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FEDERAL REPUBLIC OF NIGERIA | PROFILE 2021

MIGRATION GOVERNANCE INDICATORS



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The MGI aims to support well-managed migration policy by helping countries assess the comprehensiveness of their migration governance structures and identify priorities on the way forward.

The MGI can be used to spark a discussion with governments and other relevant stakeholders in the country on existing migration policy structures. It can help assess whether these structures, which have often been in place for several years, still address the main challenges and opportunities of today's reality.

INTRODUCTION

This is an era of unprecedented mobility, and the need to facilitate orderly, safe, regular and responsible migration and mobility is becoming increasingly relevant. The need to face the challenges and to maximize the opportunities that this mobility brings has been recognized with the inclusion of migration in the 2030 Agenda for Sustainable Development, which highlights the positive contribution of migrants to inclusive growth and development. Migration is integrated in a number of Sustainable Development Goal (SDG) targets, such as ending modern slavery and addressing the vulnerability of migrant workers. However, the central reference to migration in the SDGs is Target 10.7 on facilitating "orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies".²

The incorporation of Target 10.7 into the 2030 Agenda created the need to define "planned and well-managed migration policies". This is why, in 2015, the International Organization for Migration (IOM) developed the Migration Governance Framework (MiGOF). This Framework offers a concise view of an ideal approach that allows a State to determine what it might need to govern migration well and in a way that suits its circumstances.³ The Framework was welcomed by IOM Member States in the same year.

In an effort to operationalize the MiGOF, IOM worked with Economist Impact to develop the Migration Governance Indicators (MGI), a standard set of approximately 90 indicators to assist countries in assessing their migration policies and advance the conversation on what well-governed migration might look like in practice.

The MGI helps countries identify good practices as well as areas with potential for further development and can offer insights on the policy levers that countries can use to develop their migration governance structures. However, the MGI recognizes that all countries have different realities, challenges and opportunities that relate to migration. Therefore, the MGI does not rank countries on the design or implementation of their migration policies. Finally, the MGI does not measure migration policy outcomes or institutional effectiveness. Instead, it takes stock of the migration-related policies in place and operates as a benchmarking framework that provides insights on policy measures that countries might want to consider as they progress towards good migration governance.

This country profile presents a summary of the well-developed areas of the migration governance structures of the Federal Republic of Nigeria (hereinafter referred to as Nigeria), as well as the areas with potential for further development, as assessed by the MGI.⁴

¹ IOM Standing Committee on Programmes and Finance, seventeenth session (S/17/4 of 29 September 2015), article 2.

² IOM Council, 106th session, Migration Governance Framework (C/106/40 of 4 November 2015), page 1, footnote 1. Available at https://governingbodies.iom.int/system/files/en/council/106/C-106-40-Migration-Governance-Framework.pdf.

³ Ibid

⁴ The MGI initiative is a policy-benchmarking programme led by IOM and implemented with the support of Economist Impact. Funding is provided by IOM's Member States.

CONCEPTUAL FRAMEWORK

MiGOF

The IOM MiGOF sets out the essential elements to support planned and well-managed migration. It seeks to present, in a consolidated, coherent and comprehensive way, a set of three principles and three objectives which, if respected and fulfilled, would ensure that migration is humane, orderly, and benefits migrants and society.

PRINCIPLES

At the basis of

- Adherence to international standards and fulfilment of migrants' rights.
- **2.** Formulates policy using evidence and "whole-of-government" approach.
- **3. Engages** with partners to address migration and related issues.

OBJECTIVES

- **1.** Advance the socioeconomic well-being of migrants and society.
- **2.** *Effectively* address the mobility dimensions of crises.
- **3. Ensure** that migration takes place in a safe, orderly and dignified manner.

MGI

WHAT IT IS



A set of indicators that offers insights on policy levers that countries can use to strengthen their migration governance structures



A tool that identifies good practices and areas that could be further developed



A consultative process that advances dialogues on migration governance by clarifying what "well-governed migration" might look like in the context of SDG Target 10.7

WHAT IT IS NOT



Not a ranking of countries



Not assessing impacts of policies



Not prescriptive

Which supports the measurement of



SUSTAINABLE GALS

TARGET 10.7

"Facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and **well-managed migration policies**."



FINDINGS

The MGI is composed of around 90 indicators grouped under the 6 different dimensions of migration governance that draw upon the MiGOF categories:



MIGRANTS' RIGHTS PAGE 12 Indicators in this domain look at the extent to which migrants have access to certain social services such as health, education and social security. It also looks at family reunification, access to work, and access to residency and citizenship. The international conventions signed and ratified are also included.



WHOLE-OF-GOVERNMENT APPROACH PAGE 15 Indicators in this area assess countries' institutional, legal and regulatory frameworks related to migration policies. This area also looks at the existence of national migration strategies that are in line with development objectives and overseas development efforts, as well as institutional transparency and coherence in relation to migration management.



PARTNERSHIPS

This category focuses on countries' efforts to cooperate on migration-related issues with other States and with relevant non-governmental actors, including civil society organizations and the private sector.



WELL-BEING
OF MIGRANTS
PAGE 20

Indicators in this area assess countries' policies on the recognition of migrants' educational and professional qualifications, provisions regulating student migration and the existence of bilateral labour agreements between countries. Aspects of diaspora engagement in the country of origin and migrant remittances are also under this domain.



MOBILITY DIMENSION OF CRISES PAGE 22 This category looks at the type and level of preparedness of countries when they are faced with mobility dimensions of crises. The questions look at the processes in place for nationals and non-nationals both during and after disasters, including if humanitarian assistance is equally available to migrants as it is to citizens.



SAFE, ORDERLY AND REGULAR MIGRATION PAGE 24 This area looks at countries' approach to migration management in terms of border control and enforcement policies, admission criteria for migrants, preparedness and resilience in the case of significant and unexpected migration flows, as well as the fight against trafficking in persons.



ADHERENCE TO INTERNATIONAL STANDARDS AND FULFILMENT OF MIGRANTS' RIGHTS

1.1. International conventions ratified

Table 1. Signature and ratification of international conventions

Convention name	Ratified
International Labour Organization (ILO) Migration for Employment Convention (Revised), 1949 (No. 97)	Yes (1960)
United Nations Convention relating to the Status of Refugees (also known as the Refugee Convention), 1951	Yes (1967)
United Nations conventions on statelessness, 1954 and 1961	Yes (2011)
ILO Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143)	No
United Nations Convention on the Rights of the Child (UNCRC), 1989	Yes (1991)
United Nations International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW), 1990	Yes (2009)

1.2. Migration governance: Examples of well-developed areas

Migrants with a regular status have the same access as nationals to Government-funded health services in Nigeria. The Constitution of the Federal Republic of Nigeria (1999) states that "the State shall direct its policy towards ensuring that … there are adequate medical and health facilities for all persons". This commitment is underscored in the National Migration Policy (NMP) (2015), which was developed by an interministerial committee inaugurated by the Federal Government, with membership drawn from about 18 government agencies, ministries and organizations under the coordination of the National Commission for Refugees, Migrants and Internally Displaced Persons (NCFRMI). The NMP aims to "facilitate migrants' access to health services in the same way as those of nationals".

Nigeria has agreements for the portability of social security entitlements through the General Convention on Social Security of member States of the Economic Community of West African States (ECOWAS) (2013). The Convention draws from commitments from Chapter XI of the ECOWAS Treaty (1975) pertaining to member States' obligations to cooperate in social, cultural, and development issues and to harmonize and coordinate their policies and programmes in those areas. The Convention guarantees the portability of social security benefits within ECOWAS and aims to extend social security coverage to migrants and their families.

Under the Nigeria Visa Policy (2020), holders of Temporary Residence and Permanent Residence Visas qualify for family reunification. Holders of Accredited Diplomat Visas, Employment Visas and Permanent Residence Visas can apply for family reunification through Spouse, Dependant — Minor, Dependant (18 years and above), and Dependant — Aged Parent (65 years and above) visas, while holders of Student Visas and Academic Exchange Programme Visas can apply for a Spouse visa.

All foreign residents are able to accept private-sector employment under the same conditions as nationals, provided they have obtained an employment permit. Migrants with an employment permit are allowed to change jobs, the only exception being migrants under the expatriate quota. For such migrants, their employer must obtain an expatriate quota — a licence issued to companies by the Nigerian Ministry of Interior which allows them to employ migrants.

Migrants may obtain Nigerian citizenship by naturalization after having resided in Nigeria for a continuous period of 15 years, or after having resided in Nigeria for a period of 12 months in addition to a cumulative residency of no less than 15 years in the 20-year period immediately preceding the 12 months, as outlined in the Constitution.

The NMP contains "Principles of non-discrimination" and establishes objectives and strategies to combat racism, discrimination, xenophobia and intolerant behaviour towards migrants. Its objectives are the following: "(a) To ensure the institutionalization and observance of non-discrimination principles for all types of immigrants; (b) To put in place and observe mechanisms for the protection and implementation of migrant rights; (c) To roll out non-discriminatory, age- and gender-sensitive programmes for refugees and asylum seekers, as well as for other migrants." Strategies for the achievement of these objectives include engagement with host States when discrimination is witnessed, coordinating with migration and human rights institutions of host States, and developing anti-racist and gender-sensitive human rights training for public officials and security agents.

1.3. Areas with potential for further development

While the country is in the process of ratifying the ILO Private Employment Agencies Convention, 1997 (No. 181), as of September 2021, there are no specific plans towards the enforcement and implementation of conventions that have already been ratified.⁵

Migrants with a valid residence and/or work permit have the same status as citizens in accessing Government-funded education and vocational training. The Constitution contains a commitment to provide free, compulsory and universal primary education; free secondary education; free university education; and free adult literacy programmes. Moreover, the Compulsory, Free Universal Basic Education Act (2004) provides for free, compulsory, and universal basic education for all children of primary and junior secondary school age in Nigeria. While it makes no specific provisions for migrants' access to education, the NMP states that migrant children are entitled to the same rights to education as other children in Nigeria.

The Constitution provides the basis for the provision of social protection in Nigeria, and the National Social Protection Policy (2016), developed by the Federal Ministry of Budget and National Planning, establishes basic social protections only for Nigerian citizens. There are no specific references to migrants, but benefits and entitlements can be accessed by migrant workers depending on their respective employers. However, as of September 2021, the Policy is being reviewed to include migrants.

Only migrants holding a Spouse of a Nigerian Citizen Visa have equal access to employment as nationals. Migrants who are not spouses of Nigerian citizens may access employment provided that they obtain an employment permit, as outlined in the Nigeria Visa Policy. The Policy establishes a range of employment permits, allowing migrants to switch jobs under the same employment permit, except those under the expatriate quota.

Only migrants holding a business permit, such as an investor permit, can take up self-employment in Nigeria. There is a different process for obtaining such permits compared to that for employment permits.

⁵ See Table 2 for additional conventions ratified

⁶ The Constitution mentions that it is the State's obligations to provide "old age care and pensions, and unemployment, sick benefits and welfare of the disabled".

In order to obtain any of the five types of Investor Visas, the migrant needs a police report from the countries in which they were a resident over the past five years and documentary proof of investment in Nigeria.⁷

Permanent residence permits in Nigeria are available exclusively to individuals who have been married to Nigerian citizens and obtained the Spouse of a Nigerian Citizen Visa, as outlined in the Nigeria Visa Policy.

Citizens of Nigeria living abroad are not able to vote in national elections. There is no electronic voting or distance voting in Nigeria, and Nigerian elections require the physical presence of voters. However, there are ongoing discussions as of September 2021 between the Nigerians in Diaspora Commission (NIDCOM) and the Government for the amendment of the Electoral Bill (2020) and the Constitution of the Federal Republic of Nigeria, to allow diaspora voting through the National Electoral Commission.

In addition to this, in order to obtain the Investor Visa (Small Scale Enterprise), the migrant needs evidence of USD 250,000–500,000 as importation and retention of investors' capital. This requirement increases to USD 500,000–1,000,000 for the Investor Visa (Medium Scale Enterprise); USD 1,000,000–10,000,000 for the Investor Visa (Large Scale Corporations); over USD 10,000,000 for the Investor Visa (Ultra Large Scale Corporations); and USD 100,000,000 for the Investor Visa (Oil, Gas and Power Sector).



FORMULATES POLICY USING EVIDENCE AND WHOLE-OF-GOVERNMENT APPROACH

2.1. Migration governance: Examples of well-developed areas

Nigeria has a comprehensive national strategy for migration – the National Migration Policy (NMP) – which was drafted through a participatory process involving a number of ministries, departments and agencies (MDAs) as well as civil society organizations (CSOs), and aims to "address the multifaceted issues of migration and create a win-win situation for migrants and countries of origin, transit and destination". It includes sections pertaining to overall migration dynamics, trends and patterns; policy goals and objectives; international cooperation; data and information management; funding for migration management; and institutional frameworks for policy implementation. The implementation of the NMP is articulated through the Nigeria Plan of Action for National Migration Policy (2019–2023), but the NMP is yet to be fully operationalized as of September 2021.

The National Commission for Refugees, Migrants and Internally Displaced Persons (NCFRMI), formerly under the Presidency, then supervised by the Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development (FMHADMSD) as of September 2021, was established in 1989 and is responsible for coordinating the implementation of the NMP in collaboration with relevant ministries, departments and agencies. The NMP states that NCFRMI is "the Coordinating Agency of all [issues relating to migration in Nigeria, as well as] stakeholders in the field of migration", and it is also responsible for coordinating national action for the protection and assistance of refugees, asylum seekers, returnees, stateless persons, internally displaced persons (IDPs) and migrants.

Migration management in Nigeria is carried out through four levels of coordination. The Sector Policy Review Committee (SPRC) (also known as the National Consultative Committee (NCC) or the Interministerial Committee), which is composed of ministers and heads of parastatals with migration-related mandates, carries out the highest level of coordination and consultation on all migration-related matters. This group is co-chaired by the Attorney-General of the Federation, the Minister of Justice, and the supervising Minister of NCFRMI, which acts as the Secretariat of the group as well.

The Technical Working Group on Migration (TWG), chaired by NCFRMI, performs the second level of coordination and consultation on migration-related matters, and makes recommendations to the SPRC/NCC for approval. The TWG is composed of State and non-State actors involved in migration management, who share information on emerging migration issues and receive updates from thematic leads on activities implemented, during quarterly meetings.

Apart from the TWG, there are five other thematic groups (comprising the third level), coordinated by lead agencies who in turn report to the TWG. These thematic groups include the Standing Committee on Diaspora Matters (SCDM), the Labour Migration Working Group (LMWG), the Migration Data Management Working Group (MDMWG), the Forced Migration and Assisted Voluntary Return and Reintegration (FMAVRR) Group, and the Stakeholders Forum on Border Management (SFBM).

At the fourth level are State and non-State actors whose activities are related to and have an impact on migration. These actors — such as different MDAs, CSOs, academia or the private sector — operate at their individual institutional level. Each has migration desk officers who are members of their respective working groups as well as members of the TWG. The SPRC/NCC, the TWG, the thematic groups and the individual actors also coordinate among each other across the four levels of migration management.

Furthermore, NCFRMI holds the annual National Migration Dialogue (NMD), institutionalized in 2014 to commemorate the United Nation's International Migrants Day.⁸ Each NMD has a particular theme in line with current concerns on migration issues. For instance, the theme of the 2020 NMD was "Providing protection and assistance to migrants during and post pandemics: Strategies and actions". A major outcome of the NMD has been prioritizing vertical dialogue and engaging States at the local level through the establishment of focal points to prevent irregular migration, including the creation of task forces on human trafficking in Edo and Delta States and the establishment of migration studies in some tertiary institutions.

Migrant integration is addressed in Nigeria's NMP. Specifically, provisions cover the dissemination of information on the positive societal contribution of migrants, to promote respect for and understanding of them; local integration of refugees through the provision of identity cards issued by NCFRMI and access to work and health services; and giving due attention to IDPs "in the provision of microloans and access to skills acquisition programmes, to aid their return or relocation, as well as their ongoing economic independence, resettlement and reintegration".

The Nigerians in Diaspora Commission (NIDCOM), established in 2017 and operational as of 2019 under the Ministry of Foreign Affairs, coordinates diaspora policy in Nigeria – namely, the National Diaspora Policy (2021). NIDCOM hosts events aimed at diaspora engagement, including an annual National Diaspora Day (NDD), which has been celebrated every year since 2005, and the Nigeria Diaspora Investment Summit (NDIS), which has been held since 2019. It also hosts a diaspora registry on its website. In July 2021, an event that brought together the NDD and the NDIS was held, on the theme of "Diaspora integration for national peace and development".

Other activities by NIDCOM include capacity-building for staff and other stakeholders on diaspora engagement for national development, along with developing further initiatives for engaging the diaspora, such as a Diaspora Investment Fund. The Government further supports the Nigerians in Diaspora Organizations (NIDOs), an umbrella body of Nigerians in the diaspora, and they serve as official platforms through which individual Nigerian diaspora members, their community organizations, and corporate bodies can channel their developmental efforts to Nigeria. In addition to NIDO, NIDCOM works with various diaspora groups in destination countries.

The institutional structure of migration governance in Nigeria includes vertical policy coherence through consultation and coordination with State and regional levels of governance. The lead agency for migration governance in Nigeria, NCFRMI, is in the process of establishing more Zonal Offices in the country's six geopolitical zones as of September 2021, as a way to further decentralize migration governance. There are NCFRMI Zonal Offices in all the six geopolitical zones already, which oversee migration-related activities within their respective zones and field areas and report to the NCFRMI National Office.

2.2. Areas with potential for further development

Nigeria's NMP aims to, among other objectives, integrate migration into the country's national development strategies. However, both the Economic Recovery and Growth Plan (ERGP) (2017–2020) and the Medium-Term Economic Growth Acceleration Plan (MEGAP) (2021–2024), which replaces the ERGP, do not contain migration-related provisions. Nevertheless, the Nigeria Economic Sustainability Plan (2020) – an interim development plan – includes the objective of "[strengthening] the national capacity to manage immigration, correctional facilities and public safety post-COVID-19".

⁸ The International Migrants Day is celebrated every 18 December after the United Nations General Assembly adopted the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families in 1990.

⁹ These are located in Lagos for South-West, Calabar for South-South, Enugu for South-East, Maiduguri for North-East, Kebbi for North-West, llorin for North-Central, and field offices in Kano, ljebu-Ode, Takum, Ogoja, Yola, Adikpo, Gembu and Akwa-Ibom.

Migration data is published only on an ad hoc basis. The National Population Commission chairs the quarterly 10-member Thematic Working Group on Migration Data Management and is responsible for the overall coordination and aggregation of migration data. In 2019, the Group, in collaboration with IOM under the EU-IOM Joint Initiative for Migrant Protection and Reintegration in Nigeria, produced the third version of the National Migration Profile. This profile presents the state of migration to, from, and within Nigeria and looks at the nature of migratory movements, their impacts, and the framework for migration governance in the country. The Nigeria Immigration Service collects border-crossing data which is disaggregated by age, sex, nationality and occupation, among other factors; the latest data dates from 2019 and 2020. The National Bureau of Statistics collects internal migration data¹⁰ through national surveys, but there is limited data on international migration.

¹⁰ The National Bureau of Statistics conducted a pilot survey on internal migration in 2010 and another one on youth migration in 2014.



ENGAGES WITH PARTNERS TO ADDRESS MIGRATION AND RELATED ISSUES

3.1. Migration governance: Examples of well-developed areas

Nigeria is a member of the Migration Dialogue for West Africa (MIDWA) – a regional consultative process established in 2001 to encourage the member States of the Economic Community of West African States (ECOWAS) to discuss common migration issues and concerns in a regional context. Arrangements for intraregional mobility have been achieved through Nigeria's implementation of the Treaty of the ECOWAS (1975), which contains provisions for the free movement of people between member States. Implementation of the Treaty led to the establishment of a common passport in 2000 – formerly known as the ECOWAS Travel Certificate. ECOWAS has also promoted intraregional mobility through the Protocol Relating to Free Movement of Persons, Residence and Establishment (1979).

Nigeria has signed memorandums of understanding (MOUs) on migration-related topics with several countries. The Governments of Nigeria and Switzerland signed an MOU in 2010 which covered cooperation in areas such as capacity-building in immigration administration; migration and development; the promotion and protection of human rights; the fight against smuggling of migrants and trafficking in human beings and drugs; return assistance, readmission and reintegration; as well as the prevention of irregular migration. Nigeria is also in the process of signing or reviewing similar migration-related agreements (particularly concerning the return of Nigerians with an irregular status) with Austria, Belgium, Germany, Italy, Malta, Spain and the United Kingdom as of September 2021.

The Nigerian Government engages civil society organizations (CSOs) in agenda-setting and the implementation of migration-related policies and initiatives. The National Migration Policy (NMP) lists CSOs as members of several thematic sectoral working groups on migration. These include the Standing Committee on Diaspora Matters (SCDM), which is responsible for diaspora mobilization, diaspora contributions to national development, remittances and diaspora engagement in electoral processes; the Labour Migration Working Group, which handles expatriate quota, labour exchange and protection of migrant workers; and the Stakeholders Forum on Border Management, which covers issues related to the ECOWAS Free Movement Protocol, border security, trafficking in persons, smuggling of migrants and related matters.

The Nigeria Plan of Action for National Migration Policy also lists CSOs as implementing partners for its migration objectives, and CSOs were included in the development of the NMP as well. For example, in the Plan of Action, CSOs are set to engage in various migration-related activities, including the provision of "free legal and social assistance to members of vulnerable groups involved in irregular migration"; the organization of "seminars, workshops and publicity campaigns in schools, markets, and rural/slum communities to educate people on the dangers of irregular migration"; and conducting "sensitization activities within and outside Nigeria on enhancing the roles and contributions of Nigerian Diaspora to National Development".

Nigeria engages its diaspora and expatriate communities in agenda-setting and the implementation of activities pertaining to national development through the Nigerians in Diaspora Commission (NIDCOM). NIDCOM has developed the National Diaspora Policy (2021) which aims to attract the Nigerian diaspora, including through the creation of a Diaspora Investment Fund which will allow members of the diaspora to invest in various infrastructure projects in the country with tax credits and specific incentives, join a diaspora integration programme that provides for easy return to Nigeria, and participate in a formal mortgage housing scheme for returning diaspora. The National Diaspora Policy outlines the strategic approach to the mobilization and engagement of diaspora populations in education through the inclusion of diaspora

volunteers and expansion of student internships, in health-care initiatives streamlining processes for the diaspora to return to Nigeria to practise their profession without bottlenecks, and in trade and investment opportunities.

Additionally, in 2021, the Central Bank of Nigeria introduced circulars amending and clarifying the procedure for the receipt of diaspora remittances in a bid to liberalize, simplify and improve the remittance process, with a view to attracting greater remittances following the reduction in foreign exchange during COVID-19.

3.2. Areas with potential for further development

The engagement of the Nigerian Government with private-sector partners in agenda-setting for migration-related issues takes place only on an ad hoc basis. The private sector is listed as an implementing partner in the Nigeria Plan of Action for National Migration Policy, namely for "[empowering] Nigerians abroad to participate in national development" and "[encouraging] technical and vocational education with a national and global focus". However, the private sector was not consulted during the development of the NMP.



ADVANCES THE SOCIOECONOMIC WELL-BEING OF MIGRANTS AND SOCIETY

4.1. Migration governance: Examples of well-developed areas

The Nigeria Visa Policy (2020) — a part of the Nigerian Government's continuous effort to support the country's Economic Recovery and Growth Plan by ensuring that visa policies reflect global best practices — introduces several visa categories for migrants employed in the country, some of which seek to attract migrants with specific skills. According to the Policy, the Highly Skilled Immigrant Visa is issued to foreign nationals who are considered to possess skills that are high in demand for the Nigerian economy. Applicants must have a recommendation by National Scarce Skills Audit and vetted credentials. Additionally, the F8A Temporary Work Permit Visa is issued to experts invited by corporate bodies for a limited period for the purpose of providing specialized skilled services.

Measures to promote gender equality among migrants in the labour force are included and mainstreamed in the migration policies of Nigeria, including the National Policy on Labour Migration (NPLM) (2014) and the National Migration Policy (NMP) (2015). The NPLM includes a section on gender, which states that "specific attention shall be paid to ensure that all labour migration policies, legislation, institutions and practices are gender responsive". The NMP's key objectives include "[making] the principle of gender equality a central core value in all issues and activities within the migration policy", while its strategies include "[promoting] and strengthen[ing] gender-specific approaches to policies and activities on labour migration, in recognition of the increasing feminization of labour migration". The NMP also has a section titled "Migration and gender" which introduces gender-related strategies and objectives, including a focus on women's empowerment; detection and containment of irregular migration along gender lines; inclusion of women in the development of the national agenda; and the establishment of a gender desk at the National Commission for Refugees, Migrants and Internally Displaced Persons.

Gender is further included in the Nigeria Plan of Action for National Migration Policy in a section on "Migration and gender", which states that the overall objective of policies in this area is to "[e]nsure that gender issues are addressed in providing opportunities for current and prospective migrants".

Nigeria has formalized criteria for recognizing foreign qualifications. The Nigerian Skills Qualification Framework (NSQF) is the national system for "the development, classification and recognition of skills, knowledge, understanding, and competencies", including foreign qualifications. It indicates the comparability of different qualifications and how a person can progress from one level to another. As of September 2021, the NSQF is streamlining processes for the qualification-vetting of diaspora returning to Nigeria to practise specialized professions, such as medicine and engineering.

Nigeria has developed multiple measures that promote the ethical recruitment of migrant workers. The NPLM includes a section on "Employment and recruitment agencies" which introduces measures for migrant workers' recruitment. These include the supervision and monitoring of recruitment activities, as well as the licensing, registering and monitoring of all agencies engaged in the recruitment of migrant workers for overseas employment, to ensure accountability, prevent unethical practices and avert abuse in the recruitment process.

The Federal Ministry of Labour and Employment (FMLE) is responsible for the licensing of private recruiters in Nigeria. Further, the Nigeria Plan of Action for National Migration Policy aims to strengthen mechanisms that regulate the activities of recruitment agencies and prevent the exploitation of potential migrant workers. Specific measures include producing and disseminating a citizen's guide to regular migration and providing information on regular labour migration channels and opportunities. The Nigeria Immigration Service developed such a guide on safe migration in 2018.

The Nigerian Government has put measures in place to facilitate the flow of remittances. In November 2020, the Central Bank of Nigeria (CBN) allowed receivers of remittances to accept remittance inflows in foreign currency, rather than the local currency. Furthermore, following the fall of the national currency on the foreign exchange market and the decline of remittances during the COVID-19 pandemic, the CBN further amended and clarified the procedures for receiving remittances in March 2021 with the aim to "liberalise, simplify and improve the receipt and administration of diaspora remittances into Nigeria". Part of the process includes the possibility to receive remittances in United States dollars as well as an increased rate of exchange for remittance recipients using the CBN's authorized international money transfer operators (IMTOs).

Additionally, as of September 2021, the Nigerians in Diaspora Commission is engaged in discussions through a World Bank working group on the reduction of the overall costs of sending remittances to Nigeria. The NMP also includes objectives relating to remittances, including updating data on inflows of remittances; increasing the flow of remittances through official channels; promoting the use of remittances for viable investments; reducing transfer costs; expanding the activities of money transfer organizations; and exploring the use of mobile phones in this regard, especially in rural communities.

4.2. Areas with potential for further development

There is limited capacity for national assessment with regard to monitoring the labour market demand for immigrants or the domestic labour supply and the effects of emigrants on the domestic labour market. The National Electronic Labour Exchange (NELEX), within the International Labour Migration Desk (ILMD) of the FMLE, tracks labour migration—related activities but does not analyse or publish labour market data disaggregated by migration status. In 2018, the National Bureau of Statistics published *Labour Force Statistics — Volume I: Unemployment and Underemployment Report*, which examines unemployment and underemployment by gender, age group, educational group, and place of residence but does not mention migrants. The Nigeria Plan of Action for National Migration Policy addresses emigration in a section entitled "Brain drain, brain gain and brain circulation", but it does not provide data on the labour market.

International students have equal access to university education as nationals, provided that they obtain a valid student visa, but they are charged higher fees than nationals. There are also no provisions allowing international students to work during the course of their studies, or provisions for foreign students to work in Nigeria after graduation.

Nigeria has not implemented measures to promote the financial inclusion of migrants. The National Financial Inclusion Strategy (2018), developed by the CBN, sets the agenda for significantly increasing access to and usage of quality and affordable financial services in Nigeria by 2020; however, it does not specifically address migrants and their families.



5.1. Migration governance: Examples of well-developed areas

The National Disaster Management Framework (NDMF) (2010) provides the basis for disaster and crisis management in the country. The NDMF has eight focus areas: institutional capacity; coordination; disaster risk assessment; disaster risk reduction; disaster prevention, preparedness and mitigation; disaster response; disaster recovery; and facilitators and enablers. Disaster management policy in Nigeria is addressed by the Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development (FMHADMSD), which was established in 2019, and the National Emergency Management Agency (NEMA), which was established in 1999. FMHADMSD is responsible for developing humanitarian policies and performing effective coordination of national and international humanitarian interventions, as well as ensuring strategic disaster mitigation, preparedness and response. NEMA is responsible for channelling resources towards efficient and effective disaster prevention, preparedness, mitigation and response.

Nigeria's NDMF contains provisions for addressing the displacement impacts of disasters, including the distribution of relief materials to disaster survivors, internally displaced persons (IDPs), refugees, and those adversely affected by mass deportation and repatriation. The Framework also calls for decentralized collaboration of relevant agencies to define appropriate approaches to the rehabilitation and reintegration of displaced persons, families and groups. In addition, the National Policy on Internally Displaced Persons in Nigeria (2012) provides a framework for "national responsibility towards prevention and protection of citizens and, in some cases, non-citizens, from incidences of arbitrary and other forms of internal displacement, meet their assistance and protection needs during displacement, and ensure their rehabilitation, return, re-integration and resettlement after displacement".

Furthermore, the National Commission for Refugees, Migrants and Internally Displaced Persons (NCFRMI) has launched a number of programmes regarding IDPs, such as the provision of shelter, skills training and starter packages for those in the north-east region of Nigeria, construction of resettlement cities, and provision of durable solution packages for persons of concern (POCs). As of September 2021, there is also an upcoming review of the National Policy on IDPs coordinated by FMHADMSD and supervised by NCFRMI.

Nigeria's National Migration Policy (NMP) covers linkages between migration, the environment and climate change. It is operationalized in the Nigeria Plan of Action for National Migration Policy, which calls for a study to be conducted examining the impact of environmental changes on migratory movements, with a particular focus on Nigerian and West African migrants. With regard to IDPs, the NMP additionally calls for the resettlement of groups affected by environmental disasters. As of September 2021, NCFRMI is implementing resettlement measures in at least three locations.

The Nigeria Plan of Action for National Migration Policy calls for the provision of adequate emergency response for the protection of IDPs, including the development and dissemination of national guidelines for conflict and emergency response and the identification of IDPs, and training emergency response units in all security and law enforcement agencies as well as volunteers to respond to conflicts and crisis with significant human outflows.

The NMP addresses the "return, readmission and reintegration" of nationals stranded abroad, including in crisis contexts. Strategies in this area include the creation of standards and procedures on law and policy, concluding bilateral agreements with other countries on voluntary return, ensuring that repatriation respects the principle of non-refoulement and guarantees the physical safety of the returnee, protecting the human rights of migrants during all stages of the return process, and strengthening border management.

5.2. Areas with potential for further development

The NDMF does not contain provisions that specifically address assistance to migrants before, during or post-crisis.

Systems, namely the use of multiple media channels and emergency call systems, are in place to communicate with the public on the evolving nature of crises and to inform persons in Nigeria how to access assistance. However, these systems do not take into account the specific vulnerabilities faced by migrants.

The Government of Nigeria has measures in place to make exceptions to immigration procedures only for refugees, as established under the National Commission for Refugees Act (1989). There are no further exceptions made for migrants whose countries of origin are experiencing crises.

Nigeria's national development strategies do not include measures regarding displacement, or the reintegration of returning migrants. Neither Nigeria Vision 20: 2020 nor the Economic Recovery and Growth Plan (2017–2020) refers to migrants, refugees or IDPs.



ENSURES THAT MIGRATION TAKES PLACE IN A SAFE, ORDERLY AND REGULAR MANNER

6.1. Migration governance: Examples of well-developed areas

The Nigeria Immigration Service (NIS), as established by the Immigration Act (2015), is the body tasked with border control and security in the country, along with being responsible for enacting immigration policy. Its core mandate includes the control of flows of persons entering or leaving Nigeria, the issuance of travel documents to bona fide Nigerians in and outside Nigeria, the issuance of residence permits to foreigners in Nigeria, and border surveillance and patrol. The NIS's border management policy is articulated in the National Border Management Strategy (2019–2023) and the Immigration Act.

Visa overstays in Nigeria are monitored in three ways – an NIS-implemented E-Passport which is checked when a migrant applies to renew for extension of stay; the Migration Information and Data Analysis System (MIDAS) which is being rolled out at border posts by the NIS in partnership with IOM as a tool for collecting, maintaining and analysing border passage data for effective and efficient migration management;¹¹ and passport reviews by border officers at points of entry and departure. Since 2018, Nigeria has been implementing increased enforcement in the area of visa overstays, including increasing fines – particularly for migrants from the Economic Community of West African States (ECOWAS).

Border staff are regularly trained in Nigeria. The National Border Management Strategy establishes four training institutions in the country. According to the Strategy, in 2017, over 2,000 NIS personnel (roughly 9% of the NIS workforce) participated in training courses ranging from a few weeks to six months in duration. It also states that NIS proposed establishing a Regional Training Academy (RTA) to train NIS officers and other security operatives from within the country and from the West Africa subregion, but there is no evidence of its establishment as of September 2021. The RTA's training would focus on global migration issues, as well as enhancing Integrated Border Management.

Furthermore, the Nigeria Customs Service has two Customs Training Schools where officers are trained on basic customs operations and other emerging trends in international trade, and law enforcement officers at border posts are further trained on topics pertaining to issues of human trafficking. Other recent trainings in collaboration with international organizations include "Capacity building to Nigeria Immigration Service to map out awareness-creation strategy to curb smuggling of migrants in Nigeria" by the International and Ibero-American Foundation for Administration and Public Policies (FIIAPP) in 2020 and "Capacity building of border operatives on migrant protection at Seme (Lagos), Jibiya (Katsina) and Mfum (Cross River) borders" by IOM under the EU-IOM Joint Initiative for Migrant Protection and Reintegration in Nigeria in 2021.

Nigeria has policies that focus on the facilitation of migrant reintegration and which are guided by the Framework for Effective Assisted Voluntary Returns and Reintegration (AVRR) in Nigeria: Standard Operating Procedure (SOP) (2019). The AVRR SOP was developed by the National Commission for Refugees, Migrants and Internally Displaced Persons (which is also the lead agency responsible for its implementation), in collaboration with relevant stakeholders and with IOM's technical support. The key objectives of the Framework include providing a step-by-step procedural methodology and timelines for the implementation of AVRR, establishing lines of communication and proper guidance for effective coordination, and proposing clear responsibilities and operational boundaries of various actors while ensuring the sustainability of the process.

The Trafficking in Persons (Prohibition) Enforcement and Administration Act (2015)¹² criminalizes human trafficking; sets the foundation for health and protection services for victims and survivors of trafficking in

¹¹ As of September 2021, MIDAS has been rolled out to at least 12 air, land and sea borders in the northern, western and southern areas of the country.

¹² The 2015 Act amended the Trafficking in Persons (Prohibitions) Law Enforcement and Administration Act (2003).

persons; and establishes the National Agency for the Prohibition of Trafficking in Persons (NAPTIP) within the Ministry of Justice, under the Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development as of September 2021. The Act provides protection against discriminatory treatment on the basis of the victim "having worked in the sex industry". The National Policy on Protection and Assistance to Trafficked Persons in Nigeria (2008) and the Guidelines on National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria (2014) further address the identification of trafficked persons, support and protection services, safe return and social inclusion, and basic principles of cooperation agreements. The National Migration Policy also includes strategies to combat trafficking, such as the establishment of a Victim Protection Programme, a legislative review of best practices, strengthening information sharing, and providing adequate protection and assistance to victims of trafficking. The Nigeria Plan of Action for National Migration Policy equally establishes key activities to be undertaken, including training security personnel on identifying and preventing human trafficking and migrant smuggling, and assisting victims.

Nigeria has provisions in place to combat migrant labour exploitation, primarily through the National Policy on Labour Migration. The Policy aims to uphold equality of treatment and non-discrimination as universal human and labour rights principles, which are applicable to migrant workers and national workers alike. It also aims to "uphold the labour rights and benefits deriving from engagement in an employment relationship for all migrants working in the country".

Nigeria has formal arrangements with other countries to prevent migrant smuggling. A joint police patrol force has been established between Benin and Nigeria at the Seme Border as part of the tripartite Operation Swift Response which involves Benin, the Niger and Nigeria. The Operation covers all issues of smuggling, irregular migration and other transnational organized crimes along the border. Furthermore, Nigeria is party to several international legal frameworks such as the United Nations Protocol against the Smuggling of Migrants by Land, Sea and Air (2001) and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (2001); the ECOWAS Plan of Action against Trafficking in Persons (2002–2003); the ECOWAS Policy on Protection and Assistance to Victims of Human Trafficking; and the ECOWAS Guidelines on Protection, Assistance and Support to Witnesses.

6.2. Areas with potential for further development

Nigeria has legislation and policies in place to ensure that migrant detention is used only as a measure of last resort, but these provisions apply only to survivors of trafficking or smuggling. The Trafficking in Persons (Prohibition) Enforcement and Administration Act states that "trafficked persons shall not be detained or prosecuted for offences relating to being a victim of trafficking, including non-possession of valid travel documents, use of a false travel or other document". Additionally, according to the Immigration Act: "No smuggled migrant shall be detained or prosecuted for any of the offences created under this Act or any other relevant law simply by reason of his being an object of any of the offences created under this Act or any other relevant law."

The Government of Nigeria has procedures in place to identify and provide referral and protection services only to missing and vulnerable migrants who are victims of, or at risk of, trafficking. Under the Trafficking in Persons (Prohibition) Enforcement and Administration Act, NAPTIP is charged with the "treatment of trafficked persons", which covers principles of non-discrimination, access to health and social services during the period of temporary residence, the option of a safe return home, non-denial of temporary residence, and protection of identity. This mandate for referral and protection covers only countertrafficking activities and does not specifically cite migrants more broadly. Therefore, only migrants who are vulnerable to being trafficked are catered to in the National Policy on Protection and Assistance to Trafficked Persons in Nigeria (2008) and the Guidelines on National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria (2014).

MIGRATION GOVERNANCE INDICATORS





PREPAREDNESS AND RESPONSE PROTOCOLS ON THE RISKS OF THE NOVEL CORONAVIRUS (COVID-19)

This page summarizes key national COVID-19 policy responses in Nigeria from a migration governance perspective. It is based on 12 questions that were added to the standard Migration Governance Indicators (MGI) assessment in Nigeria in order to effectively assess national migration governance in the context of the COVID-19 pandemic.



Although in principle all migrants can access COVID-19-related health services on the same basis as nationals, no specific programmes were put in place to provide migrants with health care during the pandemic. Most migrants – particularly irregular migrants and those in vulnerable situations, such as internally displaced persons (IDPs) and returnees – were not immediately factored into the Government's emergency response to COVID-19 due to inaccessibility and a lack of data, which made it difficult for official help to reach them. However, the Federal Ministry of Humanitarian Affairs took a context-specific approach to the COVID-19 response strategy whereby some vulnerable persons were mainstreamed into the Government's response plans.



Fiscal and social security measures offered by the Government in the context of COVID-19, which aimed to protect the lives of all residents in Nigeria, did not specifically target or include migrants. However, the official website of the Presidential Task Force on COVID-19 states that the governmental approach to COVID-19 response is to "protect the lives of our fellow Nigerians and residents living here" and to "preserve the livelihoods of workers and business owners".²



In April 2020, the Government of Nigeria introduced fee payment waivers for extensions of permits for persons stranded in Nigeria due to the travel ban and who held return tickets for the period during which international airports in Nigeria were closed due to COVID-19.^{3,4}

The measures implemented by the Government include a NGN 500 billion (USD 1.3 billion) COVID-19 Crisis Intervention Fund as part of the Nigeria Economic Sustainability Plan for the upgrading of health facilities nationwide and financing of a national Special Public Works Programme; the release of 70,000 metric tonnes of grain for distribution to poor and vulnerable households across the country; a three-month repayment moratorium for all TraderMoni, MarketMoni and FarmerMoni loans, with immediate effect; a three-month moratorium for all Federal Government-funded loans issued by the Bank of Industry, Bank of Agriculture and the Nigerian Export-Import Bank; the establishment of a Joint Technical Task Team to facilitate the movement of food and agricultural inputs across Nigeria during the lockdown; expansion of the National Social Register (official database for implementation of the Conditional Cash Transfer programme) by 1 million additional households; and the implementation of a modified version of the National Home Grown School Feeding Programme (NHGSFP), to deliver dry food rations to households of pupils already benefiting from the NHGSFP.

² Government of Nigeria, Presidential Task Force on Covid-19. Available at https://statehouse.gov.ng/covid19/.

³ KMPG, Nigeria – COVID-19: Payment waivers on fees for extensions of certain permits. 24 April 2020. Available at https://home.kpmg/xx/en/home/insights/2020/04/flash-alert-2020-197.html.

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PREPAREDNESS AND RESPONSE PROTOCOLS ON THE RISKS OF THE NOVEL CORONAVIRUS (COVID-19)



Information relating to COVID-19 can be accessed through the official websites of the Nigeria Centre for Disease Control, the Federal Ministry of Health, and the Presidential Task Force on COVID-19 and is available in multiple Nigerian languages. ^{5,6,7} The Nigeria Centre for Disease Control's *Risk Communication and Community Engagement Strategy: COVID-19 Prevention and Control in Nigeria* (2020) states that campaign materials should be produced that target the population with special needs, including migrant workers, refugees and IDPs.⁸



The National Bureau of Statistics, which is responsible for the collection and publication of COVID-19-related data, has a dashboard showing the number of cases and deaths by State, maps showing infection risk levels, and available health facilities, but migratory status is not captured as a separate variable in data collection.⁹



The Protocol for the Evacuation of Nigerians Stranded Abroad and Returnees/Persons Arriving in Nigeria from Any Country (2020) set out procedures to be followed by Nigerians stranded abroad to facilitate their safe and orderly return. Nigeria's diplomatic missions abroad coordinated the returns by arranging flights and leading evacuations. For example, in May 2020, 265 Nigerians in the United Arab Emirates and over 250 Nigerians in the United Kingdom were repatriated back to Nigeria. Nigerians in the United Kingdom were repatriated back to Nigeria.





⁵ Government of Nigeria, Nigeria Centre for Disease Control. Available at https://covid19.ncdc.gov.ng//.

⁶ Government of Nigeria, Federal Ministry of Health. Available at www.health.gov.ng/.

Government of Nigeria, Presidential Task Force on COVID-19. Available at https://statehouse.gov.ng/covid19/infographics/.

⁸ Nigeria Centre for Disease Control, Risk Communication and Community Engagement Strategy: COVID-19 Prevention and Control in Nigeria (2020). Available at https://covid19.ncdc.gov.ng/media/files/UPDATED_RCCE_Strategy_web_version.pdf.

⁹ National Bureau of Statistics, COVID-19 Nigeria dashboards. Available at https://nigeria-coronavirus-response-data-hub-nbs-nigeria.hub.arcgis.com/.

¹⁰ Government of Nigeria, COVID-19 response: Revised quarantine protocol – Protocol for the Evacuation of Nigerians Stranded Abroad and Returnees/Persons Arriving in Nigeria from Any Country. 8 June 2020. Available at https://nidcom.gov.ng/wp-content/uploads/2019/08/COVID-19-RESPONSE_QUARANTINE-PROTOCOL.pdf.

¹¹ Azeezat Adedigba, *Premium Times*, Covid-19: UK, Nigeria govts cooperate to repatriate nationals. 8 May 2020. Available at www.premiumtimesng.com/news/top-news/392022-covid-19-uk-nigeria-govts-cooperate-to-repatriate-nationals.html.

¹² Al Jazeera, Nigeria repatriates stranded nationals amid coronavirus pandemic. 6 May 2020. Available at www.aljazeera.com/news/2020/5/6/nigeria-repatriates-stranded-nationals-amid-coronavirus-pandemic.



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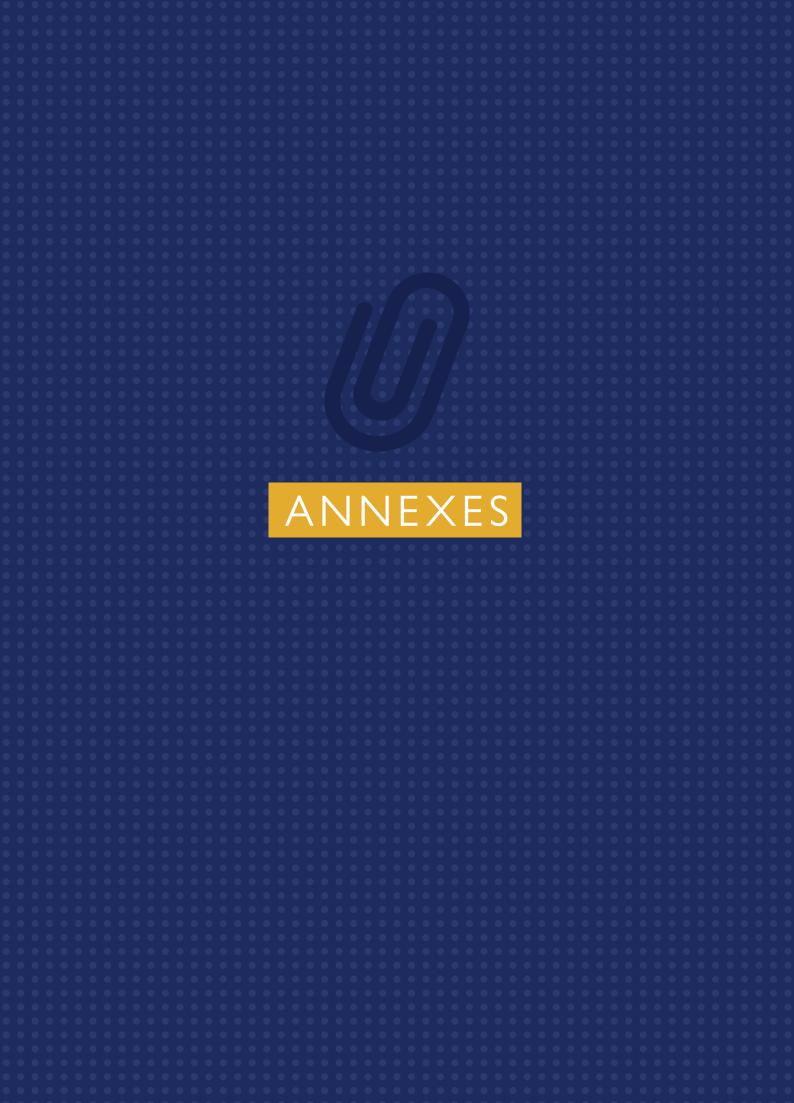
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Additional international conventions

Table 2. Signature and ratification of international conventions

Convention name	Ratified
ILO Convention concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour, 1999 (No. 182)	Yes (2002)
ILO Private Employment Agencies Convention, 1997 (No. 181)	No
ILO Discrimination (Employment and Occupation) Convention, 1958 (No. 111)	Yes (2002)
ILO Abolition of Forced Labour Convention, 1957 (No. 105)	Yes (1960)
ILO Forced Labour Convention, 1930 (No. 29)	Yes (1960)

MiGOF: Migration Governance Framework¹³

In an attempt to define the concept of "well-managed migration policies", the International Organization for Migration (IOM) devised a Migration Governance Framework (MiGOF), which was welcomed by the IOM Council in November 2015. For the purposes of the Migration Governance Framework, IOM defines governance as "the traditions and institutions by which authority on migration, mobility and nationality in a country is exercised, including the capacity of the government to effectively formulate and implement sound policies in these areas".

The Framework sets out the essential elements of "good migration governance" -3 principles and 3 objectives which, if respected and fulfilled, would ensure that migration is humane, safe and orderly, and that it provides benefits for migrants and societies.¹⁴ IOM's view is that a migration system promotes migration and human mobility that is humane and orderly and benefits migrants and society:

When it:

- (i) Adheres to international standards and fulfils migrants' rights;
- (ii) Formulates policy using evidence and a "whole-of-government" approach;
- (iii) Engages with partners to address migration and related issues.

As it seeks to:

- (i) Advance the socioeconomic well-being of migrants and society;
- (ii) Effectively address the mobility dimensions of crises;
- (iii) Ensure that migration takes place in a safe, orderly and dignified manner.

The MiGOF does NOT create new standards or norms. In drafting the Framework, IOM relied on its expertise and analytical work, as well as on existing commitments, non-binding declarations and statements. It does NOT address global migration governance that is the international architecture for dealing with issues related to migration and human mobility. Instead, the focus is on the governance and management of migration from the point of view of the State as the primary actor. It does NOT propose one model for all States. The Framework presents a "high road" or ideal version of migration governance, to which States can aspire.

The MiGOF is based on the understanding that, as the primary actor in migration, mobility and nationality affairs, a State retains the sovereign right to determine who enters and stays in its territory and under what conditions, within the framework of international law. Other actors – citizens, migrants, international organizations, the private sector, unions, non-governmental organizations, community organizations, religious organizations and academia – contribute to migration governance through their interaction with States and each other.

¹³ IOM Council, Migration Governance Framework, 106th session, C/106/40 (4 November 2015). Available at https://governingbodies.iom.int/system/files/en/council/106/C-106-40-Migration-Governance-Framework.pdf.

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The MGI process



1

Launch of the MGI process

The first step of the process is to explain what the MGI entails to key government officials, in order to ensure full understanding of the project and complete buy-in.



Data

The second step of the process is to start the collection and analysis of data, based on about 90 indicators grounded in the 6 dimensions of the MiGOF. A migration governance profile based on the analysis of the findings is then drafted and shared with the government counterparts.



Interministerial consultation

The third step of the process is to convene an interministerial consultation where all relevant ministries and other stakeholders discuss the good practices and main areas that could be developed further as identified in the draft migration governance profile, as well as priorities on the way forward. It is also an opportunity for them to comment and provide suggestions on the draft profile.



4

Publication of the report on the Global Migration Data Portal

After the migration governance profiles are finalized and vetted by government counterparts, they are published on the Global Migration Data Portal¹⁵ and uploaded on the IOM Publications Platform.¹⁶

¹⁵ You can find the profiles at https://migrationdataportal.org/overviews/mgi#0.

¹⁶ Please see https://publications.iom.int/.





www.migrationdataportal.org/mgi









