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GUIDELINES FOR A STANDARD METHODOLOGICAL APPROACH FOR EMM4
STUDIES AND PUBLICATIONS

*Analyzing a policy-making domain – say labour migration – involves a research method based on **3 steps** focusing on: 1) the **policy environment** within which policy-makers operate; 2) the **policy mechanisms** available to policy-makers to act upon that environment; and, 3) the overall **policy governance** involving a synthesis of results issuing from steps 1 and 2. The following 3 paragraphs provide a description of how you can implement these steps. A 4th paragraph explains how to structure study texts and policy brief publications on the basis of these 3 research steps.*

1. The policy environment

The policy environment includes all aspects surrounding policy-making, i.e. the broader socio-economic context that is relevant for the policy-maker. Upon discussion with policy-makers, the researcher deciphers the socio-economic context through the statistical analysis of key macro-economic, demographic, educational and institutional indicators available in databases such those of World Bank, Eurostat or International Monetary Fund. Depending on the information needed by policy-makers, different statistical techniques can be used. However, descriptive statistics are very often enough to provide detailed information. Here below I provide an example of how descriptive statics of key macro-level indicators helped us to describe the external environment relevant to labour migration policy-makers having an interest in the Mediterranean Region (see Box 1).

Box 1 – The external environment of labour migration policy

Demographic indicators show that ENI SPCs' population grew at a consistently higher rate than the average European rate. In order to exploit the potential positive effects of such a demographic expansion, over the last years ENI SPCs governments have devoted an increasing amount of public expenditure to education, resulting in universal primary enrolment, a remarkable increase of enrolment in secondary education, and higher shares of tertiary educated. Nevertheless, figures about unemployment rate for the highly educated suggest that ENI SPCs labour markets have difficulty to absorb such an increasingly educated workforce: in Morocco the unemployment rate for people holding a university-level diploma is 21.1%, in Jordan it equals 15.8%, in Palestine 31.8%, in Algeria 14.1%, in Lebanon 11.4%, in Egypt 20% and in Tunisia 30.2%. This indicates that ENI SPCs economies might be experiencing mismatch problems, i.e. insufficient connection between the type/level of education held by the workforce and the type of job positions available in the job market. This insufficient connection may produce either over-education or over-skilling phenomena - i.e. when a worker's education or skills exceed the competencies strictly required to perform one's occupation or in unemployment.

Mismatch problems in ENI SPCs labour market may translate into outward migration towards EU countries. About 5 million people from ENI SPCs live in the EU, and this number has increased over the last few decades from less than 3 million in 1990. The share of émigrés out of total population in the origin countries varies greatly among ENI SPCs. It is very high for Lebanon, which reports the highest rate of population living abroad (around 15%), and significantly lower for Egypt and Jordan, where it is lower than 5%. Algeria, Morocco and Tunisia report a share of migrants over total population that varies from approximately 5% to 8%.

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2. The policy mechanisms

Policy mechanisms are interventions made by government/public authorities in local, national or international economies which are intended to achieve outcomes which conform to the objectives of public policy. When using these mechanisms governments want to effectively influence the behavior of citizens. Policy mechanisms are different and specific to each policy domain. This is a list of main policy mechanisms available to governments: legislation, sanctions, regulations, taxes, spending programs, international agreements, and subsidies. All these mechanisms can be used by governments in order to direct and influence individual behavior in the interest of the public. The researchers decipher the functioning of these mechanisms through qualitative interviews with policy-makers as well as policy-users. In the case of labour migration policy, we looked at mechanisms available to policy-makers to direct and influence the behavior of jobseekers migration in the Mediterranean Region. These mechanisms emerged through fieldwork interviews: 1) EU legislation and international agreements addressing jobseekers migration flows from ENI SPCs, 2) ENI SPCs national spending programs addressing jobseekers, and 3) international spending programs supporting jobseekers migrating from ENI SPCs at different stages of the migration cycle (i.e. before, during and after migration).

Box 2 – Labour migration policy instruments

In several ENI SPCs, spending programs Active Labour Market Policies (ALMPs) mechanisms are the main tool of national employment policies to match national jobseekers with jobs available in the national labour market. Therefore, these mechanisms are most often utilized to solve labour mismatch problems at the national level and to address workers resident in the country.

The EU uses as mechanisms regulation and international cooperation agreements. On the one hand, regulatory mechanisms are grounded on TFEU article 79. These mechanisms set the conditions of entry and residence of certain categories of migrant workers and can be grouped in two categories: a. Employment Directives (EU Blue Card Directive; Seasonal Workers Directive; Intra Corporate Transfer Directive; Students and Researchers Directive); and, b. Crosscutting Directives (Family Reunification Directive; Long-term Residents Directive; Single Permit Directive). On the other hand, cooperation mechanisms refer to the agreements between the EU and third countries. These mechanisms provide framework guidelines (i.e. Euro-Mediterranean Association Agreements and Mobility Partnerships Agreements) allowing for the cooperation between the EU and ENI SPCs countries in the Mediterranean region.

International spending programs linked to Measures from an Employment and Skills Perspective (MISMES) mechanisms are rather utilized to solve labour mismatch problems at the international (migration) level and their target population is migrant workers. MISMES usually involve both ENI SPCs authorities but also EU authorities, as well as other international organizations (e.g. International Organization for Migration and International Centre for Migration Policy Development).

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3. The policy governance

By policy governance we refer to the combination and configuration of policy mechanisms analyzed during step n° 2. By identifying the policy governance we aim to describe how policy-makers can make use of all the mechanisms they have to enhance and maintain influence over their target population. Deciphering the governance of a policy domain allows policy-makers with a strategic understanding of the policy field as well as of the panoply of policy mechanisms they have to act upon the policy environment analyzed during step n°1. Unlike analysis in step n° 1 (requiring statistical data) and analysis in step n° 2 (requiring qualitative data), there is no standard methodology to decipher the policy governance. It might be helpful to graphically display the governance system so that policy-makers can easily understand it. It means that this step n° 3 mainly relies on the ability of the researcher to understand the needs of the policy-maker and have a systemic understanding of both the policy environment and policy mechanisms.
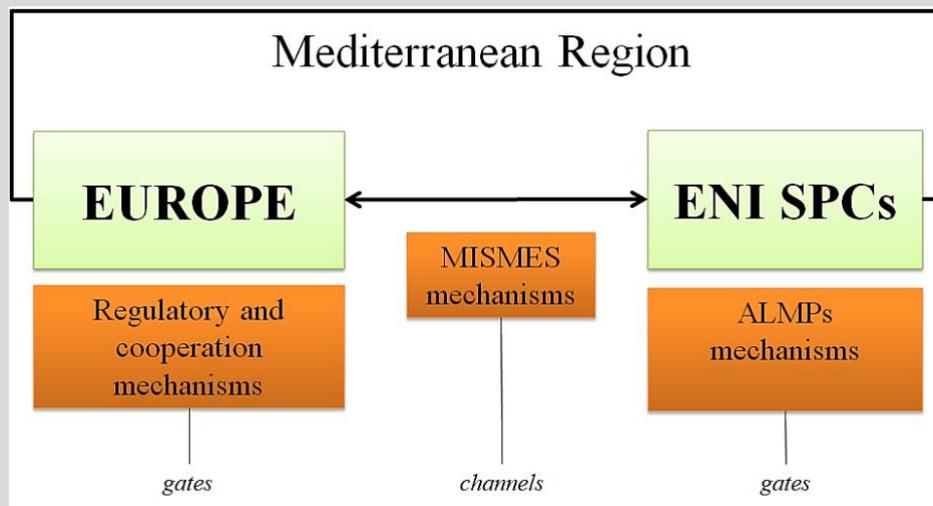

Box 3 – The governance of labour migration in the Mediterranean region

In our study on labour migration, we found that three typologies of labour matching mechanisms available to policy-makers can be combined and configured as the regional system for the governance of an orderly labour migration in the Mediterranean Region.

Firstly, Active Labour Market Policies (ALMPs) provide mechanisms for the matching of ENI SPCs jobseekers with jobs available in their national labour markets. These are the main mechanisms of national employment strategies to match national jobseekers with jobs available in the national labour markets. These mechanisms are utilized to solve labour mismatch problems at the national level and to address workers resident in the country. These therefore act as gates keeping the workforce in ENI SPCs economies and integrating national jobseekers directly into their national labour markets.

Secondly, Measures from an Employment and Skills Perspective (MISMES) provide mechanisms for the matching of ENI SPCs jobseekers with jobs available in destination countries and include also programs to help migrants returning in origin countries to launch their own projects. Indeed, MISMES are usually defined as specific policy interventions in all phases of the migration cycle (before, during and after migration). These therefore act as channels that direct labour migration movements from the country of origin towards destination countries (including the EU) and vice versa.

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Thirdly, EU regulatory and cooperation mechanisms provide a broad institutional framework to govern entry flows in the EU Member States and facilitate the matching between migrant jobseekers and jobs available in EU Member States. On the one hand, regulatory mechanisms set the conditions of entry and residence of certain categories of migrants in the EU. On the other, cooperation mechanisms refer to the agreements between the EU and third countries (i.e. Euro-Mediterranean Association Agreements and Mobility Partnerships Agreements) allowing for specific collaboration between the EU and ENI SPCs, such as MISMES initiatives mentioned above. EU mechanisms might thus act as gates establishing the conditions of entry and residence in the EU for various categories of workers from origin countries.

The regional governance of labour migration in the Mediterranean area

4. Structuring future EMM4 studies and publications in

Based on the previous steps, the text of future studies and publications ought to be structured in 3 parts, each part consisting of different chapters:

1. **Part 1** provides the analysis of the policy environment with a statistical analysis of key socio-economic indicators. The number of chapters will depend on the different typologies of indicators under examination

2. **Part 2** provides the analysis of the policy mechanisms with a qualitative analysis of semi-structured interviews. The number of chapter will depend on the different typologies of mechanisms under examination

3. **Part 3** summarizes parts 1 and 2 by presenting the as-it-is governance system and providing recommendations for its improvement. This part should consists of two chapters: one

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summarizing the key findings of the study – along with a graphical display of the governance system -; and, a second one with detailed actionable recommendations for the policy-maker.

We followed this logic to structure the LMS study we made for you in September 2018.

It is worth noting that each of the three parts mentioned above can also be developed individually as single studies where environment, mechanisms and governance are separately – but in-depth - addressed. For instance, EMM4's study titled "Mapping and analysis of EU and EU Member States' Labour Migration Initiatives in North Africa (2013-2017)" is an example of in-depth study of policy mechanisms.

Policy briefs – whose text should not exceed 6 pages - can be easily structured following a similar logic and should consist of 3 parts:

1. 1,5 pages maximum to present key socio-economic indicators relevant to the policy field (i.e. policy environment)
2. 1,5 pages maximum to present key policy mechanisms
3. 3 pages maximum to summarize governance implications and to provide actionable guidelines for the policy-maker