provided.

Based on available information, the orientation that beneficiaries receive in PDO may be divided into seven sections, listed in the table below.

3.1 BASIC INFORMATION

PDO programmes came into being because TCWs leaving for work abroad needed some basic information on the place where they were going, the procedures they had to follow on departure and arrival, as well as how to be better prepared to navigate a new country and workplace.

In this regard, recruiting agencies have been the entities typically providing this information. Such basic information is essentially present in almost all the PDOs given by ADD COOs surveyed.

A. PDO MODULES/TOPICS



1.	Overview of Overseas Employment	★	●	●	●	●	●	●	●	●
2.	The Rights and Obligations of TCWs	★	●	●	★	●	●	●	●	●
3.	Legal Modes of Recruitment and Mobilization of TCWs Abroad	★	●	●	●	●	★	●	●	●
4.	Standard Employment Contract for TCWs	★	●	●	●	●	●	●	●	●
5.	Code of Discipline for TCWs									
	a. Duty to COO	★	●	●	●	●	●	●	●	●
	b. Duty to COD	★	●	●	●	●	●	●	●	●
	c. Duty to employer	★	●	●	★	●	●	●	●	●
	d. Duty to one's self	★	●	●	●	●	●	●	●	●
	e. Duty to one's family	★	●	●	★	●	●	●	●	●
	f. Duty to fellow TCWs	★	●	●	★	●	●	●	●	●
6.	Departure and Travel Tips	●	●	●	●	●	●	●	●	●
7.	Health Tips for TCWs	★	●	●	●	●	●	●	●	●
	Time allotted (hours)	★	★	3	4.35	★	2.15	10	6.05	28.30

Legend: ● Available ★ Not Available

Table 7: Basic information provided in PDO programmes.
Source: CIOP data collection, 2014/2015.

AFGHANISTAN

A full-fledged PDO programme is not yet administered to outgoing TCWs from Afghanistan as a National Labour Migration Policy (NLMP) is in a preparatory stage of being drafted.⁹ It is understood that the standard employment contract will be part of the NLMP and that the code for civil servants will be used as a basis for the duties to the COO. The duties towards one's family and towards one another may not have to be specified, as they are already embedded in Afghan culture, though departure tips are provided by recruiting agencies.

BANGLADESH

In addition to the general modules prepared by ILO and IOM (for women TCWs) the section on code of discipline (5) is provided to beneficiaries according to the COD, using 11 country-specific booklets prepared by IOM. BRAC, which has a migration programme, observes that more effort should be invested in providing aspiring TCWs with the proper awareness about CODs.

In their orientation, they show beneficiaries the contract (4), but many have difficulty understanding it completely due to language barriers. On the other hand, the *Ovibashi Karmi Unnayan Program* (OKUP), an NGO, observes that the contract (4) is considered within the section on rights (2), and not as a separate section of the PDO.

INDONESIA

The overview of overseas employment (1) and the legal mode of recruitment (3) are part of Module A (Laws and Regulation).

Module A is delivered within 90 minutes with sub-themes:

- Indonesian placement and protection laws
- CODs' laws and regulations (10 countries)
- Indonesian workers' rights in light of international instruments, gender.

The rights and obligations of TCWs (2), the working contract (4) and the code of discipline (5) are delivered under the Working Contract Module (B).

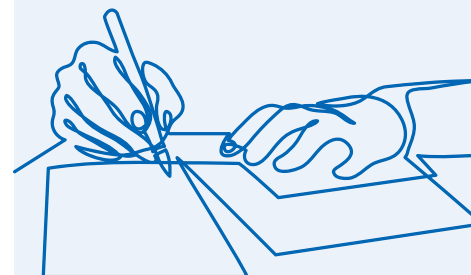
Module B is delivered within 180 minutes with sub-themes:

- Definition, content and advantages of employment contract
- Employment contract extension mechanisms
- The rights and obligation of TCWs that are stipulated in the Employment Contract
- Placement costs, insurance and *Kartu Tenaga Kerja Luar Negeri* (KTKLN) which is the Employment Card of Overseas Worker;
- How to open a bank account and remit money.

Departure and Travel Tips (6) are covered under Module C, which is about Customs and culture in CODs. Health orientation (7) is provided under Module E, which covers drugs, HIV/AIDS, STDs, transmitted diseases and human trafficking. This module is delivered within 45 minutes for all sub-themes.

NEPAL

According to ILO, in the current PDO curriculum, there is a brief section which aims to introduce the concept of foreign employment (1).



The Working Contract Module, included in Indonesia's PDO, takes approximately 180 minutes, and helps beneficiaries understand their contract and how to remit money.

⁹. At the time of data collection.

10. Kindly note that this was at the time the CIOP research study for PDO took place, in 2014 and 2015.

Nepal's PDO enables outgoing TCWs to comprehensively understand what to expect at the airport, during the flight and on arrival, along with information on how to navigate these processes.

This includes the introduction of participants as well the objectives of the orientation. Altogether the session is for 30 minutes. The PDO curriculum was being reviewed and amended by the Foreign Employment Promotion Board (FEPB).¹⁰

The draft version was considering including a discussion with the participants to gauge their understanding of foreign employment, mostly focused on the positive and negative aspects of foreign employment, and how they received the information.

The aim of PDO in Nepal is to make the beneficiaries reflect upon their understanding of foreign employment. The legal mode of recruitment (3) is covered in a 45-minute session on Nepali legal frameworks on foreign employment. This section delves into the labour administration process, discussing the legal process of recruitment and the disadvantages of opting for illegal channels.

In regard to the labour contract (4), this PDO informs about what provisions should be contained in the contract. As for the code of discipline (5), the module talks about how TCWs should be well aware and respect local laws and cultural practices of the CODs. This also includes a sub-section of the importance of understanding and following the immigration laws of the CODs.

In regard to the duties toward the employers (5c), it is a section in which personnel from ILO intervene and there is a sub-section on the consequences and legal repercussions of illegally leaving the company. Departure and travel tips (6) are given in a 30-minute session which includes processes to be completed at the airport, what to expect during the flight, information on transit, and information on the arrival process at the airport of the COD. Additionally, there is a 30-minute session focusing on health and safety (7), with health tips, along with information on potential health risks and illnesses.

The session also includes brief information on occupational safety and health at the workplace. According to *Pouraki Nepal*, an NGO dedicated to the protection of the rights of female migrants, some recruiting agencies resist providing the section on legal modes of recruitment (3).

PAKISTAN

The section on rights and obligations (2) of TCWs deals mostly with rights and duties inherent to the working contract. In regard to the legal modes of Recruitment (3), beneficiaries are informed on legal ways of changing their contracts and not resorting to illegal means. The provisions of the Contract (4) are explained, including details concerning salary and overtime entitlements. Departure and Travel Tips (6) consist of basic immigration procedures, airport procedures, and others, while tips on health (7) are confined to awareness of HIV/AIDS.

PHILIPPINES

The section on the rights and obligations of overseas workers (2) is incorporated with that on labour contract (4). Section (3) on legal modes of recruitment is offered during the Pre-Employment Orientation Seminar (PEOS). TCWs attending PDOs have gone through a legal model of recruitment.

PDO programmes provided by NGOs, such as *Kabalikat Ng Migranteng Pilipino, Inc. KAMPI*, provide the overview of overseas employment in a brief narration. The legal mode of recruitment (3) is offered through a video provided by POEA. The different topics under the code of discipline (5) are discussed collectively.

SRI LANKA

Sections (1) and (3) are combined, and the same goes for sections (2) and (4). Section (5) on the code of discipline is discussed repeatedly during the vocational training and the training for common competencies. In the PDO provided by HELVETAS Swiss Intercooperation (HELVETAS), an international NGO, the section on the rights of TCWs is very brief and the section on health tips dealing with personal hygiene, HIV/AIDS prevention and family planning is conducted by a representative from the health department.

THAILAND

The section on rights and obligations (2) covers the provisions of the employment contract (4), the Overseas Workers' Welfare Fund and work conditions as well as cultural customs and traditions in CODs. The code of discipline (5) consists mainly of guidelines on working abroad while health tips focus on drinking and gambling behaviours.

VIET NAM

Sections (1), (2) and (3) are not provided separately but included in one PDO module titled 'Main contents/topics related to legislations in labour, criminal, civil, and administration areas of Viet Nam and receiving countries.'

The aspects in section (5) on the code of discipline are grouped in one module which contains 8 periods of lecturing and 8 periods of practice. Health tips (7) are partly provided in connection with labour safety and hygiene at workplace.



3.2 IRREGULAR MIGRATION AND TRAFFICKING

Irregular labour migration remains a difficult reality to tackle and often begins before departure, with the selection of non-licensed recruitment agents or irregular channels.

In countries where there are strong PEO-related interventions or programmes, this challenge can be addressed and avoided at an earlier stage in the labour migration process.¹¹ Constrained by the need to find better employment, TCWs are easily victimized by unscrupulous intermediaries and sometimes become victims of trafficking.

They can also become irregular while abroad, by overstaying their visa, violating labour laws or leaving their designated employer and place of work. Irregular migration often leads to negative consequences on the lives of TCWs; hence they should be made aware about how to avoid irregularities, as also how to seek remedy for violations committed against them.

11. Please see 'Background Report on Pre-Employment Orientation in Abu Dhabi Dialogue Countries' for further information.

A. PDO MODULES/TOPICS



	Afghanistan	Bangladesh	India	Nepal	Pakistan	Philippines	Thailand	Sri Lanka	Vietnam
8. Understanding Illegal Recruitment	★	●	●	●	●	★	●	●	●
9. Tips in Identifying and Avoiding Illegal Recruiters	★	●	●	●	●	★	●	●	★
10. Legal Remedies for Victims of Illegal Recruitment	★	●	●	●	●	★	●	●	★
11. Understanding Trafficking in Persons	★	★	●	★	★	★	●	★	★
12. Tips in Identifying and Avoiding Traffickers	★	●	●	★	★	★	●	★	★
13. Legal Remedies for Victims of Human Trafficking	★	●	●	★	★	★	●	★	★
14. Understanding Irregular Migration	★	●	●	●	★	★	●	★	●
15. Legal Remedies for Victims of Irregular Migration	★	●	●	★	★	★	●	★	●
16. Distinctions between Illegal Recruitment, Trafficking in Persons and Irregular Migration	★	●	●	★	★	★	●	★	★
Time allotted (hours)	★	★	0.30	0.15	★	★	3.5	0.20	★

Legend: ● Available ★ Not Available

Table 8: Information on irregular labour migration and trafficking.
Source: CIOP data collection, 2014/2015.

Afghanistan intends to include these topics in the NLMP.

In **Bangladesh**, OKUP specifies that irregular migration is addressed in the pre-decision (pre-employment) orientation, and it is also included in the PDO.

In **Indonesia**, irregular migration is covered in Module A concerning placement under Indonesian law, while trafficking in persons is part of Module E.

In **Nepal**, trafficking is covered only in the PDO programme offered to domestic workers. *Pourakhi Nepal* observes that this section on irregular migration and trafficking is only provided by NGOs, and rather briefly.

ILO in **Nepal** acknowledges that irregular migration is covered in the section on the legal mode of recruitment (3) but there is nothing specific on identifying and avoiding illegal recruiters.

In **Pakistan**, outgoing TCWs are advised not to be lured into crossing borders illegally or taking up other employment without proper contracts. For ways to seek legal remedies, TCWs are given the information on how to contact diplomatic missions and Protectorate of Emigrant officials.

In the **Philippines**, KAMPI addresses irregular migration and illegal recruitment through a video provided by POEA with additional input on current trends and patterns. Remedies are addressed by distributing brochures and flyers with corresponding hotline or emergency numbers. PDO programmes provided by OWWA do not include this section and also those provided by associations of recruitment agencies such as Philippine Association of Service Exporters, Inc. (PASEI), as the issue is already addressed in the PEOS stage.

In **Sri Lanka**, irregular migration and trafficking are covered in a session dedicated to safe migration. According to HELVETAS, illegal recruitment is discussed during the registration process.

In **Thailand**, PDO does not focus on illegal recruitment, as the process through Thailand Overseas Employment Administration (TOEA) is a legal one. Legal remedies are presented by illustrating the activities of labour protection agencies.

In **Viet Nam**, understanding illegal recruitment (8) is partly covered in section (3) on legal modes of recruitment. Trafficking is not a compulsory topic in the PDO, but each labour recruitment agency can include it in the training if it so deems necessary according to the context of the COD. Irregular migration and remedies are partly discussed in a section dedicated to "things to be avoided while working abroad."

Tailored orientation can contribute significantly to the efforts of curbing human trafficking across the labour migration process. Harmonizing PDO with PEO acts as a key opportunity to build on the information already received, providing crucial guidance and practical information before departure.

3.3 VALUES AND WELFARE

TCWs coming from select ADD COOs are not just workers that could be in need of protection, they are also ambassadors of their own country's culture, customs and traditions.

For this reason, overseas workers must be aware of good practices in the workplace, as well as of the basic elements of legislation in CODs. Such awareness is needed when facing possible welfare and labour cases.

A. PDO MODULES/TOPICS



17.	Promoting Positive Values towards Good Performance in the Workplace	★	●	●	●	●	●	●	●	●
18.	Legal Insights on the COD	★	●	●	●	●	●	●	●	●
19.	Common Welfare Cases and Possible Remedies	★	●	●	●	●	●	●	●	★
20.	Common Labour Cases and Possible Remedies	★	●	●	★	●	●	●	●	★
	Time allotted (hours)	★	★	1.05	2.55	★	1.15	1.00	0.40	★

Legend: ● Available ★ Not Available

Table 9: Orientation on values and welfare.

Source: CIOP data collection, 2014/2015.

In **Afghanistan**, information on legal insights (18) is currently being collected by MOLSAMD. As for welfare cases and remedies (19), the contract between employer and employee should cover this aspect. It is the responsibility of the recruitment agency/employer to ensure that outgoing TCWs receive their benefits.

In **Bangladesh**, according to ILO, legal insights (18) are covered in two country-specific manuals (Oman and Qatar). In PDOs provided by OKUP, participants are provided practical learning/tips on building good relations (17) (likes and dislikes, cultural aspects, using home appliances etc.) by two returnee women migrant domestic workers throughout the seven day residential sessions. Legal insights (18) are covered under the rights and responsibility session. Welfare cases and remedies are covered within the "Return and Reintegration Session."

In **Indonesia**, values (17) are discussed in Module D "Personality and Mental Development" while the other aspects are given in the section on CODs' laws and regulations of Module A.

In **Nepal**, as per ILO, the curriculum has a section on CODs which includes a sub-section on the importance of understanding legal frameworks (18).

In **Pakistan**, the PDO provides beneficiaries with information about values and the consequences of serious offences against the laws of CODs (18). In regard to welfare (19), aspiring TCWs are informed of the Overseas Pakistanis Foundation, and various benefits and entitlements which TCWs and their families are eligible for, if they register for the welfare programme.

In the **Philippines**, the PDO given by NGOs such as KAMPI, gives very little knowledge about laws in CODs; the cooperation of CODs on this aspect is suggested. PASEI observes that values (17) are included in the code of discipline.

In **Sri Lanka**, these aspects are treated in the session on safe migration.

In **Thailand**, legal insights (18) are part of the session on the labour contract. Instead, details are provided on how to claim benefits (19) and common cases (20) are considered as lessons learned.

In **Viet Nam**, values (17) are provided in the module on behaviour in working and living abroad, while legal insights (18) are included in the module named 'Main contents/topics related to legislations in labour, criminal, civil, and administration areas of Viet Nam and receiving countries.'

TCWs, when abroad, are also ambassadors of their country's customs, traditions and values. This is an important feature that needs to be highlighted in a PDO.



3.4 REMITTANCES

TCWs are most often concerned with ways to remit money to their families without delays, and at the lowest cost. Remittances are sent through formal and informal channels.

The cost of remitting through banks and money transfers and the delay that families experience in receiving money can sometimes push TCWs toward insecure, informal channels. Countries however, benefit more from remittances sent through formal channels, as the money enters immediately into the financial system.

Much progress has been achieved in recent years in ensuring fast delivery of money and lowering the cost of remittances, which is now at 7.68 per cent on average. According to World Bank estimates, United States Dollar (USD) 234 billion was remitted to relevant ADD COOs in 2013.

The incidence of remittances on the various economies is particularly high for Nepal and very significant for Bangladesh, the Philippines and Sri Lanka.

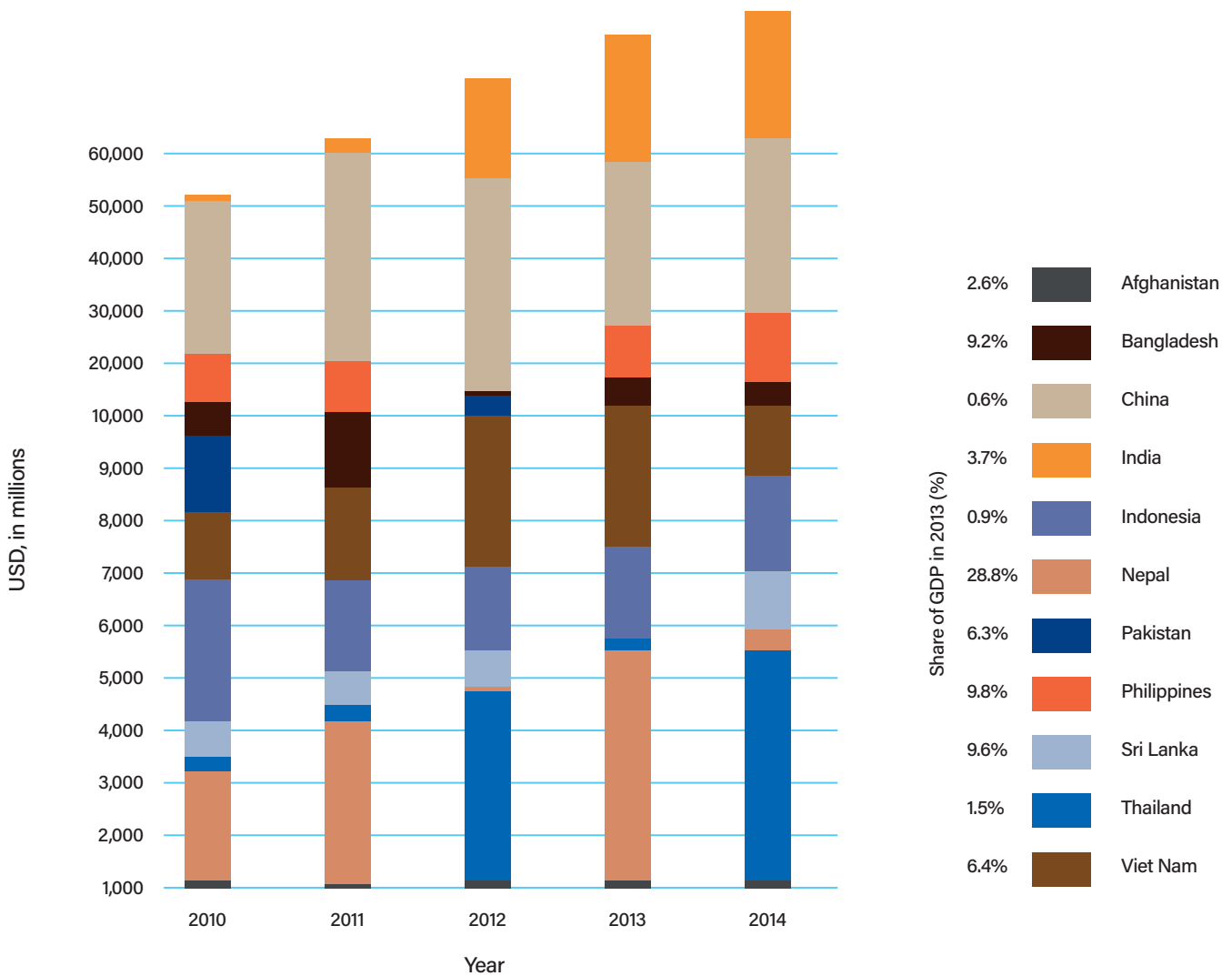


Table 10: Personal remittances (million USD).

Source: World Bank staff calculation based on data from IMF Balance of Payments Statistics database and data releases from central banks, national statistical agencies, and World Bank country desks.

Table 11 illustrates the flow of remittances from the Gulf states to the ADD COOs, although it is important to note that money transfers are often reported according to the correspondent banks, and therefore the actual income of TCWs based in the Gulf countries is likely to be higher than what is reflected in the table.

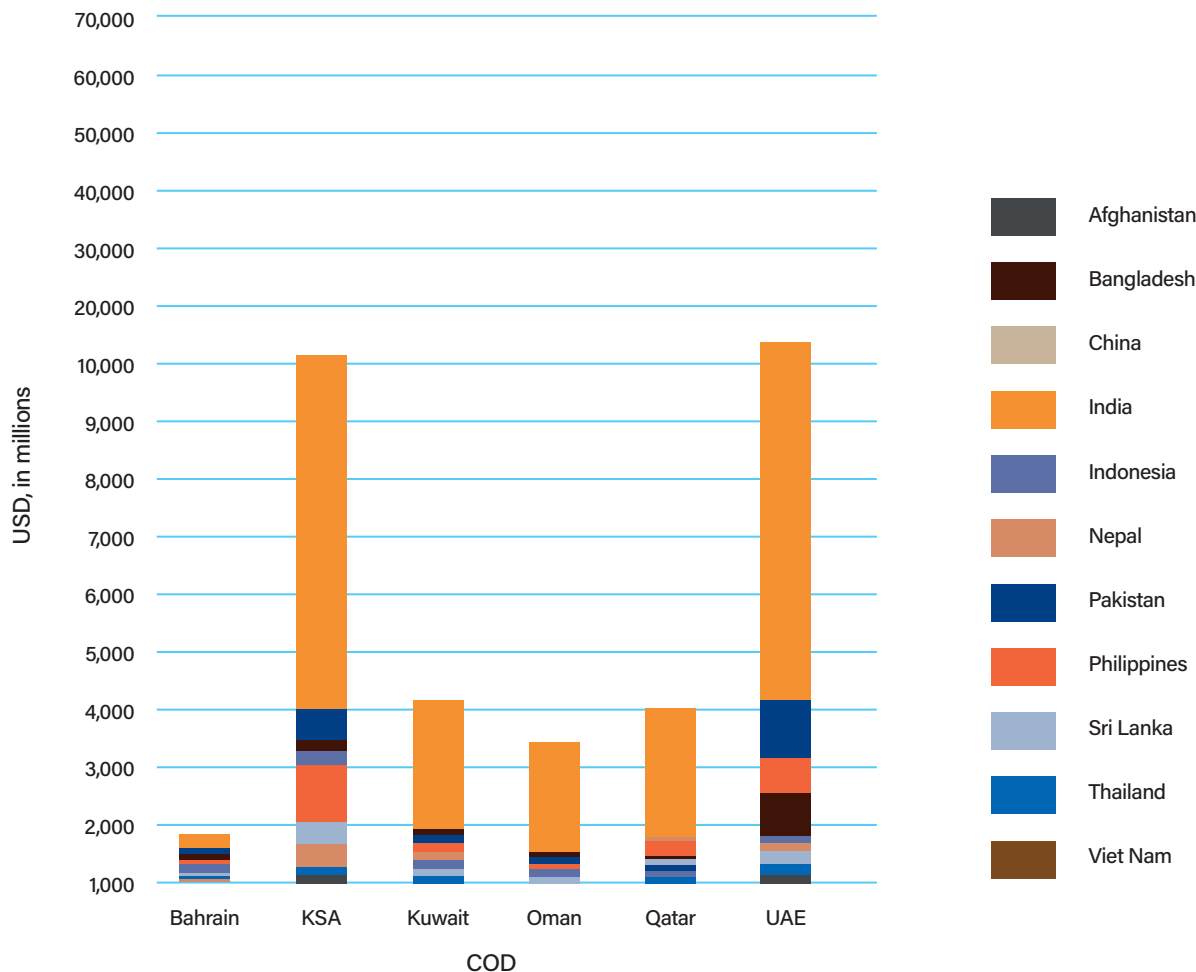


Table 11: Inflow of remittances to the relevant COOs from Gulf countries, 2014 (million USD).
Source: World Bank, Bilateral Remittance Matrix 2014.

Since remittances have a lasting benefit for TCWs and their families, more countries are trying to provide more information on savings and investments.

Additionally, some countries also try to discourage the continuous renewal of the migration cycle of a TCW wherein families have become over-dependent on remittances received in this manner.



A. PDO MODULES/TOPICS



21.	Guidelines in Sending Remittances	★	●	●	●	●	●	●	●	●
22.	Promoting Savings and Investments among TCWs and their Families	★	●	●	●	●	●	●	●	●
	Time allotted (hours)	★	★	0.20	0.10	★	0.30	0.30	0.30	★

Legend: ● Available ★ Not Available

Table 12: Orientation on remittances, savings and investments.
Source: CIOP data collection, 2014/2015.

In **Bangladesh**, OKUP informs that providing information that promotes savings and investment is done during pre-decision seminars.

In **Indonesia**, remittances are covered in Module B, in the sub-theme "How to open a bank account and send your money;" while savings and investments are covered in Module D, related to "personality and mental development."

In **Pakistan**, outgoing TCWs are informed and encouraged to use legal banking channels; often during the PDO programme, contacts of Pakistani banks operating in major CODs are also shared with them.

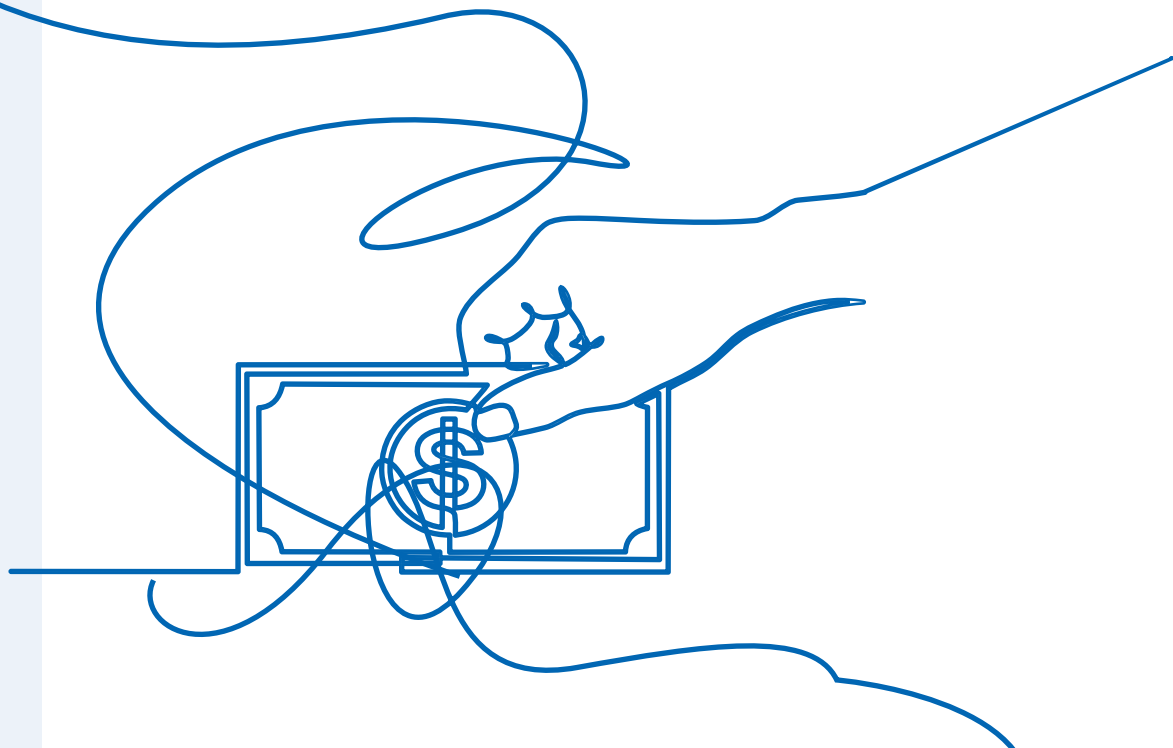
In the **Philippines**, orientation on remittances is given in the module on personal finance tips.

In **Sri Lanka**, orientation on remittances is provided in the common competencies session.

In **Thailand**, information on remittances is provided by a bank officer.

In fact, in many countries, orientation on remittances and savings is offered by a bank officer and sometimes the use of the services of a specific bank to do this tends to taint the validity of the PDO programme.

There are cases in which the PDO provided by NGOs is hosted in a building owned by a bank, in exchange of exclusive presence in the PDO. Striking the right balance between competence and fairness is thus quite important in this regard.



3.5 STRESS MANAGEMENT, CRISIS PREPAREDNESS AND GOVERNMENT PROGRAMMES

Living and working in a foreign country is a difficult experience for most TCWs. Some kind of preparedness on coping mechanisms can prove to be very helpful in such cases. Also, there is growing awareness that TCWs can find themselves in countries in crisis because of natural disasters or pandemics.

CODs are increasing their level of preparedness to face such crisis and have adopted specific legislations and administrative procedures.

A. PDO MODULES/TOPICS



23.	Stress Management ¹²	★	●	●	●	▼	●	●	●	★
24.	TCW's Safety and Crisis Preparedness	★	●	●	★	●	●	●	●	★
25.	Government Programmes and Services for TCWs in the COO	★	●	●	●	●	●	●	★	★
26.	Government Programmes and Services for TCWs in the COD	★	●	●	★	●	★	●	★	★
	Time allotted (hours)	★	★	0.40	1.05	★	1+4	1	★	★

Legend: ● Available ★ Not Available ▼ No Answer

Table 13: Stress management, crisis preparedness and government programmes.
Source: CIOP data collection, 2014/2015.

Afghanistan is considering obtaining information from labour attaches on issues that can trigger stress among TCWs (23). It is the responsibility of recruiting agencies to provide information on government programmes for TCWs in the COO (25), while no information is available on programmes in CODs (26).

Bangladesh can utilize two country-specific manuals (for Oman and Qatar) prepared by ILO that provide information on programmes in CODs (26). OKUP acknowledges that in the PDO it provides, the session on crisis (25) mainly identifies health risks and vulnerabilities like physical and emotional problems, workplace injury and others, but does not cover other forms of crisis. With regard to programmes in the COO (25), they are covered in the PEO while welfare, return and reintegration related information is covered in the PDO.

In **Indonesia**, orientation on stress management is provided in Module D, (on personality and mental development). The other items are provided in Module A, on laws and regulations. However, it is not clear whether the PDO programme addresses crisis preparedness, which is different from issues concerning laws and regulations.

In **Nepal**, the Government admits that information on TCW safety (24) is limited to occupational safety while services provided abroad (26) are not covered at all. *Pourakhi Nepal* also acknowledges that only minimal discussion is dedicated to government services abroad.

12. Four hours on stress management only for domestic workers in the Philippines.

In **Pakistan**, orientation on TCW safety (24) is available mainly for construction workers who are briefed on safety precautions and first aid, but there is no discussion on crisis-preparedness. On the services available at home (25), TCWs are briefed through the Overseas Pakistanis Foundation. On the services abroad, they are informed of the presence of Community Welfare Attachés and other officials in the diplomatic missions only.

In the **Philippines**, orientation on stress management (23) is provided in the PDO programmes for domestic TCWs. TCW safety (24) is integrated in the module on health and safety. KAMPI admits to having limited knowledge of services provided in CODs.

The Government of **Sri Lanka** notes that the items of this section are covered in the session on safe migration and common competencies. Again, it is not clear whether crisis-preparedness is specifically addressed.

Developing effective coping mechanisms for any stress and anxiety experienced in the COD is vital for TCWs.



3.6 CULTURE AND PRACTICES IN CODS

This section covers various areas that are relevant to working and living in CODs, from customs and traditions, to working practices and legal aspects, to adjustment programmes for TCWs.

A. PDO MODULES/TOPICS



27.	Cultural Orientation on the COD									
	a. Customs and traditions	●	●	●	●	●	●	●	●	●
	b. Religion	●	●	●	●	●	●	●	●	●
	c. Social norms and family	●	●	●	●	●	●	●	●	●
	d. Language	●	●	●	●	●	●	●	●	●
	e. Others									
28.	Working and Living Realities in the COD									
	a. Access to public transportation	●	●	●	●	★	●	●	★	●
	b. Access to social services	●	★	●	●	★	★	●	●	●
	c. Business hours & holidays	●	●	●	●	●	●	●	●	●
	d. Food, clothing and housing/accommodation	●	●	●	●	●	●	●	●	●
	e. Leisure and recreation	●	●	●	●	●	●	●	★	●
	f. Others						●			
29.	Understanding the COD's Work Culture and Foreign Employer's Management Style	●	●	●	●	★	★	●	●	●
30.	Understanding the COD's Regulations for Legal Stay									
	a. Work permit validity	●	●	●	●	●	★	●	●	●
	b. Penalties for breach of immigration rules and policies	●	●	●	●	●	★	●	●	●
	c. Others		●					●		
	Law of the land regarding Irregular Status, Drug Abuse, Labour Court, etc.		●					●		
31.	Programmes and Services by the COD to Facilitate TCW-Adjustment	★	●	★	●	▼	★	●	★	★

Legend: ● Available ★ Not Available ▼ No Answer

Table 14: Culture and practices in CODs.
Source: CIOP data collection, 2014/2015.

Outgoing TCWs benefit from understanding the socio-cultural practices, traditions and norms of the COD they are going to, as well as general day-to-day life.

The Philippines provides 16 hours of Arabic language training.

In the programme of **Afghanistan**, the whole section on culture and practices in CODs is supposed to be provided by the recruiting agencies.

Bangladesh has addressed this issue through country-specific booklets (11 of them prepared by IOM). It also observes that aspiring TCWs come to the PDO programme as a mixed group, with different CODs and are given a general idea about different work culture and foreign employer's management system (29). ILO, on the other hand, refers to the two country-specific manuals for Oman and Qatar that it has prepared, in which the cultural and working practices are presented.

OKUP provides PDO to women domestic workers going to Lebanon. Therefore, cultural customs and practices are specific to that country. To learn the language (27d), women are taught in class and also undergo verbal practice of words and sentences during day-to-day activities guided by the appointed returnee women TCWs. This is done particularly in residential sessions where beneficiaries taking the PDO remain in the facility as residents for seven days.

Also, the session on working and living realities (28) is specific to Lebanon and emphasis is placed on the importance of being connected and organized. TCWs try Lebanese food during those seven days; one day is conducted outdoor, to introduce participants to city life, including eating in a modern Lebanese restaurant. Item (29) is not addressed specifically, while issues concerning work permit are dealt with in the session on rights.

In **Indonesia**, the cultural aspects are covered in Module C named 'Customs and Culture in [the] Destination Country', which contains all the sub-themes listed in the questionnaire.

In **Nepal**, the cultural aspects are given in detail to domestic workers. *Pourakhi Nepal* observes that in regard to language, workers are taught only a few basic words. In the session on working and living realities (28), it also adds an orientation focusing on family management. In regard to section (29), it provides information only on the sponsorship system. As for services provided by CODs (31), it gives information to beneficiaries on trade unions and human rights organizations.

ILO observes that the current curriculum does not include specific country-wise information. The current review and amendment process is discussing the possibility of selecting a few CODs, depending on the flow of Nepali TCWs, and including country-specific information. As for section (30), in the curriculum there is a sub-section on the importance of understanding and following the immigration laws of the COD. In addition, the consequences and legal repercussions of illegally leaving the company are also discussed. However, only general information is given without going into details.

Pakistan offers cultural information only for major CODs, like the ADD CODs. For section (28c), the PDO provides information on official holidays and standard business hours. As for aspects related to food and clothing (28d), details are generally provided by the relevant recruitment agencies. The PDO only informs about the possibility of differences in provision of food as many nationalities are seeking work in Gulf countries.

In the **Philippines**, specific language training is provided for some languages like Arabic – 16 hours, Cantonese – 16 hours and Mandarin – 40 hours. The PDO provided by KAMPI addresses the various aspects related to culture. For section (29), KAMPI suggests that it is important to secure the cooperation of CODs.

In **Sri Lanka**, cultural information is provided in the Common Competency and Safe Migration sessions and it is also covered in the Vocational Training sessions. HELVETAS includes cultural aspects briefly in the training of TCWs.

ILO observes that cultural orientation (27) is mostly about the Gulf countries and the focus is mainly on KSA.

The PDO of **Thailand** adds in section (28), an orientation on safety and driving licence as well as benefits and protection for Thai workers overseas. In section (30), information on re-entry permit requested by the employer is included.

Viet Nam does not reserve specific sessions on cultural realities; instead, these topics are tackled in other sessions.

3.7 OVERALL CONSIDERATIONS

It appears that countries that have been involved with labour migration for a long time confine the PDO to a one-day event. In the case of Pakistan, the PDO can be short (1.5 hours). The briefing provides basic orientation and the worker's overseas employment promoter (recruiter) or legal representative is also required to attend the session (Rashid and Luzviminda, 2005).

Countries with a large number of domestic workers, like Sri Lanka, or those that have joined overseas labour more recently, like Nepal and Viet Nam, tend to have longer PDOs. However, it is possible that the length also includes skills training, which other countries do this separately from the PDO. Overall, the basic information is provided by all countries though they might differ in the way they group the various sections of content.

Countries have different experiences in regard to the design and implementation of PDO programmes. Particular emphasis is placed on information on culture, practices and traditions. This is also the area where cooperation between COOs and CODs can be more effective.

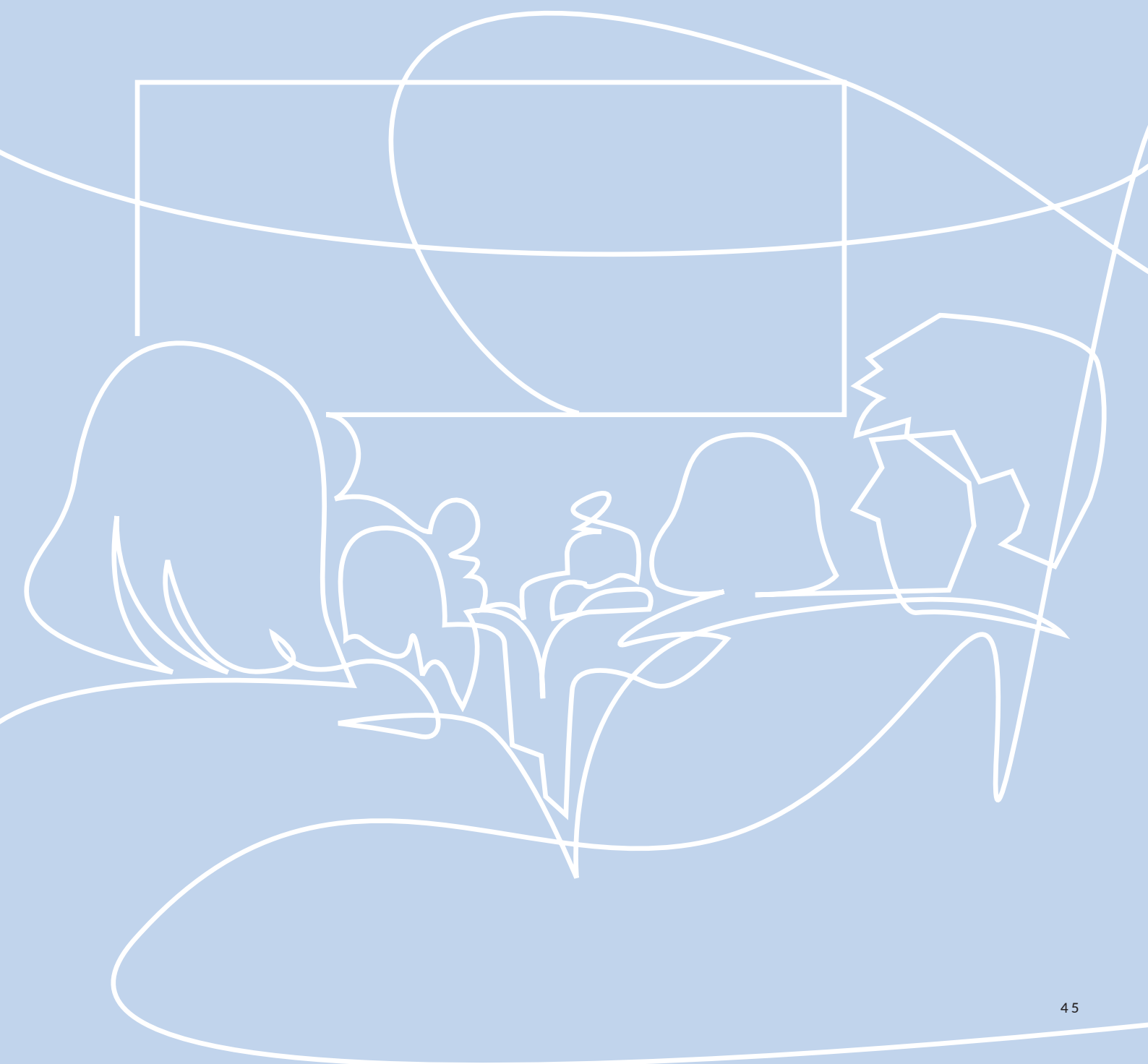
Some countries also demonstrate gender sensitivity, in which case the length of the PDO tends to be longer or is more specifically catered for a female audience, particularly domestic workers. This is done as the workplace for women domestic workers tend to be homes of employers and thus need better orientation on customs and traditions as they are practiced in the house of the employers.

Two areas that are seen to warrant more attention include issues related to trafficking in persons and preparation for crisis situations. In the first case, it can be argued that outgoing TCWs going through the PDO programme are following the legal channels to be employed and therefore are less likely to encounter situations of vulnerability.

As for crises generated by natural disasters or pandemics, TCWs should not be left out of these initiatives because as a group, they tend to be more vulnerable than the local population.



PDO DELIVERY MECHANISMS



4. DELIVERY OF PDO

It is important to ensure that TCWs are aware of their rights, responsibilities and the expectations of different stakeholders across the labour migration process before they depart their COO.

4.1 DELIVERY MECHANISMS

In most countries, the PDO is delivered in a classroom style setting and in some countries it is delivered as part of practical skill trainings (Sri Lanka and Viet Nam). The most common methods of delivery are PowerPoint presentations and lectures, a film showing certain segments of work and life abroad, as well as distribution of flyers and reading materials. Some countries have special provisions such as online interactive orientations in Thailand, animations demonstrating different procedures in Bangladesh and practical trainings in Sri Lanka.

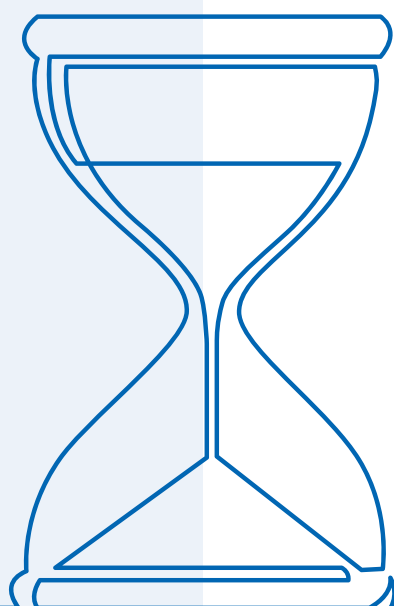
Countries with mandatory PDOs employ a set of standard operating procedures and regulations for their delivery. The standard procedure describes the accreditation criteria and procedures for PDO service providers, the minimum hours and space requirements, distribution of information materials and references, inspection of the PDO, among others.

It is seen that in most countries surveyed, PDO is delivered by trainers. Typically, these trainers need to undergo training themselves and are required to be certified before delivering the PDO programmes. The curriculum for trainers is designed in partnership between government and non-government actors and standard training materials are provided to trainers. There are regular refresher-courses in some countries but these do not exist in others.

Only a few countries like the Philippines, Sri Lanka, and Thailand, have accreditation standards for trainers and performance monitoring of trainers along with trainer assessment systems in place.

It has been observed, that PDOs are often tailored according to the COD, and in many cases, the industry of employment. In most countries there is a separate or additional session/component for domestic workers and/or women, and a separate one only for lower skilled workers.

PDO trainers largely rely on presentations, films and reading material to deliver the PDO.



B. MANAGEMENT SYSTEM



1.										
	PDO Module Delivery Tools Lecture/PowerPoint Presentations									
a.	Showing Films	★	●	●	●	●	●	●	★	●
b.	Group Discussion & Exercises	★	★	★	★	●	★	●	★	●
c.	Plenary Question & Answer Session	●	★	●	●	●	★	●	●	●
d.	Role-Playing	★	★	★	★	★	★	●	★	●
e.	Sharing of Experiences	★	●	●	●	●	★	●	●	●
f.	Workbook Exercises	★	★	★	★	★	★	●	★	●
g.	Case Study Analysis	★	★	●	★	★	●	●	★	●
h.	Posters or Billboard Illustrations	★	★	●	●	★	●	●	★	●
i.	Flyers, Instructional Brochures and other Reading Materials	★	●	●	●	★	●	●	●	●
j.	On-line, Website-based, Interactive Orientation Facilities	★	★	★	★	★	★	●	●	●
k.	Others							●		

Legend: ● Available ★ Not Available

Table 15: PDO delivery mechanisms.
Source: CIOP data collection, 2014/2015.

A variety of methods are used by all countries in providing PDO to beneficiaries, but the most common modes of delivery are the following: lecture, with PowerPoint presentations; showing films, particularly relating to certain aspects of the COD; and the distribution of flyers and reading materials. Sharing of experiences is also widely employed as well as plenary questions and answers, particularly in PDOs provided by NGOs.

For **Bangladesh**, IOM has developed an animation film demonstrating the formalities to be carried out at the airports of COO and CODs. Other methodologies cannot be utilized because the time allotted for PDO is limited.

Thailand operates slightly differently, as there are no film screenings as such, but employs the use of online interactive orientation.

However, in **Sri Lanka** and **Viet Nam**, where PDO is combined with skills training and has a much longer duration than in other countries, all methods can be used, depending on the trainers. In the case of Sri Lanka, seven days of practical training in an elderly-care home are included for TCWs going abroad as caregivers.

4.2 DURATION OF PDO

In general, there appears to be pressure from aspiring TCWs and recruitment agencies to reduce the length of PDO programmes. However, current TCWs or those who have recently returned from CODs, state that the current PDO duration is, in fact, short.

They have noted that several challenges that they have faced during the labour migration process would have been avoided and/or rectified much faster with a longer and more detailed PDO. Some returnees also suggested that the PDO could be interactive and participatory.

ADD COOs who have gradually switched to longer PDOs from previous shorter PDOs, have been able to enforce them with as much ease as when they were shorter.

The PDO duration is critical and has to be determined based on the knowledge needs of specific countries, literacy and information-seeking behaviour. This is also dependent upon the nature of work that the TCWs are going to be engaged with and the specific vulnerability they have, due to their personal circumstances such as age, gender and other factors.

Hence, while making a PDO shorter, from a three day to a one day programme, might work for the Philippines, it may not necessarily be effective in different contexts.

Due to these factors, the duration of PDOs varies across countries.

COUNTRIES	PDO HOURS	DAYS
Afghanistan	Does not exist currently	Does not exist currently
Bangladesh	1-3 hours each day	3 days for country-specific for men and women 1 month training for women domestic workers
India	Does not exist currently	Does not exist currently
Indonesia	8-10 hours	1 day
Nepal	12 hours for men 14 hours for women	2 days
Pakistan	1.5 hours	1 day
Philippines	5 hours	1 day
Sri Lanka	180 hours	21 days residential programme for housekeeping assistant 45 days programme for caregivers 5 days for other workers
Thailand	6 hours	1 day
Viet Nam	56-74 hours	Within a week

Table 16: Variations in the duration of PDOs across COOs.
Source: CIOP data collection, 2014/2015.

CONSIDERATIONS

- COOs should strive to ensure that the length of a PDO is adequate in providing the correct and necessary information. It is paramount that TCWs leave the COO equipped with knowledge on redressal and grievance mechanisms, as well as on the importance of good workplace conduct.
- Determining the correct duration of PDO can be done based on national consultations, including also members of civil society and TCWs at different points in the labour migration process (aspiring, current and returned). The duration can be piloted for a test period, to gauge effectiveness. This might take time but is probably one of the best solutions to the current debate on the length of PDO in ADD COOs.

TCWs who have returned from CODs, recommend increasing the duration of PDO.

4.3 INSTITUTIONAL ARRANGEMENT FOR PDO

Institutions responsible for delivering and monitoring PDOs are different from country to country. The most common format consists of the participation of both the government (such as Ministry of Expatriate, Manpower or Labour or Bureau of Employment) and private sector, in the delivery of the programmes, and sometimes even in the designing of it. In some cases, CSOs are involved in the delivery of PDOs for domestic workers.

The implementation of PDO is typically divided between the governments, private sector, civil society, NGOs, while monitoring is largely done by representatives of government institutions.

4.4 OUTREACH AND TARGETING

The Background Report finds that while the PDO is mandatory in most of the ADD COOs surveyed, there is not much attention given to outreach and targeting. This might also be a reason why a large number of returnees and current TCWs had not taken part in any PDO.

In fact, labour attachés increasingly find people coming to work in CODs with less information about their employment, working and living conditions, as well as the norms and expected behaviours of the CODs.

Outreach and targeting activities should thus continue and must not focus only on the TCWs but also their families and wider communities. Mobilizing the correct resource persons to ensure that outgoing TCWs engage with the PDO correctly, will prove to be an effective strategy.

Safe migration programmes running across member states have significant examples to share about the important roles that family members and social leaders have played in persuading TCWs to take up the orientation being offered.

"The biggest success moment for me was when a mother told me in a meeting that she had put her foot down and told her son who did not want to take a PDO that she would not let him fly out without him taking it."

- KII, member of implementing NGO, Nepal

STRUCTURE OF PDO



5. STRUCTURE OF PDO

A well-functioning orientation system requires the following: the preparation and accreditation of trainers; the requirements for the delivery of the programmes; the methodology to be utilized in administering the programmes; and the monitoring and assessment of the PDO.

5.1 TRAINING, ACCREDITATION AND MONITORING OF TRAINERS

B. MANAGEMENT SYSTEM



2.	Training Programme and Accreditation for Performance Monitoring of PDO Trainers									
a.	Training Module for TOTs	★	●	●	●	▼	●	●	●	●
b.	Materials for TOTs	★	●	●	●	●	●	●	●	●
c.	Competent TOTs	★	●	●	●	●	●	●	●	●
d.	Well-Defined Trainers' Responsibilities	★	★	●	●	★	●	●	●	●
e.	Trainers' Accreditation Standards	★	★	★	★	★	●	●	●	★
f.	Trainers' Assessment System	★	★	★	★	★	●	●	●	★
g.	Adequate Facilities for TOTs	★	●	●	●	★	●	●	●	●
h.	Performance Monitoring of Trainers	★	★	●	★	★	●	●	●	★

Legend: ● Available ★ Not Available ▼ No Answer

Table 17: Training, accreditation, assessment and performance monitoring of trainers.
Source: CIOP data collection, 2014/2015.

In **Bangladesh**, a generic training module was prepared by ILO followed by a more specific training module prepared by IOM in 2011. 40 master trainers have been trained, selected by IOM from different training centres of the Government and NGOs. It was noted that accreditation standards and performance monitoring are not in place and BRAC confirms that external accreditation is not available yet. However, in their PDO, beneficiaries do fill out a form at the end of the session to evaluate the PDO. OKUP also speaks of a participatory performance appraisal.

In **Indonesia**, BNP2TKI organizes TOTs for PDO instructors every year. This training aims to develop the capacity of PDO instructors on training modules, especially in terms of delivering the modules. Resources, such as videos, PowerPoint presentations, and other supplemental materials are made available to the trainers. Out of 350 PDO trainers/instructors, 200 of them have become competent trainers having attended a TOTs held by IOM and BNP2TKI. Currently, accreditation standards, an assessment system and monitoring tools for the PDO programme are being developed by BNP2TKI. There seems to be no specific venue to conduct TOTs and BNP2TKI largely organizes them in a hotel facility. SBMI, which is the Indonesian migrant workers union, concurs that there are no accreditation standards and hints that trainers are recruited from among retired government personnel and government staff.

In **Nepal**, the TOTs is mandatory and materials for this purpose are available. Accreditation standards, assessment and monitoring are not yet in place, but are being considered in the review process of the PDO. In regard to accreditation standards, ILO reports that certificates are given to the trainers and only the licensed orientation agencies are legally allowed to give the PDO.

In **Pakistan**, there is currently no system for the accreditation, assessment or monitoring of trainers.

The **Philippines** and **Thailand** have these components in place.

In **Sri Lanka**, the Tertiary and Vocational Education Commission (TVEC) ensures that PDO complies with the National Vocational Qualification Level 3 (NVQ - 3).¹³

In **Viet Nam**, TOTs is provided by international organizations and is not a regular activity. General material is available for trainers, but it needs to be more specific according to the major countries of deployment of Vietnamese TCWs. Also, there is no accreditation of standards, assessment and performance monitoring.

13. The National Vocational Qualification Framework in Sri Lanka recognizes 7 levels of qualification: level 1-4 are national certificate levels; levels 5-6 are national diploma levels, and level 7 is a bachelor degree level. http://www.tvec.gov.lk/pdf/NVQ_Framework.pdf.

5.2 STANDARD OPERATING PROCEDURES AND REGULATIONS

B. MANAGEMENT SYSTEM



3.	PDO Standard Operating Procedures and Regulations								
	a. Accreditation of Institutional Service Provider	★	●	●	●	★	●	●	●
	b. Minimum Hours for PDO	★	●	●	●	●	●	●	●
	c. Minimum Space Requirement	★	●	●	●	★	●	●	▼
	d. Distribution of Information Materials and References	★	●	●	●	★	●	●	●
	e. Inspection of PDO Facilities	★	●	★	●	★	●	●	▼
	f. Authorized Fees Collected from Migrants	★	★	★	●	●	●	●	★
	g. Issuance of PDO Attendance Certificate	★	●	●	●	★	●	●	●

Legend: ● Available ★ Not Available ▼ No Answer

Table 18: Standard operating procedures and regulations.
Source: CIOP data collection, 2014/2015.

In **Bangladesh**, accreditation of providers is done according to standards set by the BMET. The general (mandatory) PDO is given for one to three hours by the Wage Earners' Welfare Board at the briefing centre in Dhaka and it is conducted in two groups: one for men and one for women. The country-specific PDO is available for three days and is conducted for women aspiring to travel abroad. Beneficiaries are not charged for participating in the PDO and the Government issue a certificate of attendance. BRAC indicates that their PDO lasts for 24 hours and is conducted in a space of about 250-300 sqm.

In **Indonesia**, there is no accreditation of institutions providing PDO because PDO is delivered by BP3TKI, which is a local government agency under the BNP2TKI. The PDO training lasts for eight hours and it is a mandatory

training. In addition to the manual, BNP2TKI also distributes supplemental materials, such as pocketbook on safe migration, comic book on trafficking and safe migration, and country-specific guidebook for each participant. Inspections of the training location are carried out by related institutions such as the MOM and the country's State Audit Agency.

The PDO programme is funded by the Government, and there are no fees collected from the beneficiaries. While the Government does not issue a PDO attendance certificate to the workers, those who have completed the PDO are allowed by the Government to get their fingerprints taken and processed for KTKLN issuance.

In **Nepal**, the minimum length of PDO is 10 hours for men and 11 for women, conducted over a two-day period. The minimum space of the facility for conducting PDO is 200 sq ft. Beneficiaries are charged NPR 700 (USD 7), but the fee is refunded to women participants employed abroad. According to ILO, the certificate obtained upon attending PDO, needs to be presented while obtaining the labour permission sticker.

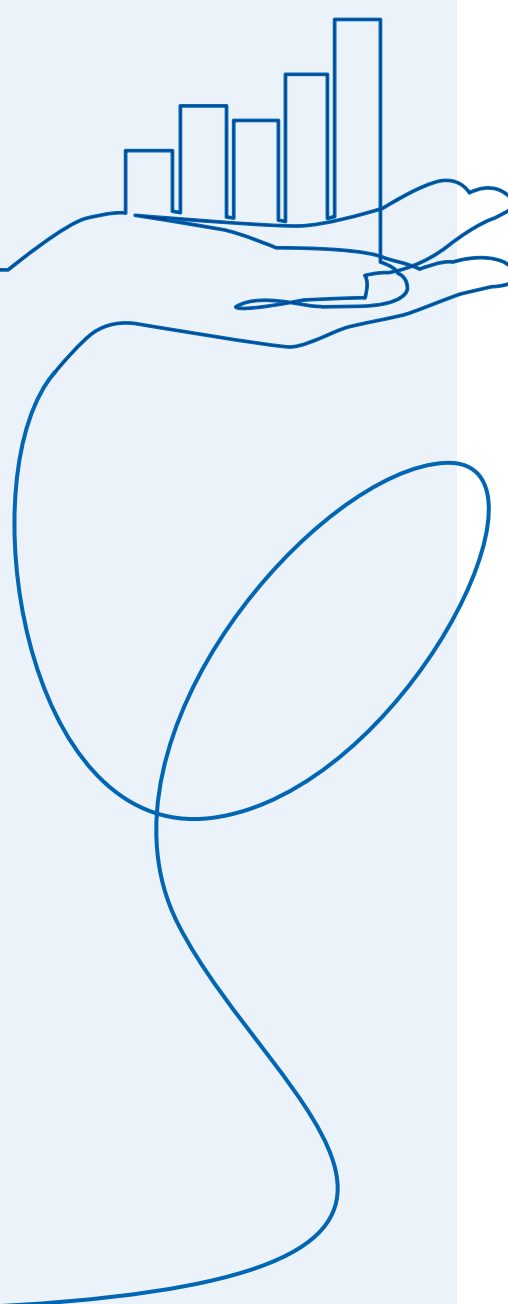
In **Pakistan**, the minimum length of a PDO is one and half hours. There is no indication on charges for attending the PDO. Outgoing TCWs are charged Pakistani Rupees (PKR) 500 for registration if their employment is through a recruitment agency, and they are charged PKR 2,500 if they have been directly employed. There is no accreditation of PDO providers, no distribution of educational material and no certificate of attendance.

In the **Philippines**, institutional accreditation is done by OWWA. The minimum length of the PDO is five hours and the space for the training should have at least 1.5 sqm per participant. The PDO provided by OWWA is free of charge. The one provided by NGOs and recruiting agencies charges beneficiaries Philippine Peso (PHP) 100 (USD 2.20). Participants who attend the PDO receive a certificate, yellow for land-based workers and blue for sea-based workers.

In **Sri Lanka**, TVEC monitors the NVQ levels conducted and accreditation is granted for three years. The PDO should last 180 hours. Domestic workers are charged Sri Lankan Rupees (LKR) 5000 (USD 35) for the 21-day programme, plus LKR 2,500 (USD 17) for the NVQ, while domestic caregivers are charged LKR 9,600 (USD 68).

In **Thailand**, PDO providers are accredited and PDO should last for six hours. Beneficiaries receive educational materials and a certificate of attendance, and are not charged for participating in the PDO.

In **Viet Nam**, only capable labour recruitment agencies are allowed to conduct PDO training, which should last for 56 hours. The facility should be large enough to accommodate at least 100 trainees and well equipped with necessary training tools and educational facilities. Outgoing TCWs are charged for attendance but the amount depends on the number of training hours and the COD. They do however, receive a certificate of attendance.



5.3 MONITORING AND ASSESSMENT

B. MANAGEMENT SYSTEM



4.	Do you have a monitoring mechanism to assess the implementation of the PDO?	★	★	●	●	★	●	●	★	●
5.	Has your organization conducted an assessment of the PDO programme? If yes, please indicate when the most recent assessment was.	★	★	●	★	★	●	●	★	★
6.	Do you include TCWs' views in your organization's assessment or monitoring of the programme?	★	★	●	★	★	●	●	★	★

Legend: ● Available ★ Not Available

Table 19: Monitoring and assessment of PDO.

Source: CIOP data collection, 2014/2015.

Although some supervision of the PDO exists in various countries, few have a technical mechanism in place to assess their successful implementation.

In **Bangladesh**, OKUP observes that their PDO is monitored by BMET, TTC and OKUP through questions-and-answers, pre-tests and post-tests and that TCWs are involved in the sense that OKUP conducts follow-up phone calls with PDO participants/family members every three months.

Indonesia conducts regular monitoring to observe the PDO process and to get feedback from the TCWs through questionnaires. The most recent assessment was done in August 2015 by BP3TKI Palembang.

In **Nepal** the monitoring is done by the Department of Foreign Employment (DOFE) and FEPB.

In the **Philippines**, evaluation forms are distributed after the PDO to solicit suggestions on how to improve it. Also, OWWA held a workshop on PDOS Implementation and Policy Review in July 2015, and conducted a survey among 538 HSW-respondents to gauge the usefulness of the PDO to the participants relating to the different modules.

In **Sri Lanka**, the latest assessment conducted by SLBFE was in 2007. After that an assessment was done by the TVEC prior to the accreditation of training centres. HELVETAS observes that there is no system to monitor the PDO programme but there is a system to monitor the trainers. According to ILO, a desk review of all available PDO materials was done by them and recommendations were made to SLBFE in July 2012.

Thailand is in the process of developing an evaluation mechanism that also integrates workers' views.

In **Viet Nam**, assessment is being done through supervision and monitoring trips, check of facilities and a log of conducted PDO trainings.

PDO ANALYSIS AND NEEDS ASSESSMENT



6. PDO ANALYSIS AND NEEDS ASSESSMENT

The PDO programme has a fairly long history in several COOs and is often one of the mechanisms used to prepare and empower TCWs. Researchers (Ali 2004, Asis 2005, Siddiqui 2008, Anchustegui 2010, Asis and Agunias 2012, ILO 2014) have attempted to further understand limitations and challenges that could undermine the effectiveness of PDO.

6.1 GENERAL NEEDS ASSESSMENT OF PDO

The diversification of programmes and organizational structure among countries make it difficult to have a uniform assessment of all PDOs. However, some common aspects that formulate a needs assessment relevant across ADD COOs are noted below:

A. PDO CONTENT

The generic nature of some PDO programmes has been noted as a challenge, especially when beneficiaries are going to different CODs. That information can be of little use because CODs have their own specific laws and regulations, customs and traditions, practices and languages. It has been found that many TCWs arrive in the COD without adequate knowledge on their contractual rights and obligations, as per their contract and local labour law and regulations.

For example, a common problem observed in shelters in some CODs is the lack of understanding of TCWs that running away from employers is illegal under some country's labour law. Some domestic workers resort to running away, which would be considered illegal, rather than accessing formal grievance mechanisms. Therefore PDOs act as a crucial junction to address these challenges before leaving the COO.

B. UNDERSTANDING PDO

When PDO sessions are delivered centrally, language barriers tend to exist as these PDO classes are run in the national language. A participant who is used to speaking a different language or dialect, does not understand the lessons well and this further hampers the learning and smooth interaction between trainers and trainees.

Additionally, it must be noted that not all outgoing TCWs are literate. As PDO tends to be largely lecture based, beneficiaries who are illiterate, are unable to take notes for reference later on. With time, they forget what was taught in the PDO. Therefore, the current delivery methods noted in this Background Report do not comprehensively address the needs of illiterate beneficiaries.

C. LANGUAGE TRAINING AND PDO

Basic language skills are very important for a successful experience in foreign employment. Without these skills, or the information to access the development of language skills, TCWs can face challenges in CODs. TCWs also highlighted that when they did undergo language training in their home country, often the difference in accent experienced in the COD made it difficult for them to communicate with their employers.

A common complaint is something like this, as expressed by a Focus Group Discussion (FGD) with returnees of Bangladesh:

"We can know many things in PDO which will help us abroad. Our confidence has also been increased. But the problems arise when we start using Arabic language. We can't speak like them. Sometimes we don't understand what they are telling us to do."

"Each batch consisted of 100 students. It is very difficult for one trainer to handle 100 students. So, the trainer chooses three students as Captains on the basis of good performance in the class to help the trainer conduct interactive sessions."

- FGD with TCWs, Bangladesh

PDO is not deemed the most effective place for language training, primarily due to the short duration of PDO, as well as the fact that teaching methods revolve around the use of PowerPoints, films and videos, leaving little room for practice.

D. APPROPRIATE TIME FOR PDO DELIVERY

Currently, aspiring TCWs undertake the PDO usually shortly before departing for their foreign employment. This defeats the purpose of the PDO in two important ways:

First, because they have invested significant time and resources in the migration process, outgoing TCWs are less inclined to deter from migrating even if they identify risks in their migration process after a PDO.

Second, during the PDO class, due to its timing, the beneficiary's mind is occupied with other pressing concerns like leaving their family and the related arrangements and adjustments to be made to manage family affairs during their absence. They may not be fully able to concentrate on the PDO lesson and lose out on important information.

E. LACK OF FACILITIES & RESOURCES

Another challenge across COOs is in the technical aspects including the facilities where training is conducted, the technical equipment available to trainers and participants, and the educational material.

Practical challenges, such as a centralized PDO, lack of regular electricity supply and remoteness, have affected PDOs particularly in South Asia.

The digital age has made possible a diversification of methods in providing information and orientation, but the appropriate tools in the form of audio-visual and interactive material are not yet commonly available. Overcoming such challenges calls for innovation in resource mobilization when organizing a PDO.

F. OVERCROWDED CLASSROOMS

Overcrowding of classrooms is a common problem in most of the ADD COOs surveyed. Though there are legal mandates in some countries relating to classroom size and the maximum number of beneficiaries, these are often not adequately implemented. As a result, most PDO classrooms are overcrowded, typically handled by a single trainer.

This makes it difficult even for the trainers to give information properly and pay adequate attention to the needs of individual TCWs. For the beneficiaries, overcrowding means that it is difficult to discuss their concerns, ask questions and concentrate on the lessons taught. In order to deal with this, some PDO trainers rely on select beneficiaries for assistance.

Such circumstances have severe repercussions on the efficacy of the PDO, potentially compromising quality and beneficiaries' ability to take away key information. This creates a negative perception towards the PDO among recruitment agencies and outgoing TCWs alike, thus reinforcing an attitude of avoidance towards the PDO by recruiters who have been noted to advise TCWs against it.

G. LACK OF INFORMATION ON AVAILABILITY OF PDO

Surprisingly, a large number of respondents who had migrated a few years ago had not taken PDOs. They shared that they did not know about the PDO or any place other than the recruitment agencies or friends that they could turn to for information.

"I had a discussion with my family members and relatives. As most of my relatives are in Dubai, I got good advice. I don't think there are any other places to go to for information."

- FGD with aspiring TCW

"They (Recruitment Agent) told me that I had to fill up a form and give an interview and if I passed the interview, I had to do a medical check-up and if I passed that, I had to apply for the visa and when the visa came, I had to get approval from Kathmandu. Then I could go abroad and after I reach there, they told me that the company would give me the training required for the job. They did not tell me to get any kind of orientation here."

- FGD, aspiring TCWs, Nepal

While less common in countries like the Philippines and Thailand, where citizens are more used to seeking information online and through formal means, in other countries, people have reported relying on their informal networks when seeking foreign employment.

H. MONITORING AND EVALUATION

A consistent problem with all PDO programmes is the lack of effective monitoring and evaluation. Even when a PDO is mandatory and there is evidence of a structured content, strong monitoring mechanisms to ensure proper implementation is not observed as widespread.

It is acknowledged that PDO programmes require a stricter and more formalized monitoring. Various PDO providers give participants evaluation forms to gather suggestions on how to improve PDO. While this is useful because it collects the opinion of the beneficiaries, those forms however, are largely hastily filled up and frequently ignored by the providers themselves; this defeats the purpose of the exercise itself. Hence monitoring has to be independent and must verify basic requirements, including the accreditation of PDO providers, the certification of trainers, the adequacy of facilities and instruments, and compliance with the curriculum and methodologies.

To ascertain whether a person has taken a PDO in a meaningful way is a significant challenge. As PDO is an orientation with an objective of encouraging positive behavioural change, solely relying on empirical assessments is not effective. In addition to this, all countries appear to face structural constraints in monitoring.

In member states where PDO is not compulsory, there is no way to check if an aspiring TCW has taken the PDO. In states where a PDO is mandatory, there is either no mechanism to check whether an outgoing TCW has actually taken a PDO or existing mechanisms are not adequate to plug the different ways that citizens may circumvent it.

For example, in Bangladesh and Sri Lanka, despite the PDO being mandatory, passing through the border control does not require one to show a PDO certificate and people can go ahead without actually having taken the PDO.

In other countries such as Nepal, when TCWs need to show PDO certificates at different points including at the airport's immigration, recruitment agencies that also run PDO training centres are known to give certificates without the person having taken the PDO class. This practice of avoiding a PDO is seen to be common in some countries.

Also, entities that monitor PDOs, largely only check for certificates and have no way to ascertain whether a prospective TCW has actually taken the PDO or possesses the information relayed in the class; this defeats the purpose of the PDO.

Additionally, monitoring is typically based on quantitative number of PDO attendees and random visits by monitoring entities. While this is useful to see if people are attending PDOs, it has two main challenges: **First**, it does not provide information about who is going to migrate or has migrated without taking PDOs; **Second**, it is not beneficial in getting an accurate sense of what people are learning, and whether they are able to retain the message they have learned, and if it is bringing about any behavioural change as a result.

It was also noted that not all countries have in place proper mechanisms for certifying that trainers have the competence level required by PDO. It is not clear what level of competence is required of trainers, both in terms of education and specific knowledge in preparing and

empowering aspiring TCWs. PDOs should have trainers who have theoretical knowledge as well as experience acquired in the field to be able to communicate it effectively.

I. UNCERTAINTY ABOUT THE IMPORTANCE OF PDO AMONG STAKEHOLDERS

In all countries where a PDO is mandatory, even if outgoing TCWs are aware of it, the PDO itself is seen by many TCWs as an unnecessary hurdle or unimportant task to attend to. This Background Report finds several reasons for this:

First, sometimes intermediaries provide the wrong information about PDO. Prospective TCWs generally believe the recruitment agencies and do not question their authority or knowledge and end up being deprived of important information.

Second, when outgoing TCWs see that they can save money on food, accommodation and travel by not attending the PDO especially when these sessions are conducted far away from their homes, they are obviously less interested in taking the PDO.

Third, in the midst of being pre-occupied at this stage, aspiring TCWs tend to overlook the fact that they may not have all the information needed.

Many report perceiving the PDO as a procedural hurdle, one that can be overcome by paying a small amount of money to the enforcing entities. For example, in Bangladesh, aspiring TCWs who had not taken PDO felt that they knew everything through their friends and recruitment agencies.

J. NON-INVOLVEMENT OF LABOUR ATTACHES IN PDO

Labour attachés that have a wealth of knowledge about CODs were not found to be involved in the PDO delivery in any of the COOs surveyed. These personnel can actually be key resource persons who hold the potential to dramatically improve the effectiveness of the PDO programmes.

K. LACK OF HARMONIZATION OF PDO WITH PEO AND PAO

While PDO is understood to be a crucial part of a continuum of a multi-step orientation among many key stakeholders, this concept does not seem to have trickled down to the national and sub-national level. The curriculum of a PDO should ideally be linked to PEO and PAO.

A lot of modules now being taught in PDO indicate that the information shared is a bit too late, especially modules that focus on safe migration pathways, and trafficking among others. It is feared that by the time beneficiaries come for PDO they may already have been in an exploitative circumstance that is irreversible or too costly to reverse. Hence, some information is advised to be included at the pre-employment stage as well.

Similarly, since a significant number of TCWs go for work immediately after having attended PDO, information on financial literacy should also be included in PEO. For example, opening a bank account in some countries requires a lot of documents such as marriage, birth and citizenship certificates. Generally, women would not have such documents at hand and it can take days, if not months, to obtain these.

During the pre-departure phase, many would not have the time to organize and prepare this documentation. Nonetheless, PDO acts as an opportunity to emphasize select key messages in financial education, ensuring that those leaving for foreign employment are better prepared to remit money effectively.

"They are mostly brainwashed by the middleman. Most of them don't have an educational degree. Because of the lack of education, they have very little knowledge about what is right and what is wrong. What the middleman says is absolute truth for them."

- KII with NGO staff

6.2 PDO ANALYSIS

With the widespread establishment of PDO across the ADD COOs, this Background Report elicited opinions from the representatives of various countries to further understand the needs in different countries, as well as ascertain the level of convergence in some possible areas of improvement.

C. AREAS OF PDO



		Mexico	Bangladesh	India	Nepal	Pakistan	Philippines	Thailand	Romania	Vietnam
1.	All PDO trainers must be trained according to accreditation standards	●	●	●	●	●	●	●	▼	●
2.	The PDO should not be the only orientation facility; it must be supplemented by other information campaigns (such as media-based and other strategies)	▼	●	●	●	●	●	●	●	★
3.	Only first-time TCWs should attend the PDO	▼	★	★	●	●	★	★	★	★
4.	The PDO should aim to prepare and enable outgoing TCWs to adjust in the COD's workplace (within the first six months of their stay abroad)	▼	●	★	●	●	●	●	●	●
5.	The delivery of the PDO should not be longer than eight (8) hours or one (1) day	▼	●	●	●	●	●	★	●	★
6.	There should be different PDO modules for first-time TCWs and experienced ones	▼	●	●	★	●	★	●	●	●
7.	The duration of the PDO for experienced TCWs should be shorter than that for the first-timers	▼	●	★	●	★	●	●	▼	●
8.	An online PDO could be considered for highly skilled or professional TCWs	▼	●	●	●	●	●	●	▼	●
9.	The PDO should be skills-specific, meaning that there should be a separate module for each type of occupation	▼	●	●	●	●	★	●	●	●
10.	The PDO should be country-specific, meaning that there should be a separate module for each COD	▼	●	●	●	●	●	★	●	●
11.	The PDO should be delivered by the following:									
a.	Government only	▼	●	★	★	★	★	★	★	★
b.	NGOs/CSOs only	▼	★	★	★	★	★	★	★	★
c.	Recruitment agencies only	▼	★	★	★	★	★	★	★	●
d.	A & B only	▼	★	★	★	★	★	★	★	★
e.	A & C only	▼	★	★	★	●	★	★	★	★
f.	B & C only	▼	★	★	★	★	★	★	★	★
g.	A, B & C	▼	★	●	●	★	●	●	●	★
12.	The PDO should involve inputs from the COD	▼	●	●	●	●	●	●	●	●
13.	The PDO should involve foreign employers' inputs	▼	●	★	●	●	●	●	●	●

Legend: ● Available ★ Not Available ▼ No Answer

Table 20: Opinions on different aspects of PDO.
Source: CIOP data collection, 2014/2015.

Discussions of PDO

1. All countries participating in the survey (including **Afghanistan** which has yet to establish a labour migration policy) agree that there should be accreditation standards and the trainers should receive the proper training.
2. All countries are in favour of having other orientation initiatives provided to aspiring TCWs in addition to PDOs, except for **Viet Nam**. The reason is that the PDO provided in **Viet Nam** runs for several days and therefore the limitation of just a few hours of orientation, which is common in the other countries, is already addressed.

Sri Lanka is in favour of this suggestion, as it has already put in place a lengthy combination of PDO and skill training for outgoing TCWs. **Indonesia** observes that according to Law No 39/2004, private recruitment agencies should provide orientation programmes at their training centre. If implemented, this should already be the additional orientation that beneficiaries can receive. **Nepal** is in favour of some campaigns providing additional information to prospective TCWs. **Thailand** could consider reviving the Workers' Learning Center located at the Department of Employment.

3. On the topic of whether PDO is required for only first-time TCWs or also those who have already worked abroad, only **Nepal** and **Pakistan** prefer it to be for first-timers only, **Sri Lanka** observes that the country is already giving PDO to outgoing TCWs who have been abroad previously. The issue thus requires further consideration. If citizens are returning to the same country, with the same occupation, it is reasonable to consider that the PDO they received the first time might no longer be needed. **Pakistan** is of the opinion that a second- or third-timer should attend the PDO only if going to a different COD.

However, on this aspect, **Indonesia** disagrees, noting that many TCWs who have worked abroad previously, do not yet have all the correct information. Hence, it is highly recommended that all TCWs attend PDO programmes. OKUP in **Bangladesh** also reported that many returnee women TCWs who attended their PDO shared that they were not well informed about the legal recruitment system or safe migration process or their health-related rights even after several years in CODs.

Perhaps, it is possible to imagine a different type of PDO for returning TCWs, wherein different topics can be addressed. KAMPI in the **Philippines** suggests that those with experience should attend a supplemental PDO for updates. According to ILO, in **Sri Lanka** it is mandatory that TCWs return for a refresher session after ten years from having taken their first PDO.

4. Most countries agree with the objective of providing beneficiaries with immediately needed information, as after six months they have already acquired enough experience to supersede what the PDO can offer. **Indonesia** states that the information received is correct and suffices for the two years they are going to be staying abroad. It seems that in **Sri Lanka** the objective is to ensure that the TCWs (specifically the domestic workers) can adjust within three months.
5. All countries agree that the length of PDO programme be limited to eight hours or one day. KAMPI in the **Philippines** elaborates on this by saying that after a while the TCWs experience an information overload and the additional time is not productive. **Sri Lanka** and **Viet Nam** disagree, as they already have in place a much longer orientation.

Indonesia observes that eight hours are not sufficient and the PDO programme in place is for (10) hours. In **Nepal**, PDO is already longer than eight hours and spans over two days. OKUP in **Bangladesh** suggests that PDO be residential and should last for (two) days for men and (21) days for women. However, no suggestion is offered regarding who should bear the cost.

6. A different PDO module for first-time TCWs and seasoned ones is favoured by most countries. The **Philippines** finds the proposal laudable, but has noted the difficulty in enforcement as it will imply segregation of classes, which might cause undue delay in deployment as the PDO provider organizes PDO participants into batches.
7. For those in agreement for a separate PDO for repeat TCWs, all noted their preference for a shorter duration.
8. There is a general agreement on a different kind of PDO for skilled TCWs, which they may avail online. SBMI in **Indonesia** suggests that there should be a way to measure the level of knowledge acquired through the online procedure.
9. There is also a general agreement on an occupation-specific kind of PDO, instead of a generic PDO. However, KAMPI did indicate that this would be difficult to organize, because of the number of trainers required. SBMI in **Indonesia** put forth that skill-enhancement trainings should have already provided the necessary information.
10. Most COOs surveyed are in favour of a country-specific PDO. **Sri Lanka** highlighted that in some cases it is possible to have region-specific PDO, rather than a country-specific one.
11. Opinions differ in regard to who should be the PDO providers. For the majority, all stakeholders should be involved (government, recruitment agencies and NGOs/CSOs).

Opinions seem to reflect current practices. KAMPI in the **Philippines** observes that PDOs for seafarers should be provided by the manning agencies. However, they warn of avoiding conflicts of interest with recruitment agencies providing PDO to land-based workers.

12. Most key informants are in agreement that PDOs should involve inputs from the CODs. It is not specified how this input should take place, whether in the form of reading materials (brochures, flyers, booklets, elaborating on legal and cultural aspects related to the COD), or whether the same information is provided through a website or through other social media, or whether someone from the COD should contribute to the PDO.
13. There is also general agreement on the fact that PDO should involve inputs from foreign employers, again without specifying the content and the method. *Pourakhi Nepal* finds this aspect very important.

RECOMMENDATIONS FOR PDO AND THE WAY FORWARD



7. RECOMMENDATIONS FOR PDO AND THE WAY FORWARD

The previous chapter has supported the identification of common areas of challenges across the COOs surveyed. This general analysis has already recommended better and more frequent TOTs, better facilities and educational materials, organizing country-specific PDOs, and setting up standard operating procedures for monitoring PDOs.

Some mention the need to allocate an appropriate budget to improve PDO, while other stakeholders indicate that it will be useful to learn from good practices of other countries. Establishing such good practices could certainly be a useful exercise.

Various studies have made recommendations and listed good practices for the improvement of PDO programmes (Ali 2004, Barbone 2011). The following is a selection from IOM and Asis and Agunias (2012), which resonates with opinions in the survey and also add some element of novelty.

7.1 KEY CONSIDERATIONS FOR THE ESTABLISHMENT OF GOOD PRACTICES

Sharing information and experiences in delivering and managing PDO can help establish good practices.

IOM	ASIS AND AGUNIAS
<ul style="list-style-type: none"> ▪ Develop curricula and supporting activities with destination country ▪ Link pre-departure and post-arrival activities, recognize the transitional continuum ▪ Make use of cross-cultural or bi-cultural trainers ▪ Maximize training accessibility ▪ Consider the timing of PDO ▪ Develop trainings that are participatory and learner-centric ▪ Include aspects related to the family ▪ Promote gender equality in TCW training 	<ul style="list-style-type: none"> ▪ Involve local governments as partners in the PDO programmes ▪ Involve CSOs in information programmes for TCWs ▪ Supplement PDOs or briefings with other information programmes ▪ Create orientation programmes aimed at recruitment agencies ▪ Establish migration information centres in local communities

Table 21: Recommendations and good practices in PDO programmes. Source: IOM and Asis and Agunias (2012).

7.2 GENERAL RECOMMENDATIONS PDO

PDOs are not homogenously conceptualized and implemented across the COOs surveyed. Hence, it is difficult to a common framework of recommendations that speaks for all countries. However, to generalize broadly, the following are recommendations that COOs are invited to consider in further improving their national PDO programmes.

A. PDO CONTENT

Key informants find that TCWs despite taking PDO are still going abroad with significant knowledge gaps. Common ones are mostly related to living and working conditions, as well as their responsibilities and obligations of employment.

In the current status of PDO programmes, extending classes on contractual obligations, laws applicable to TCWs in CODs, particularly focusing on relevant regulations and formal grievance seem necessary. Hence, these lessons should be well taught in a PDO. However, ADD COOs are also invited to consider incorporating an optional module in PEO which provides further information on CODs or a relevant COD, to further support the decision-making process of prospective TCWs.

Through effective monitoring and evaluation, PDO trainers can understand what the common information gaps are and update content accordingly.

COOs are also advised to ensure that the content uses real-life examples and key resource persons, such as returnee TCWs.

COOs are invited to consider holding additional special sessions for outgoing TCWs who have a specific need or are deemed particularly vulnerable.

While a PDO is not the correct setting to discuss each beneficiaries' contract and context, it would be important to refer beneficiaries to correct resources and services to do so. For example, recruitment agencies should be enforced to do this as part of their due diligence, monitored by governments.

A helpdesk or hotline specifically addressing enquiries or queries of outgoing TCWs could also be established. This would be able to accommodate any additional questions that one may have after attending the PDO.

B. UNDERSTANDING PDO

With some beneficiaries not learning properly in a PDO due to differences in dialects or languages, it is important for ADD COOs to explore innovative mechanisms and tools to tackle this issue. Some countries have developed visual and simple material in different local languages, which beneficiaries can take home after the PDO. While this cannot replace a PDO session, it can be effective in some contexts to reiterate and emphasize key messages.

Where TCW's leaving the country are found to be illiterate, it is recommended that COOs explore different modalities of delivering key information, which beneficiaries can reference to even at a later stage. These can be in the form of simple audio tools.

Setting up a PDO hotline would cater to those who have additional questions or requests for information after the PDO.



TCWs who have returned to their home countries stressed the importance of language classes, especially in the workplace of the COD.

C. LANGUAGE TRAINING AND PDO

Language classes or training should be separate from PDO programmes. PDO should act as a junction to underline the importance of language skills, as well to direct beneficiaries to appropriate classes and/or institutions, but should not include language training.

If PEO or PEO-related interventions exist in the country, this could act as a further opportunity to refer those TCWs seriously contemplating foreign migration to use the time before their departure to take relevant language courses.

It is important that popular language classes are easy to access and free or cheaply available. Governments are invited to consider the most suitable times for such classes so they can be best tailored to meet the needs of the target groups of TCWs.

All returnee TCWs attest to the importance of learning language. Therefore, viewing returnee TCWs as resource people who can reiterate this message during PDO is advised.

D. APPROPRIATE TIME FOR PDO DELIVERY

There are differences in opinion on when is the most appropriate and effective time to deliver a PDO to an outgoing TCW. Some say it is best given immediately before travelling, while others argue before signing an employment contract. In most of the COOs surveyed, it is evident that there is no fixed rule.

This Background Report recommends a period of time between a PDO and the outgoing TCWs' departure from the COO. Beneficiaries can share PDO-related information with their family members and still have time to reflect and seek more information before departure. This is particularly important in further understanding the terms and conditions of their employment contract.

COOs could organize multi-stakeholder consultation to gather inputs on what is the appropriate time between a PDO and departure, specific to their national contexts.

E. FACILITIES & RESOURCES

In many COOs, the lack of appropriate facilities and resources, appears to be related to funding. With this in mind, it is recommended that governments of COOs look at tapping into different resources and funding streams.

Resources and facilities that can be utilized for PDO include, but are not limited to, public spaces, community halls, safe-houses, meeting halls of local government, schools and religious institutions.

Sharing the responsibility of PDO delivery, along with its monitoring and evaluation, can be shared between government and non-government stakeholders. This could be considered in relation to both funding and implementation of PDO. This possibility could be further explored in multi-stakeholder consultations, led by the relevant governmental entity.

As countries move towards online-based platform of learning, COOs could consider investing in delivering some PDO information via technology. This could partially address challenges relating to the lack of resources and facilities.

Embassies of CODs based in COOs may have important resources (books, videos, pictures), that would further support TCWs in

understanding where they will be working. Embassies can create libraries or assign designated resource people who could be involved in the PDO. These sources can then be used by PDO trainers as extra reference points. It is important to note that any material should take into account language and literacy levels, as well as modalities of dissemination to ensure reaching local communities.

F. CLASSROOMS

Each country where PDO is mandatory has its standard criteria about classrooms. COOs are encouraged to institutionalize mechanisms of enforcement, or perhaps review these criteria, should it not support a productive learning environment for TCWs.

If challenges of overcrowding are related to budgetary restrictions, local governments could contribute should their districts have a high population of outgoing TCWs.

G. INFORMATION ON AVAILABILITY OF PDO

Different communication and awareness strategies need to be utilized in order to ensure that information provided by a PDO is widely accessible.

Once the health assessment is completed, aspiring TCWs should be referred to PDO training centres.

Efforts could be directed to further develop a learning culture, where people seek information from authentic sources as well as have the capacity to critically question information from other sources.

H. MONITORING AND EVALUATION

As PDO is a learning process aimed to equip TCWs with information to support ease of navigation in the COD, being able to measure behavioural change and learning outcomes is crucial. While evaluating the impact of PDO is challenging, it is recommended to develop a regional monitoring and evaluation framework for PDO, which acts as a point of reference for ADD COOs. These tools, mechanisms and indicators, can be further tailored by COOs to fit their specific national contexts.

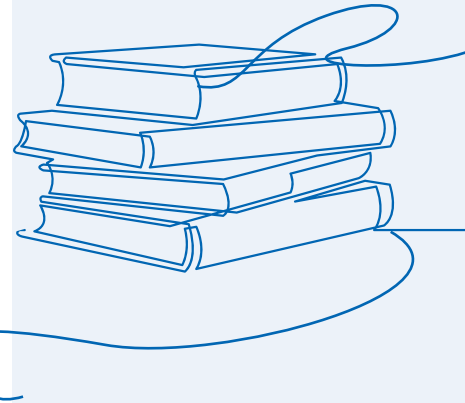
PDO programmes that currently do not have in place pre- and post PDO assessments could look to develop these tools. It is important that these assessments are tailored to different groups of beneficiaries (e.g. quizzes for those who cannot read and write).

As there is a lack of common certification systems for PDO trainers, a regional minimum standard could be developed, with each PDO trainer undergoing training and certification by the government.

When further refining a PDO monitoring and evaluation framework, the feedback from beneficiaries is very important. This not only will provide further information on the immediate impact of the PDO, but may also provide more insights on other orientations. For example, in countries where PEO is in place, PDO can be an appropriate place to evaluate how effective PEO has been in supporting beneficiaries in making well-informed decisions on labour employment.

To understand the long-term impacts of PDOs, COOs can consider engaging with relevant stakeholders in the COD. For example, if employers report that employees who have undergone PDO show good knowledge of the COD and workplace conduct, that is a positive reflection on behavioural changes of beneficiaries and the effectiveness of the PDO.

The schedule of PDO must be easily accessible and always updated.



Using pre- and post assessments is an effective tool to understand the immediate impact of PDO on learning.

Labour attaches of COOs and CODs are key resource persons for PDO. They are able to contribute to enriching the content of PDO, ensuring it is relevant and up to date.

I. IMPORTANCE OF PDO AMONG STAKEHOLDERS

The importance of PDO must be underlined and highlighted to all stakeholders involved in the labour migration process. In order to further unravel this, COOs could consider conducting an evidence based study on what difference a PDO can have on relevant stakeholders, including workers, recruitment agencies, employers and governments of both COOs and CODs.

Awareness campaigns could be strategically conducted to stress the importance of PDO. Citizens must understand that labour migration must be safe, regular and orderly. Employers must realize the benefits of having well-informed and prepared TCWs, including possibly paying less redressal costs. Recruitment agencies must understand that comprehensive information would lead to fewer complaints and less fines to pay.

As labour migration revolves around employment, it is important that employers are engaged in this process. A recommendation noted is that in countries where it is mandatory to show PDO certificates before leaving the country, human resource departments can also ask to see PDO certificates during induction and orientation, to understand the level of information employees have.

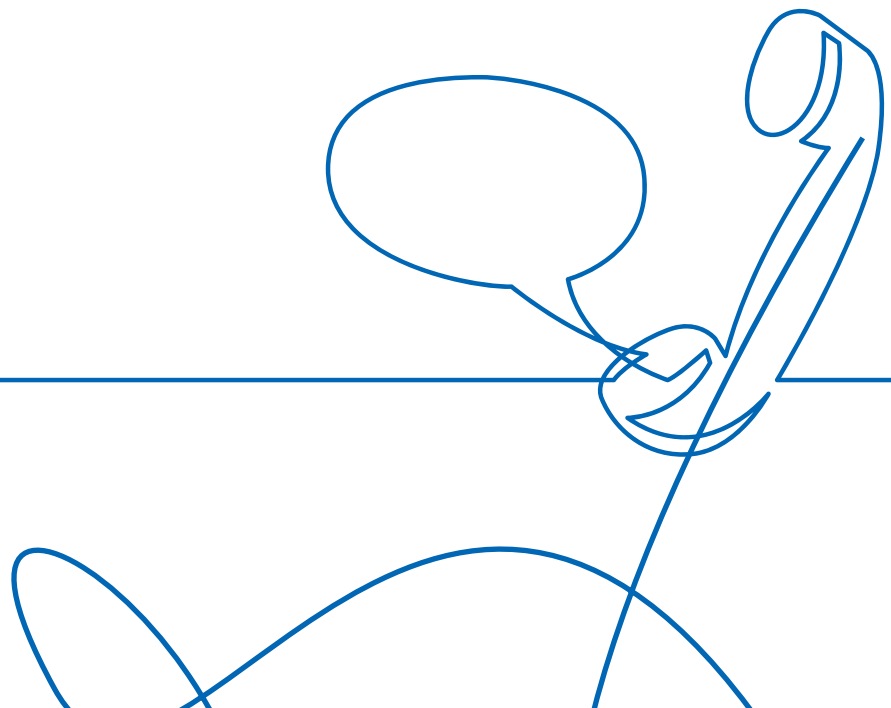
J. INVOLVEMENT OF LABOUR ATTACHES IN PDO

Labour attaches of both COOs and CODs should be seen as critical resources in better informing the design and delivery of PDO, ensuring it is tailored, targeted and effective. For example, COOs can consider labour attaches to be peer reviewers of the PDO content, as well as play a role in monitoring and evaluation of beneficiaries in select CODs.

K. HARMONIZATION OF PDO WITH PEO AND PAO

While PDO programme exists in most of the ADD member states surveyed, PEO and PAO are not as common and, where available, are not mandatory, except for PEO in the Philippines. Hence, in its existing stage, governments could start building up these different orientations, with the long-term vision of having a continuum of orientations tailored for all stages in the labour migration process.

Once this is done, it is best to assess how content can be linked to each other in a regional curriculum which can then be adopted by individual member states.



7.3 INTERNATIONAL COOPERATION

It is acknowledged that to increase the benefits and decrease the costs of the migration process, COOs and CODs should cooperate at various levels.

Formal cooperation has increased through bilateral agreements signed by the respective countries. PDO programmes for TCWs can become a fruitful area of cooperation as it functions at the preventative level, anticipating possible difficulties and concerns. The respondents in the survey have formulated various suggestions as presented in the table below:

COUNTRIES	ROLE OF CODS	ROLE OF EMPLOYERS
Afghanistan	Not applicable	Not applicable
Bangladesh	<ol style="list-style-type: none"> 1. Inform about rules and facilities of the country 2. Provide hotline facilities, where available 3. Provide information on legislation and assistance that can be received by TCWs 	<ol style="list-style-type: none"> 1. Provide information about the job contract and working environment 2. Inform about the welfare facilities and wages TCW will receive
Indonesia	<ol style="list-style-type: none"> 1. Provide any updates on the latest information regarding law and legal remedies in the COD 2. Inform of any programmes in the COD that could be useful for the TCW upon arrival 	<ol style="list-style-type: none"> 1. Assist the Government in providing the information on law and regulation, redress mechanism and workplace environment in the COD
Nepal	<ol style="list-style-type: none"> 1. Provide correct information about the laws of the COD, including the dos and don'ts, road discipline and culture 2. The COD could recognize English as a basic language 	<ol style="list-style-type: none"> 1. Provide information about the accommodation and everything related to work and duties/responsibilities of TCWs
Pakistan	<ol style="list-style-type: none"> 1. Consider further engagement with common CODs, perhaps through diplomatic missions 	Not applicable
Philippines	<ol style="list-style-type: none"> 1. Share relevant information and updates on the COD 	<ol style="list-style-type: none"> 1. Share relevant information and updates on the workplace
Sri Lanka	<ol style="list-style-type: none"> 1. Assist trainers by providing updated knowledge about the COD 2. Consider providing materials and equipment that would be useful in further understanding the COD 3. TOTs support in the COD 	<ol style="list-style-type: none"> 1. Give feedback on the trained workers to the authorities of the COO through a questionnaire sent with the employee that can be filled and sent by the employer after 3 months
Thailand	<ol style="list-style-type: none"> 1. Inform of any programmes in the COD that could be useful for the TCW upon arrival 	<ol style="list-style-type: none"> 1. Provide information on types of work, how to prepare for the job, problems arising from real experiences with TCWs
Viet Nam	<ol style="list-style-type: none"> 1. Consider having employers support the delivery of PDO for TCWs 	<ol style="list-style-type: none"> 1. Closely coordinate with the local recruitment agencies on the delivery of PDO training to TCWs 2. Provide necessary information related to contracts and working & living conditions 3. Take part in PDO training

Table 22: International cooperation towards strengthening PDO programmes.
Source: CIOP data collection, 2014/2015.

Employers are crucial stakeholders in this process and can provide PDO with practical information on the workplace.

Practically, all emphasized that a good area of cooperation with CODs consists in receiving updated information from those countries. The most needed information is on the laws and regulations of CODs, as laws are updated and access to information in a foreign language is not easily accessible. In addition to the legal aspects, information on working conditions and socio-cultural norms are important.

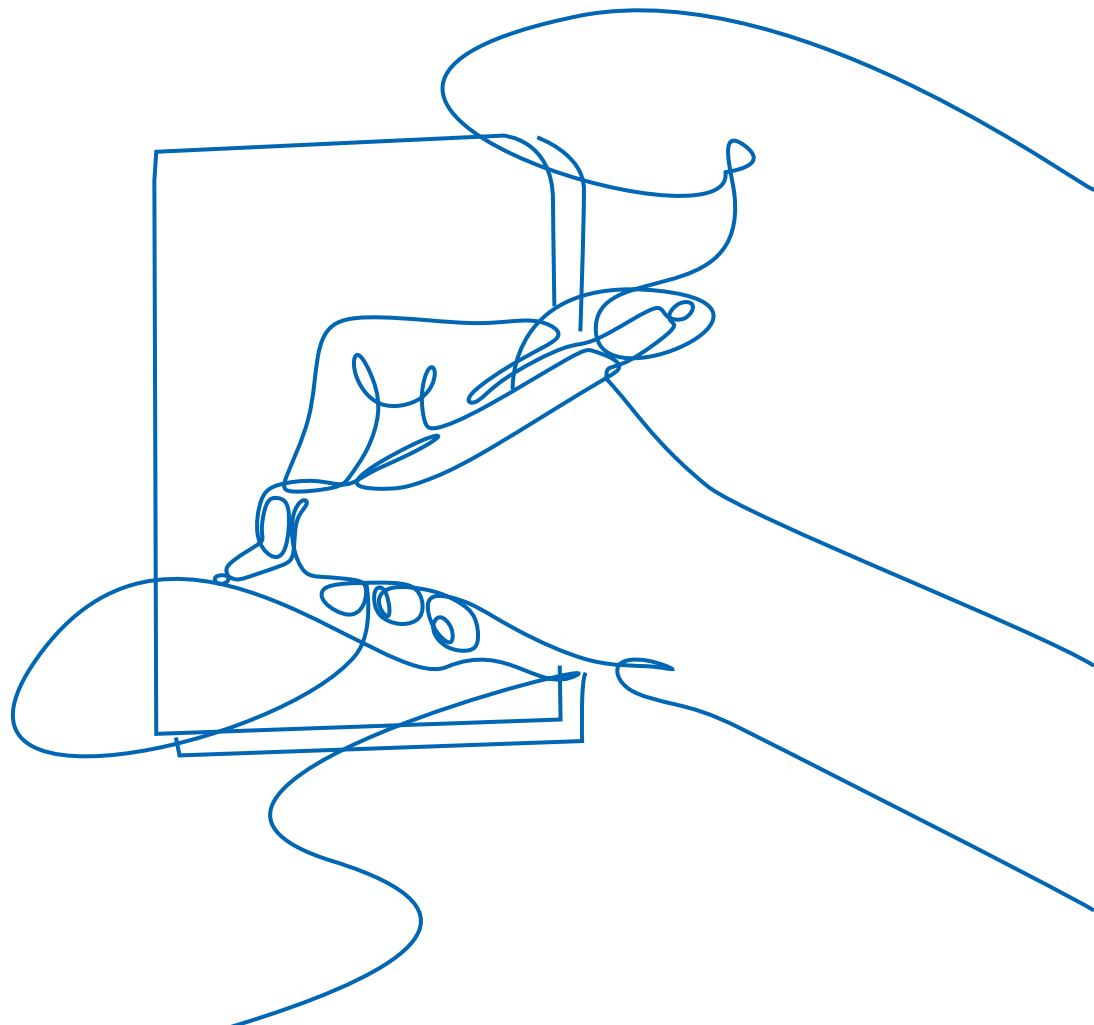
Sri Lanka, because of its prolonged training programme for domestic workers and caregivers, would also like to receive samples of the equipment used in houses and care facilities. Encouraging CODs to hold a PAO would be very useful, although it might have difficulties related to logistics and costs.

Perhaps an example can be taken from Taiwan, where some immediate information on employment laws and government sanctioned deductions is provided to TCWs by the Council of Labor Affairs (CLA) upon arrival at the airport. An exit interview is also required to ascertain from the TCW whether the employer or the local placement agency has committed any violation (KAMPI).

Employers can contribute to PDO programme by providing practical information related to working conditions and environment, wages and benefits, qualifications and hazards, and also the expectations they have from TCWs. However, practical difficulties would need to be overcome.

This role can be taken up by employer or business associations, which might already include foreign relations departments processing and publishing information.

Viet Nam would favour a more involved role by employers in the implementation of the PDO in COOs. Employers could also be required to undertake orientation before hiring foreign workers. An example can be taken from Singapore where the Employer Orientation Program (EOP) is mandatory for employers hiring domestic workers for the first time.¹⁴



14. Information available at: <http://www.mom.gov.sg/services-forms/passes/work-permit-fdw/Pages/eop.aspx>

7.4 COUNTRY-SPECIFIC RECOMMENDATIONS FOR PDO

The survey asked respondents to indicate the strengths of the PDO, the key areas that they believed needed improvement, the steps to be taken and whether the PDO should be continued as a programme.

There is a general consensus among countries' representatives that PDOs are performing an important function and should continue. However, PDOs have limitations and room for improvement.

COUNTRY	STRENGTHS OF PDO	AREAS OF IMPROVEMENT	STEPS TO IMPROVE IT	SHOULD IT CONTINUE?
Afghanistan	Not applicable	Not applicable	Not applicable	
Bangladesh	<ol style="list-style-type: none"> 1. It is mandatory 2. Outgoing TCWs acquire confidence, become more secure in their planning and more knowledgeable 	<ol style="list-style-type: none"> 1. A dedicated and trained pool of trainers could be useful 2. Audio-visual materials with useful information 3. Consideration of more country-specific interactive training modules 	<ol style="list-style-type: none"> 1. Assessment of needs 2. Assessment of available resources and required assistance 3. Information about other country's good practices 	Yes
Indonesia	<ol style="list-style-type: none"> 1. The capacity of instructors as the majority of them have experience on labour migration issues 	<ol style="list-style-type: none"> 1. Trainer capacity 2. PDO facilities 3. PDO module (more country-specific, skill-specific) 	<ol style="list-style-type: none"> 1. Consider increasing budget allocation for PDO programme 2. Develop a standard operating procedure on accreditation of the instructors/trainers 3. Develop monitoring tools on the PDO implementation 	Yes
Nepal	<ol style="list-style-type: none"> 1. Outgoing TCWs become more informed, cautious and responsible 	<ol style="list-style-type: none"> 1. Monitoring of PDO programmes 2. Introduction of Biometric System to track complete attendance 3. Consider country-specific modules 	<ol style="list-style-type: none"> 1. Revision of PDO curriculum 2. Methods, tools and techniques for instruction 3. Database development and introduction of Biometrics System 	Yes
Pakistan	Not applicable	<ol style="list-style-type: none"> 1. Dedicated facilities for a full day of orientation with properly designed content 2. Documentaries on major CODs 3. Updating the orientation content and methods 	<ol style="list-style-type: none"> 1. Allocation of budget 	Yes

COUNTRY	STRENGTHS OF PDO	AREAS OF IMPROVEMENT	STEPS TO IMPROVE IT	SHOULD IT CONTINUE?
Philippines	<ol style="list-style-type: none"> 1. Tripartite implementation of PDOs (government, NGOs and recruitment/manning agencies) 2. It is mandatory 3. Management system is in place 	<ol style="list-style-type: none"> 1. Stricter monitoring of PDO providers 2. Regular updating of content 3. More frequent TOTs 	<ol style="list-style-type: none"> 1. Regular evaluation of PDOs 2. Consultation with stakeholders on areas of improvement 	Yes
Sri Lanka	<ol style="list-style-type: none"> 1. Practical orientation is considered a strength 2. The enthusiasm of the jobseekers 3. Recovery of maintenance cost of the PDO 	<ol style="list-style-type: none"> 1. Practical exercises 2. Suitable environment for practical exercises 	<ol style="list-style-type: none"> 1. Update the equipment 2. Update the instructors, knowledge and skills 3. Update the practical environment 	Yes
Thailand	<ol style="list-style-type: none"> 1. Well-structured and thorough curriculum within a limited time 	<ol style="list-style-type: none"> 1. Post-training evaluation 2. Establishment of PEO 3. Information sharing with CODs 	<ol style="list-style-type: none"> 1. Collection of information from all stakeholders 2. Allocation of budget 	Yes
Viet Nam	<ol style="list-style-type: none"> 1. It equips workers with knowledge they need in the COD so as to adjust themselves quickly in the working and living environments 	<ol style="list-style-type: none"> 1. More information could be included on how to use savings for reintegration 2. Human trafficking module could be included 3. Recruitment agencies should actively improve their modules in PDO curriculum 	<ol style="list-style-type: none"> 1. Do assessment of current curriculum and implementation 2. Revise PDO curriculum as needed 3. Provide proper TOTs training for all recruitment agencies 4. Establish a mechanism for a better supervision of PDO implementation 	Yes

Table 23: Country-specific recommendations for PDO.
Source: CIOP data collection, 2014/2015.

CONCLUSION



8. CONCLUSION

The analysis of PDO programmes implemented in the ADD COOs surveyed can be briefly summarized with three key considerations:

1. All countries are implementing some form of the PDO programme, find it useful, and intend to continue it. The countries that do not yet have a PDO are in the process of establishing the policies to adopt it.¹⁵
2. PDO programmes differ from country to country in terms of structure, length, time and methods of delivery.
3. All countries agree that PDOs need improvement in terms of content, methodologies, supervision, organization and objectives.

8.1 NATURE OF PDO

PDOs are organized as short, one-day events, often conducted over a few hours, for the benefit of TCWs as they are just a few days away from their departure to a foreign land. They are also delivered over longer hours, as two-day events still shortly before departure, or as comprehensive information and training programmes running over two or three weeks, or even longer.

The difference in the present structure seems to respond to different objectives: on the one hand, providing outgoing TCWs the essential information that can help them during the first three to six months of integration in the foreign environment and workplace; on the other hand, ensuring that they have all the necessary information to face the difficulties and problems they will encounter, particularly in the case of workers placed in vulnerable situations, such as domestic workers.

Some clarification is needed on the nature of PDOs, which cannot serve all the objectives. In this regard, it is possible to reserve PDO as a short PDO programme, providing the most essential information beneficiaries need. Giving such crucial information just before departure can serve the purpose of ensuring that they can remember it and use it as soon as needed.

At the same time, it is agreed that PDO cannot be the only orientation that TCWs receive. For this purpose a variety of other initiatives can be considered: from longer orientation and training programmes to information provided through social media and other instruments to updated programmes after some years of migration.

By limiting the objectives of the PDO and streamlining its content and structure, it can be made into a common programme for all countries, to which CODs can contribute towards.

Due to the nature of a PDO, this Background Report has elaborated extensively on best practices, challenges, a thorough needs assessment as well as comprehensive recommendations.

It is acknowledged that the recommended areas of intervention concerning a PDO for the consideration of ADD COOs include the following:

Accreditation of PDO Providers: PDO could be provided by various sectors (the government, the private sector and civil society). Providers should receive accreditation based on established requirements. The distribution of TCWs among the various sectors should consider competency and minimization of conflict of interests.

TOT: The effectiveness of PDO depend considerably on the knowledge and skills of trainers. TOTs should rely on a specified educational attainment, certified knowledge on the specific information

15. At the time of writing.

the trainer is to convey, educational skills and familiarity with digital educational instruments. Migration experience can be a plus, but it can be integrated with other participants and the trainers should go through periodical updating.

Facilities and Educational Materials: As PDOs are carried out by different stakeholders (government agencies, recruitment agencies, NGOs and Civil Society Organizations), the facilities used for PDOs vary considerably and sometimes they are not conducive to an optimum learning environment.

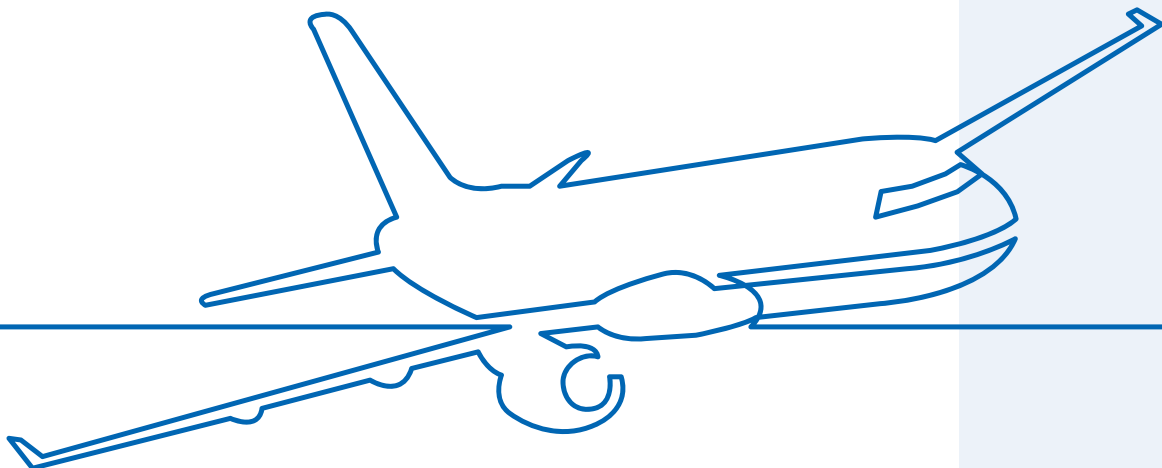
The same goes for educational materials and the use of contemporary means of instruction. The government agency responsible for PDO in each country should ensure a periodic monitoring of facilities, equipment and materials.

Decentralization of PDO Programmes: Although taken shortly before departure, beneficiaries should not be forced to converge too early to the capital, where the main international airport is often located or where documents are processed, as to minimize their costs. Ways to decentralize PDO or to combine it with other information or preparatory programmes, should be considered.

Reduce the Generic Content of PDO Programmes: Although reduced in length and focusing on essential orientation, PDO could be country-specific and to some extent occupation-specific (at least in terms of general occupational categories).

Establish Standard Operating Procedures for the Monitoring and Evaluation of PDO: Monitoring and evaluation could be most effective if carried out by independent entities and must not only rely on evaluation forms distributed at the end of the PDO.

Verify the Effectiveness of PDO Programmes: In-depth research on the effectiveness of PDO programmes should be organized, targeting TCWs at the end of the PDO programme to verify the information absorbed and after the initial migration experience to ascertain what was useful, what was not, and what was missing.



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