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Ghana: Migration Needs Assessment and Stakeholder Mapping

Assessment Report

September 2023



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17 Route des Morillons, 1218 Grand-Saconnex, Switzerland
Telephone: +41 22 717 911
Website: www.migrationnetwork.un.org

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Acronyms and abbreviations

AML	Anti-money laundering
BMP	Building Migration Partnership
BOSEC	Border Security Committee
CFT	Combating the financing of terrorism
CHRAJ	Commission on Human Rights and Administrative Justice
CSO	Civil society organization
DAOOP	Diaspora Affairs Office at the Office of the President
ECOWAS	Economic Community of West African States
EU	European Union
GCM	Global Compact for Safe, Orderly and Regular Migration
GIPC	Ghana Investment Promotion Centre
GIS	Ghana Immigration Service
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GSS	Ghana Statistical Services
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IOM	International Organization for Migration
MELR	Ministry of Employment and Labour Relations
MIDEQ	Migration for Development and Equality Hub
MMDA	Metropolitan, Municipal and District Assemblies
MoGCSP	Ministry of Gender, Children and Social Welfare
MojAGD	Ministry of Justice and Attorney General's Department
MTO	Money transfer operators
NDPC	National Development Planning Commission
NRSN	National Remittance Stakeholder Network
OECD	Organisation for Economic Co-operation and Development
OHCHR	Office of the United Nations High Commissioner for Human Rights
SWIMS	Social Welfare Information Management System
TIPIS	Trafficking in Persons Information System
UN	United Nations
UN DESA	United Nations Department of Economic and Social Affairs

UNHCR	UN High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNNM	United Nations Network on Migration
SDG	Sustainable Development Goal
WHO	World Health Organization

Executive summary

In 2018, Ghana adopted the Global Compact for Safe, Orderly and Regular Migration (GCM). The GCM is the first intergovernmentally negotiated agreement to cover all dimensions of international migration in a holistic and comprehensive manner. The United Nations (UN)-European Union (EU) Building Migration Partnership (BMP) Project aims to support the Government of Ghana to implement the GCM and other migration policies.

In this context, the International Organization for Migration (IOM), as Coordinator of the UN Network on Migration, conducted this migration needs assessment and stakeholder mapping to identify priorities to include in Ghana's forthcoming GCM Implementation Plan. This Assessment Report is the fruit of a two-month assessment exercise involving a documentary review and interviews with 40 key informants, aiming to:

1. Map Ghana's migration stakeholders (stakeholder mapping).
2. Analyse Ghana's legal and policy framework (migration governance analysis).
3. Identify gaps between Ghana's migration governance arrangements and implementation of the GCM (needs assessment).

Migration situation analysis

- **Immigration:** 84 percent of Ghana's immigrant stock originates from within the subregion, with intra-regional exchange intensifying following accession to the Economic Community of West African States (ECOWAS). These historical flows have been complemented in recent years by increasing extraregional migration.
- **Cross-border mobility:** Strong ties exist among the ethnic groups that Ghana shares with neighbouring countries, whose community members cross land borders frequently as part of their daily routine.
- **Internal migration:** More than a quarter of Ghanaians are internal migrants, with significant migration flows from the north to the relatively prosperous coastal south, and from rural to urban regions to which economic opportunities skew.
- **Emigration:** Most of the 1 million Ghanaians living abroad migrated regularly – mostly to other ECOWAS Member States (48 percent), Europe (29 percent) and North America (20 percent). The diaspora sent US\$4.66 billion home in 2022 – 6.4 percent of Gross Domestic Product – making Ghana the second largest recipient of remittances in West Africa. The Ghanaian diaspora also contributes through in-kind transfers, investment, philanthropy, knowledge transfer, and cultural engagement.
- **Irregular migration:** Many Ghanaians, as well as other migrants transiting the country, move irregularly, driven in part by economic pressures and the limited regular migration channels. At times, migrants call on the services of smugglers to help them migrate, including to the Middle East and via perilous trans-Saharan migration routes to North Africa and Europe. These routes are fraught with protection risks.

- **Regional security:** Many people enter and exit Ghana via the many unauthorized routes. The use of these routes by smugglers, traffickers, and other criminal elements poses challenges to national security. There are also growing concerns about violent extremism spilling over into the country, as well as an emerging humanitarian cross-border crisis.

Key issues and gaps

Institutional and policy coherence:

- **Inter-institutional coordination:** Per the GCM’s whole-of-government approach, coordination across migration governance can be strengthened by institutionalizing the National Coordination Mechanism and connecting it with the other coordination mechanisms and platforms discussed in this report.
- **Coherence in data collection and management:** Per GCM Objective 1, data collection and use to support the entire GCM could benefit from a strategic mapping and assessment of ways to manage, analyse, and share data. GCM Objective 1a to implement a comprehensive strategy merits consideration.
- **Policy coherence and coverage:** Given that the National Migration Policy is now seven years old and did not address all GCM priority areas, ways to complete Ghana’s policy framework can be explored. In this respect, the internal and inbound aspects of migration, migrant rights and migrant integration, as well as climate change as a driver of migration per GCM Objectives 2, 15, 16, 17 and 19 warrant particular attention.

Outbound labour migration

- **Regular pathways for emigration:** The shortage of regular labour migration opportunities drives the protection issues facing Ghanaian migrant workers. This implies a need to remove the ban on migration to the Gulf States, finalize bilateral labour agreements, and promote ethical recruitment, as called for in GCM Objectives 5 and 6.
- **Labour recruitment regulation and regularization:** To support GCM Objectives 5 and 6, the barriers to becoming a licensed employment agency require attention. Regularizing recruitment can also unlock the potential of the Government’s ongoing efforts to regulate recruitment, collect data on labour migration flows, and strengthen pre-departure orientation – all aligned with GCM Objectives 3, 5, 6, and 10.
- **Labour conventions:** The human rights-based guiding principle of the GCM implies a need for Ghana to accede to international labour conventions and further align national laws with international norms.

Border management and immigration

- **Development benefits of immigration and migrants’ human rights protections:** Ghana’s migration policy actions focus on outbound migration. Its immigration actions centre on border management, despite commitments to liberalizing subregional and continental mobility. This leads to inconsistencies in the frameworks that integrate and protect international migrants, engendering by default a large population of irregular migrants.

In support of GCM Objectives 5, 15 and 16, as well as the human rights-based and people-based guiding principles, there is a critical need to develop a national position on immigration and the human rights of migrants.

- **Integrated border management to bolster security and facilitate regular movements:** Managing borders in a secure and integrated way per GCM Objective 11 enables Ghana to counter security threats and also unlock the sustainable development opportunities that mobility presents. Digital technologies and enhanced cooperation can extend border controls to the unauthorized routes while enabling the movements of border residents and cross-border trade.
- **Statelessness:** Per GCM Objective 4e and the National Migration Policy (6.4.1), the Government needs to regularize the status of the stateless populations already identified.

Trafficking in persons and smuggling of migrants

- **Victim protection:** Deficiencies in the availability of victim shelters and social worker staffing shortages require responses in order to strengthen the protection of victims of trafficking per GCM Objective 10h.
- **Cooperation between prosecutorial agencies:** The current arrangements in which cases are prosecuted by different agencies warrant examination to determine the extent to which they constrain prosecution and the achievement of GCM Objective 10g. It may be necessary to clarify the criteria for determining prosecutorial authority, as well as enable the aggregation of nationwide prosecutions data.
- **Legal framework enhancements:** As different interpretations on the alignment between the UN Convention against Transnational Organized Crime and national legislation exist, it may be timely to review laws per GCM Objectives 9d, 9e, 10f and 10g, especially in relation to the proportionality of penalties for traffickers.
- **Identification of trafficking victims:** As labour and immigration authorities both conduct inspections of workplaces and other premises where migrants reside, work or study, there is a potential to utilize these to identify trafficking per the GCM's whole-of-government approach principle.
- **Data collection and management:** As the rollout of trafficking information management systems is partial and fragmented, it is necessary to enable the interoperability of the systems and ensure that key actors, especially law enforcement and social workers, can use them per GCM Objective 10j.
- **Civil registry and identity management:** As civil registry deficiencies impede counter-document fraud activities and weaken child protection, ongoing efforts to strengthen Ghana's civil registry system, per GCM Objective 4a, should be supported to ensure universal access to proof of legal identity.

Diaspora engagement and remittances


























































- **Inter-institutional coordination:** Per the whole-of-government GCM guiding principle, diaspora engagement could be better coordinated through the establishment of an inter-institutional platform. In addition, GCM Objective 20a to develop a roadmap to reduce remittance costs could enhance policy direction and coordination.
- **Diaspora political participation:** The obstacles to the diaspora exercising their legal right to political participation can be identified and removed to support the achievement of GCM Objective 19g.
- **Data collection:** In line with GCM Objectives 1 and 14e, digitalized databases could help map diasporas and identify their engagement needs. Remittance data collection could be better applied to understand the behaviours of senders and receivers, and support innovation (per GCM Objectives 19d, 19e, 20e and 20g).
- **Bank-led remittances:** The bank-led nature of Ghana’s remittance markets appears to impede the achievement of GCM Objective 20 and SDG Target 10.c. Alternative market structures that allow greater participation of non-bank remittance service providers (per GCM Objective 20d) could be explored as a longer-term remedy for high remittance costs, especially for intra-African transfers.
- **Access to remittances:** While financial inclusion is considered high, there is still room for greater use of digital remittances and products and services linked to them, especially in rural areas and for women, in line with GCM Objectives 20e and 20h, and the GCM’s people-centred and gender-responsive principles.
- **Remittance cost transparency:** As increasing foreign exchange rate margins explain a large proportion of recent increases in remittance transfer costs, enhanced regulatory supervision and enforcement of published exchange rates could enhance price transparency in remittance markets.

Return and reintegration

- **Management of the return and reintegration process:** The current return and reintegration processes are largely managed and funded by other stakeholders. In line with the GCM guiding principle on national sovereignty, the Government could take a greater management role in the pursuit of GCM Objective 21.
- **Sustainability of reintegration:** Drawing from associated actions g, h, and i, the reintegration aspect can be amplified to ensure reintegration sustainably benefits both the returning migrants and the communities to which they return. This means connecting returnees with livelihood opportunities and addressing the stigma and community acceptance challenges associated with migrant return.

Recommended GCM implementation priority areas

It is recommended that Ghana include the following priorities and GCM commitments in its forthcoming GCM Implementation Plan.

	Priority GCM commitments
1. Strengthen institutional and policy coherence and relevance	          
2. Create safe and regular pathways for labour migration	 
3. Manage inbound migration and borders in support of security and sustainable development	          
4. Prevent, combat and eradicate trafficking in persons and smuggling of migrants	          
5. Promote the sustainable development contributions and welfare of the diaspora	          
6. Facilitate sustainable and dignified migrant return and reintegration	          

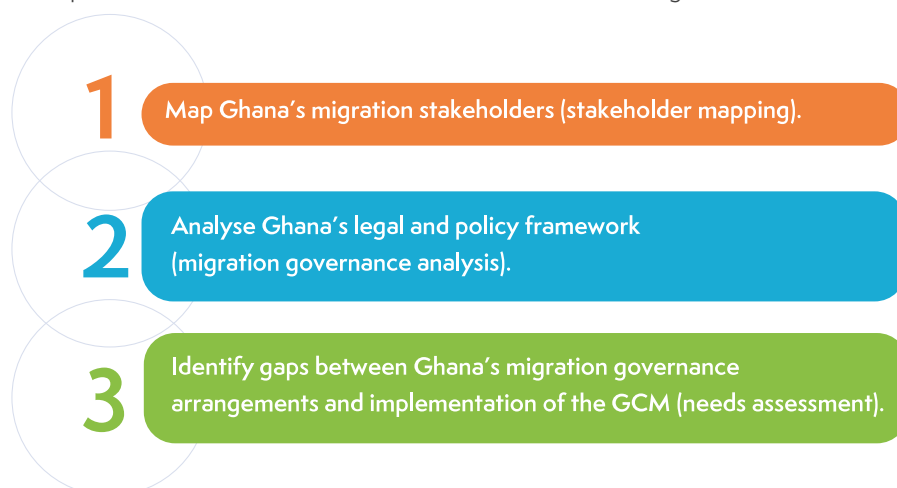
1. Introduction

In 2018, Ghana adopted the Global Compact for Safe, Orderly and Regular Migration (GCM). The GCM is the first intergovernmentally negotiated agreement to cover all dimensions of international migration in a holistic and comprehensive manner.

The United Nations (UN)-European Union (EU) Building Migration Partnership (BMP) Project, among other objectives, aims to support the Government of Ghana to implement the GCM and other national migration policies.

In this context, the International Organization for Migration (IOM), in its capacity as Coordinator and Secretariat of the UN Network on Migration (UNNM, hereafter “the Network”), conducted this migration needs assessment and stakeholder mapping (hereafter “the assessment exercise”) to identify policy priorities, actions and stakeholders¹ to include in Ghana’s forthcoming GCM Implementation Plan.

This Assessment Report is the fruit of a two-month assessment exercise aiming to:



The Assessment Report commences with an analysis of Ghana’s migration situation (Section 2) as a means to ground the needs assessment in the real migration issues, opportunities and challenges that the country faces. Section 3 presents the stakeholder mapping. This is followed in Section 4 by the static mapping of the institutional, legal and policy frameworks that make up Ghana’s formal migration governance. The principal analysis and findings in relation to the key policy issues and gaps identified are found in Section 5, before the report closes with recommendations regarding the priorities that the GCM Implementation Plan might include.

¹ The Assessment Report applies the Network’s definition of “stakeholders”, which encompasses the stakeholder categories listed in Tool 1 of the Network’s GCM implementation guidance (UNNM, 2023b): migrants and their families, diasporas, civil society organizations, local and regional government authorities, various policy sectors, local communities, national human rights institutions, private sector actors, academia, recruitment agencies, development cooperation partners, parliamentarians, trade unions, the media, children and young people, regional-level and country-level set-ups of the UN Network on Migration.

1.1 Methodology

1.1.1 Approach

The assessment exercise combined a documentary review with key informant interviews involving government actors and other stakeholders. The data collection tools and analytical frameworks drew from the Network's (2023b) GCM implementation guidance, which is designed to support UN Member States and stakeholders with GCM implementation planning (Annex 5 details the applications of the guidance to this exercise). The assessment exercise had three methodological components:

1. **Component 1:** Stakeholder mapping
2. **Component 2:** Migration governance analysis
3. **Component 3:** Needs assessment

1.1.2 Data collection

The **documentary review** encompassed contextual information about the BMP project, the Network's guidance on GCM implementation, national and international policy and legislative documents, and research and analyses on migration in Ghana. The bibliography outlines the sources cited.

Semi-structured **key informant interviews** were conducted with 40 key informants (18 men, 22 women) from the Government of Ghana, the country-level set-ups of the UN, and civil society organizations (CSOs). The interviews triangulated the findings from the documentary review and collected perspectives that informed the needs assessment component. The list of interviews conducted can be found in Annex 2, with Annex 3 listing the questions that guided the interviews.

1.1.3 Limitations

i. **Limited time or data collection:** The assessment exercise took place over two months, with a one-week field mission to Ghana and seven working days to compile the findings into this Assessment Report. This constrained the depth of the data collected. As a result, the assessment exercise gathered relatively rich data in some areas, leaving data gaps in others, as summarized in the table below.²

² The objectives listed in the first row naturally correlate with the issues that feature strongly in the Government of Ghana and other stakeholders' existing migration policy focus. The objectives listed in the next two rows contain issues that were raised less frequently in the literature and interviews. Some relate to issues that may be less relevant to the Ghanaian context, while others are relevant but receive less attention from government actors and stakeholders, and thus require further study. The later analysis provides further reflections in this regard.

Table 1: Level of richness in data collected

Relative level of data richness	GCM objectives
High	 1 DATA, 5 REGULAR PATHWAYS, 6 RECRUITMENT AND DECENT WORK, 10 ERADICATE TRAFFICKING, 11 MANAGE BORDER, 19 MIGRANT AND PASAPORTA CONTRIBUTIONS, 20 REMITTANCES
Medium	 2 MINIMIZE ADVERSE EFFECTS, 3 INFORMATION PROTECTION, 4 LEGAL IDENTITY AND DOCUMENTATION, 7 REDUCE VULNERABILITIES, 9 BORDER SMUGGLING, 12 SCREENING AND REFERRAL, 13 ALTERNATIVES TO DETENTION, 15 ACCESS TO BASIC SERVICES, 21 SKILLED RETURN AND REINTEGRATION, 23 INTERNATIONAL COOPERATION
Limited	 8 SAVE LIVES, 16 INCLUSION AND SOCIAL COHESION, 17 ELIMINATE DISCRIMINATION, 18 SKILLS DEVELOPMENT AND RECOGNITION, 22 SOCIAL PROTECTION

ii. **Limited documentation on policy implementation and institutional capacities:** While most of Ghana’s policies and laws are public, there is limited availability of information on implementation. Therefore, the assessment exercise’s reflections regarding policy implementation and gaps lean heavily on key informant perspectives.

iii. **Inclusivity of interview process:** While interviews were conducted with a wide range of government actors and UN agencies, the interview process could not include *all* relevant stakeholders.³ Some of the findings could thus benefit from further consultation and triangulation.

³ In particular, the following government actors and stakeholders were not interviewed (relevant GCM objectives in brackets): the National Disaster Management Organisation (NADMO) (Objectives 2, 21), the Ministry of Finance’s Financial Sector Division (Objective 20), the Bank of Ghana (Objective 20), the Ghana Police Service (Objective 10), the International Labour Organization (Objectives 5 and 6), migrant associations (Objectives 15 and 16), the Ministry of Local Government and Rural Development, and regional and local government authorities (Objective 16 and migration mainstreaming at the local level). Steps were taken to consult these organizations, but interviews could not be arranged during the assessment exercise. It is recommended to involve these stakeholders in subsequent steps of the GCM implementation process.

2. Migration situation analysis

Ghana is a country of origin, transit and destination for international migrants (IOM, 2019b). Its immigrant stock mainly comprises other West African nationalities. Approximately half its emigrant stock also resides within the subregion, with the remainder living predominantly in Europe and North America (UN Department of Economic and Social Affairs (UN DESA), 2020). Movements from Ghana's northern and central regions to the littoral south, and from rural to urban areas have long characterized internal migration (IOM, 2019b). Within all these migration flows, migrants and their communities of origin, transit and destination encounter both opportunities and challenges.

Intraregional migration and immigration

Migrants, particularly from within the subregion, have been moving to Ghana since precolonial times, especially due to the longstanding opportunities in the extractive and agricultural sectors (Ministry of Employment and Labour Relations (MELR), 2019). These intraregional exchanges intensified following Ghana's accession to ECOWAS in 1975 and the related 1979 ECOWAS Free Movement Protocols (Garba and Yeboah, 2022). Around 84 percent of Ghana's immigrant population originates from the subregion (UN DESA, 2020). Most work in the informal economy (MELR, 2019). Herders and their transhumant livestock originating mainly from Mali but also from Niger and elsewhere in the subregion also enter and exit Ghana in search of grazing pastures (Timpong-Jones et al, 2023).

Ghana's recent track record of relative political stability and economic prosperity, amidst a subregion facing political and economic tailwinds, has attracted migrants from across the wider African continent and beyond (IOM, 2022a), including from China and India (UN DESA, 2020).

Mobility of cross-border communities

Particularly strong ties exist among the ethnic groups that Ghana shares with neighbouring countries (IOM, 2022a). These ties, which pre-date national boundaries, mean that the inhabitants of these border communities cross land borders frequently as part of their daily routine, for work, study, trade and to visit friends and family (IOM, 2022a).

Internal migration

Internal movements are geographically biased toward the coastal south as economic opportunities skew towards the major southern cities (IOM, 2022a). This trend is also associated with more favourable environmental conditions in the coastal south, although this area is also vulnerable to climate change. The north is increasingly characterized by unpredictable rainfall and increased desertification due to climate change (ibid).

These internal migration flows create opportunities for migrants, the majority of whom are women (Ghana Statistical Services (GSS), 2023), as well as for their communities of origin, especially through remittance transfers and investments in the agriculture sector (Commonwealth Secretariat, 2021). At the same time, migrants, including children, are largely employed in informal sectors, where they face exploitation (IOM, 2022a). Their communities of origin, often rural, are impacted by a reduced workforce (Edwin and Glover, 2016), while urbanizing communities of destination face pressures on amenities (Commonwealth Secretariat, 2021).

Labour migration and diaspora engagement opportunities and challenges

Most of the estimated 1 million Ghanaians living abroad migrated regularly, mostly to other ECOWAS Member States (48 percent), Europe (29 percent) and North America (20 percent) (UN DESA, 2020). Ghana's diaspora community, relative to other West African emigrants, has more highly skilled professionals residing in Organisation for Economic Co-operation and Development (OECD) countries. This helps make Ghana the second largest recipient of remittances in West Africa (IOM, 2022a). Ghanaians abroad sent \$4.66 billion home in 2022, equating to 6.4 percent of Gross Domestic Product (World Bank, 2023). The Ghanaian diaspora also contributes through in-kind transfers, investment, philanthropy, knowledge transfer, and cultural engagement.

However, many Ghanaians, as well as other migrants transiting the country, move irregularly, driven in part by economic pressures, including high youth unemployment, as well as the limited regular migration channels (MELR, 2019). At times, migrants call on the services of smugglers to help them migrate to the Middle East and via the perilous trans-Saharan migration routes towards Europe (IOM, 2022a). As such, Ghanaians and other nationals transiting Ghana fall prey to exploitation, including trafficking in persons.

Regional security

Considering the subregion's history of mobility, particularly among cross-border communities, many people enter and exit Ghana via unauthorized routes (the Ghana Immigration Service (GIS) counts more than 250 such routes), a key factor rendering the national borders excessively porous (IOM, 2022a).

The use of these routes by smugglers, traffickers, and other criminal elements poses challenges to national security, especially given the increasing activities of violent extremist organizations operating in the Sahel region and the Lake Chad Basin (Government of Ghana, 2020).

While Ghana has remained relatively safe from terrorist attacks, there are growing concerns about violent extremism spilling over into the country, as well as the challenges of an emerging humanitarian cross-border crisis, with an estimated 2 million people internally displaced in Burkina Faso as of June 2023 (UN High Commissioner for Refugees (UNHCR), 2023).

Climate change and migration

Climate change impacts are already shifting patterns of mobility and those effects are expected to grow over time (Rigaud et al, 2018). In particular, sea level rise and changing hydrodynamics along the West African coast have resulted in increased coastal erosion. As a result, weather and climate extremes have increased in frequency and magnitude, triggering floods, droughts, and heat waves (ibid).

These factors will continue to drive migration in West Africa and beyond. By 2050, there could be 7.3 to 27.3 million migrants across the subregion (1-2 percent of the population) forced to migrate because of climate change (Clement et al, 2021).

3. Stakeholder mapping

Table 2 identifies stakeholders to Ghana’s GCM implementation. They are organized using the Network’s GCM implementation guidance stakeholder mapping tool. Annex 1 contains the full map, including the stakeholders’ roles, responsibilities and examples of work.

Table 2: Abridged stakeholder map

Stakeholder type	Representative or sample organizations
Migrants and their families	<p>Many hometown associations represent internal migrants. They are formed along the lines of specific regions or localities of origin or ethnic groups, such as:</p> <ul style="list-style-type: none"> • Asante, Kwahu, Nzima, Frafra, or Bono associations • Associations representing Fulani and other herders engaged in transhumance, such as the Fulani Association of Ghana (such groups can include internal and international migrants) <p>Organizations representing international migrants residing in Ghana, such as:</p> <ul style="list-style-type: none"> • Nigerian migrant associations across the country and their umbrella groups (e.g. the All Nigerian Community). Nigerian migrant associations are formed along the lines of regions or localities of origin (Edo State Association), profession (Nigerian Union of Traders Association in Ghana), faith (Hausa mosques or Yoruba churches), gender (Association of Nigerian Women in Ghana) or ethnic groups (Igbo Community in Ghana). • The High Council of Togolese in Ghana • The Indian Community in Ghana • The Ghana Association of Chinese Societies <p>Organizations representing returned migrants, such as the Dormaa East Migrants Association</p>
Diasporas	<p>Ghanaian diaspora organizations are found in major countries of destination, including Côte d'Ivoire, Italy, Nigeria, the UK and the United States:</p> <ul style="list-style-type: none"> • Pan-Ghanaian organizations (often called Ghanaian Unions) or umbrella platforms that bring together multiple Ghanaian organizations (Councils of Ghanaian Associations in the United States) • Organizations or hometown associations formed along the lines of regions or localities of origin (Bompata Citizens Association or Kyebi Fekuo in the UK) ethnic groups (Association of Ewes in Milton Keynes), faith (Ghanaian Methodist Fellowship UK), profession (Ghana Nurses Association UK), or educational alumni (University of Ghana Alumni Associations) <p>The Diaspora Affairs Office of the President counts 36 Ghanaian associations in Africa, 7 in the Americas, 16 in Asia, 17 in Europe, and 1 in Oceania.</p>
Civil society organizations (CSOs)	<p>National CSOs working on migration issues, including:</p> <ul style="list-style-type: none"> • Migrant Watch and Skilled Revolution Front • Sahara Hustlers Association • Migration Advocacy Center • Research and Counselling Foundation for African Migrants (RECFAM) • Africa Centre for Law and Accountability • Returnees Diaspora Integrated Development Organization • Bok Africa Concern • Caritas Ghana • SEWA Foundation Ghana

	<p>The Ghana CSOs Platform on Sustainable Development Goals (SDGs) brings together CSOs working on the SDGs. It has convenors specializing in specific SDGs, including Goal 10 which includes a target to facilitate orderly, safe, regular and responsible migration.</p> <p>National CSOs involved in protecting victims of trafficking and those with trafficking vulnerabilities, such as children, including:</p> <ul style="list-style-type: none"> • Social Mobilization Partners Against Child Labour (SOMOPAC) Network • Ghana NGO Coalition on the Rights of the Child (GNCRC) • Ghana Coalition of NGOs Against Child Trafficking (CNACT) <p>International think tanks who have published research and analysis on Ghanaian migration issues, including:</p> <ul style="list-style-type: none"> • German Development Institute • German Council on Foreign Relations
<p>Local and regional government authorities</p>	<p>All local and regional government authorities in Ghana (known as metropolitan, municipal and district assemblies (MMDAs)). Authorities in MMDAs particularly affected by migration flows include the following (involved in the GCM voluntary review process):</p> <ul style="list-style-type: none"> • Wa Municipal Assembly • North Tongu District Assembly • Accra Municipal Assembly <p>Local and regional government authorities, such as regional social welfare departments and district child protection committees, also play a role in the protection of victims of trafficking and migrants in vulnerable situations.</p>
<p>Local communities</p>	<p>Traditional leaders, including the rulers, chiefs, kings and queen mothers of Ghana’s numerous tribes, who are represented and intervene through various organizations and platforms, including:</p> <ul style="list-style-type: none"> • National and regional houses of chiefs and traditional councils • Queen Mothers’ Platform • Queen Mothers’ Foundation • National and Regional Peace Councils <p>Faith-based organizations and leaders, such as:</p> <ul style="list-style-type: none"> • Ghana Muslim Mission • Catholic Bishops Conference • Christian Council • Ghana Pentecostal Council • National Council for Christian and Charismatic Churches
<p>National Human Rights Institution</p>	<p>Commission on Human Rights and Administrative Justice (CHRAJ)</p>
<p>Private sector actors</p>	<p>Employers and industry representatives, including:</p> <ul style="list-style-type: none"> • Union of Traders Association • Association of Ghana Industries <p>Financial services providers engaged in remittances and financial services for migrants and diasporas, such as:</p> <ul style="list-style-type: none"> • Ecobank • MTN Mobile Money • ARB Apex Bank • Fidelity Bank • MFS Africa • Western Union
<p>Academia</p>	<p>Universities, research partnerships, researchers and academics working on migration in Ghana, including:</p> <ul style="list-style-type: none"> • University of Ghana, Centre for Migration Studies • Migration for Development and Equality (MIDEQ) Hub

Recruitment agencies	The Ghana Association of Private Employment Agencies and individual private employment agencies ⁴
Development cooperation partners	<p>Foreign governmental institutions that fund migration-related programmes and projects and the organizations that implement these interventions</p> <p>Donors who have funded migration-related programmes and projects include the development cooperation apparatuses of:</p> <ul style="list-style-type: none"> • EU • Government of the UK • Government of Denmark • Government of Germany • Government of the United States • Government of Switzerland • Government of the Netherlands • Government of Canada <p>Key implementing agencies who have implemented migration-related programmes and projects include:</p> <ul style="list-style-type: none"> • International Centre for Migration Policy Development (ICMPD) • Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) • Ibero-American Foundation for Administration and Public Policies (FIAPP) • Expertise France <p>UN agencies also implement migration-related programmes and projects funded by development cooperation partners. They are included under the dedicated category below.</p>
Parliamentarians	Members of Parliament and parliamentary select committees that discuss issues of relevance to migration, particularly those on Employment, Social Welfare and State Enterprises; Defence and Interior; and Foreign Affairs.
Trade unions	<p>Unions representing workers and industries impacted by migration, including:</p> <ul style="list-style-type: none"> • Domestic Services Workers Union • Transport Unions (e.g. Ghana Public Road Transport Union) • Graduate Unemployed Nurses and Midwives Association • Ghanaian General Agricultural Workers Union • Ghana National Association of Teachers (GNAT) • Ghana Employers Association (GEA) • Council for Indigenous Business Associations (CIBA) <p>The Ghana Trade Unions Congress (TUC) unites workers' organizations in Ghana.</p>
Media	<p>Online and traditional news and radio media who have reported on migration, as well as the platforms and organizations that bring multiple media organizations together, such as:</p> <ul style="list-style-type: none"> • Daily Graphic • GhanaWeb • Ghana Business News • Ghana Broadcasting Corporation • Ghana Journalists Association (GJA) • Ghana Independent Broadcasters Association (GIBA) • Ghana Community Radio Network • Media Foundation of West Africa (MFWA) • Human Rights Reporters Ghana

⁴ The members of the Ghana Association of Private Employment Agencies can be found at this link: <https://ghapea.com/index.php/news-style-1>.

<p>Children and young people</p>	<p>Platforms and organizations that represent or work to empower young people or work on related issues:</p> <ul style="list-style-type: none"> • The National Youth Authority and its Regional Youth Secretariats and District Youth Coordinators (a statutory public organization) • “Keep Fit” clubs present across the country • CSOs that focus on youth empowerment issues, such as Bok Africa Concern, Curious Minds, Youth Bridge Foundation, Centre for Muslim Youth in Peace and Development
<p>Regional and national set-ups of the UN Network on Migration</p>	<p>The UN Network for Ghana and other UN agencies working on migration issues:</p> <ul style="list-style-type: none"> • International Organization for Migration (IOM) • International Labour Organization (ILO) • United Nations Development Programme (UNDP) • United Nations Children’s Fund (UNICEF) • United Nations High Commissioner for Refugees (UNHCR) • United Nations Office on Drugs and Crime (UNODC) • United Nations Capital Development Fund (UNCDF) • International Fund for Agricultural Development (IFAD) • United Nations Population Fund (UNFPA) • United Nations Educational, Scientific and Cultural Organization (UNESCO) • World Food Programme (WFP)

4. Migration governance mapping

This section provides a snapshot of the institutional, legal and policy frameworks that make up Ghana's formal migration governance system.

It starts by outlining the national institutional framework – the governmental actors that regulate different areas of migration (Section 4.1). Section 4.2 examines the legal and policy framework, briefly outlining the international, continental, subregional and national frameworks that Ghana's migration governance encompasses. Annex 4 presents a more in-depth mapping of the national policy frameworks and actions implemented by the Government of Ghana in different thematic areas.

4.1 Institutional framework

The institutional framework for migration governance in Ghana comprises a wide range of ministries, departments and agencies managing different aspects of migration (see Table 3). The Migration Unit of the Ministry of the Interior is responsible for migration policy coherence and coordination (Ministry of the Interior, n.d.).

Although the 2016 National Migration Policy recommended the establishment of a Ghana National Commission on Migration to coordinate all migration-related issues in the country (Ministry of the Interior, 2016), such a platform has not been established. Until recently, the Inter-Agency Technical Working Group on Migration served as the only inter-institutional coordination mechanism on migration governance.⁵ Other coordination mechanisms include (ibid):

- The **National Labour Migration Technical Working Group**, established to coordinate implementation of the National Labour Migration Policy;
- The **Human Trafficking Management Board**, whose 13 governmental and non-governmental members are established in the Human Trafficking Act, 2005;
- The **National Remittance Stakeholder Network**, which brings together governmental and non-governmental (including private sector) actors;
- The **Border Management Working Group**, which brings together the actors working on border management;
- The **National Referral Mechanism for Return and Reintegration** (in the process of being established), which aims to bring together the different government actors and non-government stakeholders involved in return and reintegration;

⁵ Key informant interview, IOM (BMP project), 22 August 2023.

- The **Migration Data Focal Persons’ Network** (currently not operational), which brings together the different government actors who report migration data to the GSS.

Given the absence of an inter-institutional coordination mechanism covering all areas of migration governance, the BMP project is in the process of supporting the institutionalization of the National Coordination Mechanism (NCM), which brings together the governmental actors working on migration.

Table 3: Key ministries, departments and agencies responsible for migration governance in Ghana

Ministry	Department or agency	Migration governance roles and responsibilities
Ministry of the Interior	Migration Unit	Migration policy development and coordination
	Ghana Immigration Service	Border management, immigration law enforcement and prosecution, migration information
	Ghana Police Service	Counter-trafficking and counter-smuggling law enforcement and prosecution
	Ghana Refugee Board	Refugee and asylum affairs
	National Disaster Management Organisation	Disaster risk reduction and climate change risk management, including displacement impacts, reintegration of returnees
Ministry of Foreign Affairs and Regional Integration	Diaspora Affairs Unit	Diaspora engagement
	Multilateral Relations Bureau	Emigrant welfare
	Legal Bureau	Bilateral labour agreements
	Consular Bureau	Assistance to the diaspora
	Diplomatic missions	Assistance to the diaspora, including facilitating returns
Office of the President	Diaspora Affairs Office	Diaspora engagement
Ghana Investment Promotion Centre	Diaspora Investment Desk	Diaspora investment
Ministry of Employment and Labour Relations	Labour Department (Migration Unit, Employment Information Branch)	Labour migration information collection and provision, regulation of private employment agencies
	Policy, Planning, Monitoring and Evaluation Division (Labour Migration Desk, ILO Desk)	Conclusion of bilateral labour agreements, coordination of the National Labour Migration Policy
Ministry of Gender, Children and Social Protection	Human Trafficking Secretariat	Counter-trafficking response, protection of victims of trafficking, and support to migrants affected by gender- and age-based vulnerabilities
	Department of Social Welfare	
Ministry of Justice and Attorney General’s Office	Public Prosecutions Division	Prosecution of migration-related legal infractions, including trafficking in persons and smuggling of migrants, legal aspects of migration policy
Ministry of Finance	Financial Sector Division	Remittance transfers (policy aspects), financial education and inclusion
National Development Planning Commission		Integration of migration in development planning

Ghana Statistical Service		Migration data collection and management, integration of migration into censuses and household surveys
Bank of Ghana	Payment Services Department	Remittance transfers (supervision and regulation of banking and non-banking financial businesses)
	Banking Supervision Department	
	Fintech and Innovation Office	
Financial Intelligence Centre		Remittance transfers (anti-money laundering (AML)/combating the financing of terrorism (CFT) aspects)
Ministry of Tourism, Arts and Culture	Ghana Tourism Authority	Diaspora engagement in tourism and culture
Minerals Commission		Expatriate worker quotas in the mining industry
Petroleum Commission		Expatriate worker quotas in the petroleum industry
Ghana Enterprise Agency		Reintegration support (business support and training) to returnees and victims of trafficking

4.2 Legal and policy framework

4.2.1 International frameworks

The Government of Ghana has ratified a number of international legal instruments relating to migration, including the instruments and frameworks below, particularly relevant to GCM implementation (UNNM, 2023b). As the tables below show, Ghana has not ratified several key labour conventions.

Table 4: Human rights legal instruments ratified by Ghana

Instrument	Ratification status
1965 International Convention on the Elimination of All Forms of Racial Discrimination	Yes – 1966
1966 International Covenant on Civil and Political Rights	Yes – 1966
1966 International Covenant on Economic, Social and Cultural Rights	Yes – 2000
1979 Convention on the Elimination of All Forms of Discrimination against Women	Yes – 1986
1984 Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment	Yes – 2000
1989 Convention on the Rights of the Child	Yes – 1990 ⁶

⁶ Ghana has also ratified the Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict, but not the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography (OHCHR, n.d.).

1990 International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families	Yes – 2000
2006 International Convention for the Protection of All Persons from Enforced Disappearance	No
2006 Convention on the Rights of Persons with Disabilities	Yes – 2012

Source: Office of the United Nations High Commissioner for Human Rights (OHCHR), n.d.

Table 5: Other conventions and frameworks ratified by Ghana

International convention or framework	Ratification status
United Nations Convention against Transnational Organized Crime	Yes (accession) – 2012
Slavery Convention	Yes (succession) – 1963
United Nations Framework Convention on Climate Change	Yes – 1995
United Nations Convention to Combat Desertification	Yes – 1996

Source: UN Treaty Collection, n.d.

Table 6: International Labour Organization conventions on promoting decent work and labour migration

International convention or framework	Ratification status
Migration for Employment Convention of 1949 (ILO Convention No. 97)	No
Equality of Treatment Convention of 1962 (ILO Convention No. 118)	No
Migrant Workers Convention of 1975 (ILO Convention No. 143)	No
Convention on Decent Work for Domestic Workers of 2011 (ILO Convention No. 189)	No

Source: ILO, n.d.

Table 7: Other relevant international frameworks adopted by Ghana

International convention or framework
2030 Agenda for Sustainable Development, 2015
Addis Ababa Action Agenda, 2015
New York Declaration for Refugees and Migrants, 2016
Sendai Framework for Disaster Risk Reduction (2015-2030), 2015
New Urban Agenda, 2016
Global Compact for Safe, Orderly and Regular Migration, 2018

Source: UNNM, 2023b.

4.2.2 Regional frameworks

Ghana is a Member State of the ECOWAS and the African Union, both of which have introduced legal and policy frameworks aimed at liberalizing free movement of persons and trade. Table 8 lists the subregional and continental frameworks particularly relevant to Ghana’s migration governance.⁷

Table 8: Subregional and continental frameworks on migration

Authority	Framework	Key objectives
ECOWAS	Protocols relating to the Free Movement of Persons, Residence and Establishment, 1979	<ul style="list-style-type: none"> – Guarantee the rights of entry, residence and establishment to ECOWAS citizens
	Common Approach on Migration, 2008	<ul style="list-style-type: none"> – Facilitate free movement of persons within the ECOWAS region – Promote regular migration as an integral part of the development process – Combat human trafficking – Harmonize migration-related policies – Protect the rights of migrants and forcibly displaced persons – Recognize the gender dimension of migration
	General Convention on Social Security, 2019	<ul style="list-style-type: none"> – Guarantee the portability of social security rights of migrant workers in the formal sector, the accumulation of acquired rights by totalling periods of employment or contribution, and the payment of benefits abroad
African Union	Free Movement of Persons Protocol, 2018	<ul style="list-style-type: none"> – Facilitate continent-wide free movement of persons through the rights of entry, residence and establishment
	Migration Policy Framework for Africa and Plan of Action (2018-2030), 2018	<ul style="list-style-type: none"> – Promote comprehensive migration governance, with a focus on labour migration and education, diaspora engagement, border governance, irregular migration, forced displacement, internal migration, migration and trade

Sources: ECOWAS, 2019; African Union, 2018.

⁷ In addition, Ghana has been involved in intraregional and interregional inter-State dialogues and consultative processes on migration, including the Migration Dialogue in West Africa, the Mediterranean Transit Migration Dialogue, and the Euro-African Dialogue on Migration and Development (the Rabat Process).

4.2.3 National frameworks

Ghana’s national migration governance framework comprises:

- The National Migration Policy, which addresses most areas of migration governance.
- Policies, strategies and action plans that address more specific migration themes, such as the National Labour Migration Policy and the national action plans on trafficking in persons and smuggling of migrants.
- Development and sectoral policy frameworks that integrate migration, such as the Medium-Term National Development Policy Framework and the National Security Strategy.
- Legislation in relation to the policy areas identified, such as immigration and labour laws.

Tables 9 and 10 summarize the national policy frameworks and the GCM objectives that their commitments appear to address, while Table 11 summarizes relevant national legislation. Annex 4 contains more extended summaries – organized by thematic area⁸ – of the key policies and implementing actions.

Table 9: Overview of national policy frameworks directly related to migration

Thematic areas (relevant GCM objectives ⁹)	Policies	Key objectives
<p>International migration</p>	National Migration Policy, 2016	<ul style="list-style-type: none"> – Ensure coordination of migration governance – Enhance the potential of migration for development – Protect the rights of citizens and migrants – Facilitate production and dissemination of migration data – Counter xenophobia, discrimination, and gender inequality
<p>Labour migration</p>	National Labour Migration Policy (2020-2024), 2019	<ul style="list-style-type: none"> – Promote good governance of labour migration – Strengthen migrant worker protection and empowerment – Maximize the developmental impacts of labour migration – Strengthen labour market and migration information systems






⁸ The thematic areas used to organize the analysis in this report were selected based on how they are categorized by Ghanaian policy discussions.














⁹ The GCM objectives were selected where the related policy frameworks clearly referenced commitments that relate to those objectives.

<p>Border management</p> <p>1 DATA 11 MANAGE BORDERS</p>	<p>National Border Security Strategy, 2020</p>	<ul style="list-style-type: none"> – Unify the administration and enforcement of Ghana's borders – Facilitate efficient legitimate cross-border trade and travel – Combat cross-border threats such as human trafficking, human smuggling, and drug trafficking – Champion border security partnerships with stakeholders including border communities and international partners
<p>Diaspora Engagement</p> <p>1 DATA 19 MIGRANT AND DIASPORA CONTRIBUTIONS 20 REMITTANCES 22 SOCIAL PROTECTION</p>	<p>Diaspora Engagement Policy, 2023¹⁰</p>	<ul style="list-style-type: none"> – Promote capacity-building and enhancement of diaspora-homeland relationship. – Provide legal instruments and programmes that extend some rights and privileges to the diaspora – Strengthen systems for involving the diaspora in mobilizing resources for national development – Facilitate the production and dissemination of accurate and relevant data on the diaspora
<p>Trafficking in persons and smuggling of migrants</p> <p>9 COUNTER-SMUGGLING 10 ERADICATE TRAFFICKING</p>	<p>National Plan of Action for the elimination of human trafficking in Ghana (2022-2026), 2022</p>	<ul style="list-style-type: none"> – Prevent trafficking through advocacy and awareness-raising – Strengthen victim protection through provision of comprehensive care, enhancing “family-strengthening interventions” and building social worker and caregiver capacities – Enhance prosecutions, including by strengthening the legal framework – Strengthen partnerships with stakeholders internally and internationally
<p>Migration data</p> <p>1 DATA</p>	<p>National Migration Data Strategy, 2017</p>	<ul style="list-style-type: none"> – Identify stakeholders involved in migration data production and use – Identify migration-related data within agencies – Develop a strategy for an administrative, technical, and dissemination template for migration management and sharing in Ghana – Develop a template for data harmonization and aggregation/disaggregation that will support online transmission and data sharing across all agencies

¹⁰ While the Diaspora Engagement Policy has not been published or launched, key informants from the main institutions involved in its development confirmed that the Government has now formally adopted it.

Table 10: Overview of national development and sectoral policy frameworks that integrate migration

Thematic areas (relevant GCM objectives)	Policies	Migration-related commitments
<p>Development</p> 	<p>Medium-Term National Development Policy Framework (2022-2025), 2021</p>	<ul style="list-style-type: none"> – Improve population, civil registration and vital statistics management – Harness the benefits of labour migration for socio-economic development, including promoting more avenues for regular migration, promoting skills circulation, concluding international agreements on labour migration and social security portability – Harness remittances for national development – Improve coordination of migration governance – Maintain an identity-based population register for effective immigration management
<p>Security</p> 	<p>National Security Strategy, 2020</p>	<ul style="list-style-type: none"> – Improve labour migration governance through building the capacity of stakeholder institutions and coordination – Safeguard national land borders by developing a Land National Border Security Strategy, clearly identifying all persons entering and leaving Ghana, and strengthening and intensifying joint patrols and information sharing with counterparts in neighbouring countries
	<p>National Framework for Preventing and Countering Violent Extremism in Ghana, 2019</p>	<ul style="list-style-type: none"> – Register all foreign household help, foreign construction, and casual workers in Ghana “irrespective of the provisions of the ECOWAS and African Union treaties”
<p>Financial services</p> 	<p>Digital Financial Services Policy, 2020</p>	<ul style="list-style-type: none"> – Prioritize the digitization of payment use cases, including remittances – Authorize the receipt and payment of international remittances by e-money issuers
	<p>National Financial Inclusion and Development Strategy, 2018–2023</p>	<ul style="list-style-type: none"> – Increase competition among remittance service providers and lower costs by authorizing regulated specialized deposit-taking institutions and money transfer operators (MTOs) and fostering the use of electronic channels for remittances
<p>Disaster management and risk reduction</p> 	<p>National Disaster Management Plan, 2010</p>	<ul style="list-style-type: none"> – Manage forced displacement arising from disasters
<p>Climate change</p> 	<p>National Climate Change Policy, 2013</p>	<ul style="list-style-type: none"> – Address climate change and migration (dedicated Focus Area 9), predominantly through measures aimed at diversifying economic opportunities in communities of origin, facilitating internal migration and remittance flows, and strengthening safety nets

<p>Social protection</p>  	<p>National Social Protection Policy, 2015</p>	<ul style="list-style-type: none"> – Protect labour rights and promote safe and secure environments of all workers, including migrant workers
<p>Child protection</p>   	<p>National Plan of Action towards achieving Sustainable Development Goal (SDG) 8.7 Phase II for the elimination of the worst forms of child labour in Ghana (2017 – 2021)¹¹</p>	<ul style="list-style-type: none"> – Rural-urban migration for economic reasons is one cause of child labour, influenced by media reports or peers returning from cities. – Identify (through the National Youth Employment Agency) young adults at risk of child labour with a view to reducing migration from their localities – Conduct child rights sensitization, with emphasis on child labour and child trafficking, for judges, magistrates and other relevant staff of the judicial service and the Ministry of Justice and Attorney General’s Department (MoJAGD) – Sensitize the Ministry of the Interior, Ghana Police Service, GIS, Customs and Motor Traffic and Transport Department on child trafficking – Conduct studies on child trafficking and slavery
<p>Youth empowerment</p>    	<p>National Youth Policy (2022-2032), 2022</p>	<ul style="list-style-type: none"> – Contains a section on youth migration and mobility, which identifies risks of “rampant, ill-informed and injurious” migration, as well as the “unbearably high” rural-urban and transnational migration of young people – Identifies political, economic, social and environmental migration drivers and the risks and vulnerabilities to which young migrants are exposed – Facilitate safe placement of young migrant workers for national development
<p>Gender</p>    	<p>National Gender Policy, 2015</p>	<ul style="list-style-type: none"> – Integrate gender into government migration policies and programmes – Promote disaggregation of gender statistics on all migration records – Document benefits and remittances related to migration of men and women – Enforce instruments to reduce third party arrangements that lead women and girls to becoming victims of servitude in destination countries

¹¹ The new Ghana Accelerated Action Plan Against Child Labour 2023-2027 has been launched according to UNICEF, but was not yet published at the time of writing.

Table 11: Overview of relevant national legal frameworks

Thematic areas	Legislation	Key provisions
Citizenship, internal migration, immigration	Constitution, 1992	<ul style="list-style-type: none"> – Citizenship by birth and marriage – Free movement of Ghanaian citizens within Ghana
	Immigration Act, 2000; Immigration (Amendment) Act, 2012; Immigration Regulations, 2001	<ul style="list-style-type: none"> – Conditions for entry, residence and employment, and for the removal of foreign nationals – Criminalization of smuggling of migrants
	Immigration Service Act, 2016	<ul style="list-style-type: none"> – Organization and administration of the GIS
	Citizenship Act, 2000; Citizenship Regulations, 2001	<ul style="list-style-type: none"> – Requirements for acquisition of citizenship by naturalization
	Petroleum (Exploration and Production) Act, 1984; Minerals and Mining Act, 2006	<ul style="list-style-type: none"> – Granting of immigration quotas (by specified numbers of expatriate personnel) to holders of mineral/petroleum rights and exemptions from taxes on financial remittances
Labour migration	Labour Act, 2003; Labour Regulations, 2007; Labour Regulations, 2020	<ul style="list-style-type: none"> – Regulation of employment and labour issues, including requirement that foreign contracts include expenses for the journey and repatriation of the worker and accompanying family members – Definition (Labour Regulations, 2007) of private employment agencies and how they are regulated; prohibition of trafficking in persons and the employment of minors for work overseas; definition of conditions for foreign employment – Definition (Labour Regulations, 2020) of relationship between a domestic worker and their employer and requirement for domestic workers to have a written contract deposited with the District Labour Officer
	Ghana’s Investment Act of 2013	<ul style="list-style-type: none"> – Employment of key expatriate personnel by companies depending on the level of investment – Restrictions on migrants from engaging in “low capital economic activities” and from investing in businesses below a capital requirement threshold
Trafficking in persons	Human Trafficking Act, 2005; Human Trafficking (Amendment) Act, 2009; Human Trafficking Prohibition Regulations, 2015	<ul style="list-style-type: none"> – Definition of human trafficking – Guidance on sentencing (Human Trafficking Prohibition Regulations, 2015), including provisions stipulating that if a parent, guardian, or other person with parental responsibilities facilitates or engages in trafficking, they are liable to a fine, 5 to 10 years’ imprisonment, or both
Diaspora engagement	Dual Citizenship (Amendment) Act, 1996	<ul style="list-style-type: none"> – Dual citizenship
	Representation of the People’s Amendment Act, 2006	<ul style="list-style-type: none"> – Diaspora rights to vote in general elections
Remittances	Payment Systems and Services Act, 2019	<ul style="list-style-type: none"> – Guidelines for Mobile Money Operators and Agents

		<ul style="list-style-type: none"> - Expansion of scope (<i>vis-à-vis</i> predecessor 2003 Act) and provision of mandate to create a regulatory and supervisory environment for the fintech sector - New payment service provider licensing regime for financial institutions, non-bank financial entities and Mobile Money Operators - Requirement for non-bank financial institutions, including fintechs and international MTOs to be licensed
	<p>Foreign Exchange Act of 2006 (Act 723)</p>	<ul style="list-style-type: none"> - Establishment of Ghana’s foreign exchange regime, specifying that all payments be made by a bank or authorized dealer - Requirement for remittance providers to partner with a bank and use the daily interbank exchange rates published by the Bank of Ghana - Prohibition of non-bank entities from sending outbound remittances
	<p>Anti-Money Laundering Act, 2008</p>	<ul style="list-style-type: none"> - Requirement for all institutions in Ghana’s remittance market to put an AML/CFT programme in place following an internal risk assessment - Specific to MTOs, transaction origination data must be collected and, if agents are engaged, the effectiveness of their AML/CFT controls assessed
<p>Refugees and asylum</p>	<p>Refugee Law, 1992</p>	<ul style="list-style-type: none"> - Definition of refugees and their status - Refugees’ entry, admission and settlement in the country - Establishment of the Ghana Refugee Board

5. Key issues and gaps

The following paragraphs identify the policy issues and gaps that featured most prominently in the literature reviewed. The table provides a summary of the findings of this section, along with the GCM objectives that resonate most directly with the issues and gaps identified.

Table 12: Key policy issues identified and their linkages with the GCM

Issue	Relevant GCM objectives
Institutional coordination and policy coherence and relevance	
1. Inter-institutional coordination	
2. Coordination and management of data collection	1 DATA
3. Policy implementation and action planning	
4. Policy coverage of immigration, internal migration, and return and reintegration	15 ACCESS TO BASIC SERVICES 16 INCLUSION AND SOCIAL COHESION 21 SKILLED RETURN AND REINTEGRATION
5. Balance between internal migration and international migration priorities	15 ACCESS TO BASIC SERVICES 16 INCLUSION AND SOCIAL COHESION 19 MIGRANT AND DIASPORA CONTRIBUTIONS 2 MINIMIZE ADVERSE DRIVERS
6. Management of climate and environmentally induced migration	2 MINIMIZE ADVERSE DRIVERS
Outbound labour migration	
7. Protection concerns and pathways for regular migration	5 REGULAR PATHWAYS 10 ERADICATE TRAFFICKING 3 INFORMATION PROVISION
8. Regulation of the recruitment of migrant workers	6 RECRUITMENT AND DECENT WORK 10 ERADICATE TRAFFICKING 3 INFORMATION PROVISION
9. Bilateral labour agreements and organized labour mobility schemes	5 REGULAR PATHWAYS
10. Developmental challenges of outbound labour migration	19 MIGRANT AND DIASPORA CONTRIBUTIONS 18 SKILLS DEVELOPMENT AND RECOGNITION
Border management and immigration	
11. Implementation of ECOWAS protocols	5 REGULAR PATHWAYS 15 ACCESS TO BASIC SERVICES 16 INCLUSION AND SOCIAL COHESION 17 ELIMINATE DISCRIMINATION 11 MANAGE BORDERS
12. Porous borders	11 MANAGE BORDERS 9 COUNTER SMUGGLING 10 ERADICATE TRAFFICKING

13. Border insecurity and violent extremism	
14. Cooperation on border management and security	
15. Facilitation of the mobility of people and trade	
16. Pending statelessness	
Trafficking in persons and smuggling of migrants	
17. Victim protection and care	
18. Alignment of legal frameworks with international norms	
19. Cooperation between law enforcement and prosecutorial authorities	
20. Child and youth-related trafficking vulnerabilities	
21. Integration of trafficking into labour and immigration inspections	
22. Data collection and case management fragmentation	
23. Civil registry and identity management	
Diaspora engagement and remittances	
24. Inter-institutional coordination	
25. Geographic coverage and inclusivity of engagement	
26. Diaspora political participation	
27. Diplomatic capacities to serve, protect and engage the diaspora	
28. Data collection	
29. Bank-led remittance market structure	

30. Availability of diaspora-focused products and services	
31. Enforcement of official foreign exchange rates in remittance markets	
Return and reintegration	
32. Government role in the return and reintegration process	
33. Sustainability of reintegration	

5.1 Institutional and policy coherence

Issue 1: Inter-institutional coordination

The National Migration Policy intended to establish the Ghana National Migration Commission to coordinate migration governance and oversee the policy’s implementation. However, seven years later, the Commission has not been established.

This is despite the valid diagnosis: The Government’s approach to coordinating migration governance has lent itself to fragmentation. While the Migration Unit of the Ministry of the Interior is charged with coordinating all migration-related issues, it does not appear to have significant input into non-interior thematic areas like diaspora engagement and remittances. Even in the field of trafficking in persons, another unit of the Ministry¹² sits on the multi-stakeholder board that manages the Human Trafficking Secretariat.¹³

Second, as described in Section 4.1, various inter-institutional coordination platforms cover different areas of migration governance and involve differing configurations of government actors and stakeholders. Some areas do not have an inter-institutional coordination mechanism. For example, multiple departments work on different aspects of diaspora engagement.¹⁴

Given the GCM’s emphasis on the whole-of-government approach, the Government’s ongoing process to institutionalize the NCM could strengthen coordination by serving as an overarching platform for migration governance. The NCM’s provisions to form thematic working groups could connect discussions from the other existing thematic inter-institutional platforms.

¹² The Research Statistics and Information Management Directorate.

¹³ Key informant interview, Ministry of the Interior, 5 September 2023.

¹⁴ The Diaspora Affairs Office at the Office of the President, the Diaspora Unit of the MFARI and the GIPC Diaspora Investment Desk all have direct diaspora engagement responsibilities, not to mention the several ministries and departments that also participate less directly in diaspora engagement.

Issue 2: Coordination and management of data collection

Consistent mentions of migration data in policy frameworks, including the expired National Migration Data Strategy, suggest that GCM Objective 1 is a priority for Ghana. Furthermore, the Government has taken action to improve migration data collection, such as the GSS's work to integrate migration into national censuses and household surveys (in line with Objective 1g),¹⁵ and the National Labour Migration Policy's planned initiative to establish a labour migration information system.

However, several challenges hamper the achievement of GCM Objective 1. First, there is no mechanism or established procedure that maps, coordinates, shares and centralizes data reporting, which is largely compiled manually by different government actors. Key informants exhibited differing levels of awareness about which departments produce which data and how that data is or could be used to feed policy.¹⁶ Moreover, the GSS has found that its reporting requests to different departments are not consistently fulfilled; when they are, data are rarely disaggregated by characteristics critical to policymakers (age, sex, education, profession, skills and skill level, etc.) (UNNM, 2023a). The predominance of women in certain migration corridors is also not accurately captured due to migration data often not being disaggregated by gender (Awumbila and Setrana, 2021). This implies an opportunity to take a more gender-responsive approach as the GCM advocates.

In addition, the information management systems that different government actors use are fragmented, many set up with the assistance of different development cooperation partners. For instance, the two information management systems manage trafficking case data (see Section 5.4). However, they are used by different actors and are not interoperable.¹⁷ The GIS, meanwhile, uses two different Border Management Information Systems at different border crossing points that are not interoperable.

There also appears to be limited guidance to government actors on how the data collected should be managed and feed policymaking. For instance, migration data collected by the GIS are analysed and cascaded up to the GIS Management, but it is GIS Management who decides what analysis to pass onto the Ministry of the Interior.¹⁸

The Government is exploring the option of signing a memorandum of understanding for data-sharing between key migration actors as well as the digitization of current data collection processes, supported by the BMP project, to bridge these gaps.¹⁹ A more strategic mapping and reflection on the management of migration data and its use to support policymaking, along the lines of GCM Objective 1a to elaborate a comprehensive strategy, could address some of the issues identified while promoting the GCM's whole-of-government approach.

¹⁵ The GSS also analysed the census data and provided migration policy recommendations in an extensive thematic report on migration (GSS, 2023).

¹⁶ Under the previous IOM-implemented Ghana Integrated Migration Management Approach project, a Migration Data Management Team was established to discuss and regularly report data to the GSS. However, this group and its data-sharing procedure appear to have ended with the project (key informant interview, GSS, 5 September 2023).

¹⁷ Key informant interview, UNICEF, 8 September 2023.

¹⁸ Key informant interview, GIS, 8 September 2023.

¹⁹ Key informant interview, GSS, 5 September 2023.

Table 13: Key data collection processes identified

Actor	Data collection identified
GSS	<ul style="list-style-type: none"> - Census data (place of birth, nationality, reason for migration) - Household survey data
GIS	<ul style="list-style-type: none"> - Entries/exits - Migration flows - Returns - Visas/permits issued - Repatriations and deportations - Arrests, prosecutions, convictions, detentions (including on trafficking in persons)
Ghana Police Service	<ul style="list-style-type: none"> - Trafficking in persons-related data (unverified)
Ministry of Gender, Children and Social Protection (MoGCSP)	<ul style="list-style-type: none"> - Trafficking in persons victim case management
MELR	<ul style="list-style-type: none"> - Labour emigrants facilitated by licensed private employment agencies
Bank of Ghana	<ul style="list-style-type: none"> - Volume of inbound and outbound remittances
GIPC	<ul style="list-style-type: none"> - Diaspora investment
Ministry of Foreign Affairs and Regional Integration (MFARI)	<ul style="list-style-type: none"> - Ghanaians abroad registered at diplomatic missions

Sources: Key informant interviews.

Issue 3: Policy implementation and action planning

Ghana has a relatively comprehensive migration policy framework, comprising the overarching National Migration Policy, specific thematic migration policies, and development and sectoral policies that integrate migration. However, many of these policy documents address the same or similar aspects of migration with differing focus, framing and actions.²⁰

Most policy documents reviewed also tend to contain general commitments that are not linked to clear actions and timelines (Segadlo, 2021), or systematic monitoring and evaluation. While the National Migration Policy and its action plan have not been evaluated, the National Labour Migration Policy does seem to benefit from more structured implementation. These factors, in conjunction with budgetary constraints (UNNM, 2023a), may have engendered the well-documented policy implementation challenges (Gopsill et al, 2023; Mouthaan, 2019).

²⁰ For instance, themes like migration data, labour migration and diaspora engagement are recurrent themes in the National Migration Policy, National Labour Migration Policy, Diaspora Engagement Policy, among others.

The forthcoming GCM Implementation Plan could play a role in operationalizing some of Ghana's existing migration policies. As opposed to comprehensively covering every aspect of migration, its value may lie in selecting a smaller number of key actions to prioritize in the coming two to three years.

Issue 4: Policy coverage of immigration, internal migration, and return and reintegration

While the National Migration Policy and National Labour Migration Policy touch on almost every area of migration, the Government's actions centre on outbound labour migration (GCM Objective 5), border management (GCM Objective 11), trafficking in persons (GCM Objective 10), and diaspora engagement (GCM Objectives 19 and 20).

However, the migration situation analysis (Section 2) and key informant interviews revealed significant migration issues that receive less policy action:

- Immigration (beyond border control and enforcement);
- Internal migration;
- Return and reintegration.

With immigration, the current focus seems to be on border management, security and control. Despite the longstanding and significant presence of ECOWAS migrants, the growing numbers of extra-regional migrants, and emerging issues of subregional forced displacement, no policy document provides a clear national position harnessing immigration for the benefit of affected communities and migrants themselves, as well as how protecting migrants' rights. In other words, there is limited policy emphasis on GCM Objectives 5 (from an inbound perspective), 15, 16 and 17.

It is critical to prioritize further reflection on these issues from human rights-based and people-centred perspectives per the GCM guiding principles, especially the observed low awareness of migrants' human rights on the part of migrants, law enforcement agents, service providers and the public at large (UNNM, 2023a). The CHRAJ has a particular role to play in engaging with the representatives of these groups to strengthen migrants' human rights protection. It may also be possible to mainstream such considerations into the committee set up to report and follow up on international human rights mechanisms like the Universal Periodic Review.²¹

Second, while internal migration has long been recognized as a development challenge and opportunity (albeit with greater emphasis on the former) and receives attention in the National Migration Policy, the Government's actions on migration are skewed towards international migration. This point is explored further below.

Finally, while the National Migration Policy and National Labour Migration Policy recognize the need to facilitate return and reintegration for Ghanaian migrants in challenging situations (per GCM Objective 21), most of the process does not involve the Government. This point is explored further in Section 5.6.

²¹ Key informant interview, CHRAJ, 24 August 2023.

Issue 5: Balance between internal and international migration policy priorities

Ghana is a highly mobile country. The 2021 census found the 28.9 percent of the population are internal migrants, the majority of which are women and girls (GSS, 2023). Several studies, the National Migration Policy and the National Medium-term Development Policy Framework (2022-2025) acknowledge internal migration issues.²²

The National Medium-term Development Policy Framework mentioned an initiative to mainstream migration into District Development Plans, which may bring more of a sustainable development focus to the policy area per the GCM guiding principle, and support GCM Objective 19b (integrate migration into local policies). However, internal migration merits a more strategic examination of issues and policy options, as well as a consideration of the capacities of local and regional government authorities to integrate migration into development planning.

Issue 6: Management of climate and environmentally induced migration

Highlighted in Section 2 and strongly connected with the internal migration issues described above, environmental and climate changes are drivers of migration, which in turn can serve as an adaptation strategy. Ghana continues to experience migration flows from rural hinterlands towards the more climate-vulnerable littoral urban regions. Despite the National Migration Policy and the National Climate Change Policy setting broad objectives to address these interlinkages, the assessment exercise could not identify specific actions to mitigate these phenomena.

In line with GCM Objective 2 (notably associated actions b, i and j) and the GCM sustainable development approach guiding principle, there is scope to build additional environmental and climate change considerations into local development planning to better mitigate environmental and climate-related risks, as well as to integrate displacement considerations into disaster preparedness strategies.

²² Internal migration issues identified include the challenges of mismanaged urban growth and reduced workforce in the northern sector and its impact on agricultural production (Edwin and Glover, 2016; UN General Assembly, 2022; (GSS, 2022)), and the contributions of remittances to rural investment (Commonwealth Secretariat, 2021). Protection risks in internal migration have also been documented, with young migrants at risk of exploitation (IOM, 2022a; UN General Assembly, 2022), crime and unemployment (Commonwealth Secretariat, 2021), as well as increased health risks (ibid).

5.2 Outbound labour migration

Issue 7: Protection concerns and pathways for regular migration

While Ghanaian labour migrants reside most significantly within the subregion and in OECD countries, regulating outbound labour migration²³ appears to have come to the fore following reports of protection issues in the Gulf States, especially those affecting male migrant construction workers and female domestic workers.²⁴

In response to these reports, in 2017 the Government introduced a temporary ban on recruitment by private employment agencies to the Gulf States (MELR, 2019). Studies have shown that the ban has pushed migration through informal channels and increased migrants' vulnerability to trafficking (Akwei, 2017; IOM, 2019a; Department of State, 2023).

As such, ameliorations to the Government's current framework could support achievement of its national policies and the GCM Objectives 5 and 6 to create such regular pathways and promote ethical recruitment. This could include removing the ban, regularizing and regulating the recruitment of migrant workers, concluding bilateral labour agreements, strengthening migration information provision (Commonwealth Secretariat, 2021; Arhin-Sam, 2021),²⁵ ratifying the key labour conventions (especially the Domestic Workers Convention, 2011 (No. 189)) (Agyeman et al, 2019), and strengthening the protection of Ghanaians abroad.

Furthermore, the Government's efforts to create regular migration pathways seemingly focus on extraregional labour migration opportunities. There appears, however, to be scope to further promote intraregional and continental labour mobility, for which labour migration frameworks are already in place.

Issue 8: Regulation of the recruitment of migrant workers

Pivotal to the achievement of both GCM Objectives 5 and 6 is associated action 6c to improve regulations on recruitment agencies. In principle, the Government has in place a framework that allows migrant workers to be recruited through licensed private employment agencies and to participate in organized labour migration schemes. This, in principle, would give labour migrants access to pre-departure training and registration with the MELR. However, in practice most migrants appear to use informal labour recruiters, at times transiting through neighbouring countries and heightening risks of exploitation.^{26,27}

²³ The Government officials and other stakeholders interviewed generally use the term labour migration to refer to outbound labour migration.

²⁴ Scarce data are available on the number of Ghanaian migrants in the Gulf region (Rahman and Salisu, 2023; Agyeman et al, 2019), with some suggesting up to 75,000 Ghanaians working in Gulf Cooperation Council States (Rahman and Salisu, 2023).

²⁵ Key informant interview, Ghana Trade Unions Congress, 7 September 2023.

²⁶ Key informant interview, SEWA Foundation, 5 September 2023.

²⁷ The MELR Labour Department records the numbers of migrant workers utilizing the regular channels. The latest annual reporting period counted around 300 migrant workers, all of whom participated in the same labour migration scheme to the Seychelles (key informant interview, MELR, 4 September 2023).

While only 98 of the 200 recruitment agencies operating in Ghana are registered with the MELR Labour Department,²⁸ itself a potential protection gap (IOM, 2022a), there appears limited scope for informal labour recruiters to regularize their operations, which requires the payment of license fees and a security deposit of GHS 29,900,²⁹ among other registration requirements. The MELR Labour Department's current focus appears to be on strengthening enforcement of regulations and encouraging licensed recruiters to agree to a code of conduct.³⁰ The Government is also reviewing the Labour Act, 2003,³¹ which does not prohibit recruiters and employers from charging or shifting recruitment fees to migrant workers as GCM Objective 6c advocates.

There appears to be scope to complement efforts to strengthen regulation by determining ways to work with labour recruiters to create regularization pathways that retain protection safeguards, thereby diverting labour migration flows towards regular pathways.

Issue 9: Bilateral labour agreements and organized labour mobility schemes

The need to conclude labour agreements (per GCM Objective 5a) with key destination countries (Gopsill et al, 2023; IOM, 2019a; Commonwealth Secretariat, 2021) is recognized as a government priority.

As highlighted in Annex 4, the Government has signed bilateral labour agreements with several key countries of destination – touted as a prerequisite to removing the migration ban – but they are still not finalized.³² There is an urgent need to identify and complete the remaining steps.

Issue 10: Developmental challenges of outbound labour migration

The emigration of highly skilled professionals creates development opportunities and challenges. The issue is particularly acute and entrenched in relation to health care workers, with one study finding that in 2009 over 24 percent of Ghana-trained nurses left to work abroad (Allen, 2015). More than 1,200 Ghanaian nurses joined the UK's nursing register in 2022 alone (Grimley and Horrox, 2023).

The Government has sought the assistance of the World Health Organization (WHO) to influence countries of destination to reduce the active recruitment of health professionals from their countries (Anarfi and Agyei, 2010).³³

Ghana's challenge remains to create opportunities for Ghanaian skilled professionals at home (per GCM Objective 2) and abroad (per GCM Objectives 5 and 18), whilst ensuring that Ghana makes the most of the developmental potentials of diaspora engagement (GCM Objectives 19 and 20) and cooperation with countries of destination to help mitigate some of the negative impacts of labour migration.

²⁸ Clarification made by the MELR on 27 September 2023.

²⁹ Clarifications made by the MELR on 27 September 2023. Equivalent to \$2,573 at the time of writing.

³⁰ Key informant interview, MELR, 4 September 2023.

³¹ Key informant interview, MoJAGD, 1 September 2023.

³² They either await finalization by the Ministry of Foreign Affairs and Regional Integration (MFARI) or parliamentary approval (key informant interview, MELR, 5 September 2023).

³³ Ghana features on WHO's health workforce support and safeguards list 2023.

5.3 Border management and immigration

Issue 11: Implementation of ECOWAS protocols

The ECOWAS Free Movement of Persons Protocols, the National Migration Policy and the National Labour Migration Policy aim to facilitate free subregional movement of persons. These policies support the achievement of GCM Objective 5 (particularly associated action 5b) and other GCM commitments.

Ghana has made strides towards implementing the ECOWAS Protocols,³⁴ while the Government has also signed the African Union Free Movement of Persons Protocols. However, hindrances to the implementation of free movement remain, along with protection issues facing ECOWAS migrants, especially those in the informal sector (IOM, 2022a). For instance, many enter without travel documents and face delays or harassment at the borders (Gopsill et al, 2023; Ghana Business Network, 2023). Work permits are in principle only issued to migrant workers, including ECOWAS citizens, when there is proof that their skills do not exist locally (Awumbila et al, 2019). There are also legal restrictions on ECOWAS citizens' employment in the retail and public sectors, with the National Labour Migration Policy identifying contradictions between the Ghana Investment Act and free ECOWAS movement. These factors contribute to most migrants working in the informal sectors, implying that much of Ghana's immigrant population is in an irregular situation.

Anti-migrant sentiment adds a layer to these challenges (Arhin-Sam, 2021). There have been repeated clashes between Nigerian and Ghanaian traders as well as forced closures of Nigerian-owned enterprises. Conflicting narratives exist: Some report the events as xenophobic attacks, while others deem them a matter of conflicting legislation (ibid). As such, GCM Objectives 16 and 17 hold particular relevance to the Ghanaian context.

While many key informants suggested that the immigration laws on irregular ECOWAS migrants are leniently enforced and that, in general, international migrants face few practical barriers to accessing basic services (per GCM Objective 15), the irregular situation in which such large numbers of migrants find themselves may constrain their ability to exercise their rights and fully participate in sustainable development. Although the assessment exercise collected only limited data on these issues, the numbers of migrants being arrested and repatriated or deported³⁵ suggest the need for further investigation into the opportunities and challenges of migrants residing in Ghana.³⁶ Moreover, as suggested by the GSS (2023) and the National Labour Migration Policy, the Government may need to reconcile the legal framework to streamline the private informal sector and promote the implementation of the ECOWAS Protocols, ideally in consultation with migrant associations and trade unions per the GCM's emphasis on whole-of-society, human rights-based and people-centred principles.

³⁴ Progress includes abolishing visa and entry requirements, adopting the ECOWAS passport, and harmonizing migration forms (Gopsill et al, 2023).

³⁵ According to the NDPC's 2021 National Annual Progress Report on the Implementation of the Medium-term National Development Agenda (2022), the GIS in 2021 conducted 5,338 inspections at companies, residential sites, hotels, and educational institutions, resulting in the arrest of 20,582 foreign nationals, the detention of 804 people, and the return of 22,109 to their home countries.

³⁶ Discussions at the BMP project workshop in July 2023 noted that a study is underway examining migrants' access to social services.

Issue 12: Porous borders

The large number of irregular crossing points hampers border management. The GIS indicates that there are currently 45 approved terrestrial points of entry and 67 unauthorized ones (IOM, 2022a). In some cases, these routes are used by border communities that have legally enshrined rights to cross-border mobility (see Issue 14). In other cases, these routes are exploited by traffickers, smugglers and other criminal elements.

To support the achievement of GCM Objective 11 to manage borders in an integrated, secure and coordinated manner, effective management of these unauthorized routes is paramount. This means applying additional human resources and technological solutions to better identify and monitor these routes.

Issue 13: Border insecurity and violent extremism

The increasing activities of violent extremist organizations in the Sahel region and instability in neighbouring countries such as Burkina Faso have elevated border security concerns (IOM, 2022a). At the same time, large numbers of displaced populations are crossing into Ghana in search of safety.

These trends imply a need for the GIS and other border management and security agencies to strengthen their capacities to counter threats of violent extremism, including capabilities to conduct intelligence operations and to cooperate with each other, as well as with border communities and counterparts in neighbouring countries.

At the same time, there is a critical protection function to provide persons of concern with a safe haven.³⁷ While the GCM does not specifically address refugee and asylum concerns (addressed in the Global Compact on Refugees), it emphasizes the need to align with human rights obligations.

The needs of both those seeking asylum and the communities that receive them are dual priorities to which GCM implementation can respond. Reports of perceived insecurity and negative impacts on services among the border communities that host refugees and asylum seekers imply the need to strengthen engagement with community leaders (UN, 2023). They further underscore the need to integrate migration considerations into local planning, in line with GCM Objectives 15 and 19b, to ensure that service provision accounts for increased demand and the specific needs and vulnerabilities of women and children seeking asylum, in line with the GCM's gender-responsive and child-sensitive guiding principles.

Issue 14: Cooperation on border management and security

Critical to promoting border security is enhancing cooperation – both collaboration across government agencies and cooperation between national authorities and their counterparts in other countries.

On the former, border authorities responsible for immigration, policing, customs, narcotics control, and firearms require clear inter-agency coordination modalities. They currently cooperate through Border Security Committees (BOSEC) convening *ad hoc*.³⁸ These cooperation modalities require clarification and strengthening, including

³⁷ In July 2023, the UNHCR expressed concern about reports of forced deportations of Burkinabé citizens, mainly women and children, seeking safety and protection in Ghana (UNHCR, 2023).

³⁸ Key informant interview, IOM (Border Management), 8 September 2023.

through training and procedural development, to institutionalize their roles and information-sharing approaches (ibid). Cooperation with counterpart border management and security authorities in neighbouring countries is also pivotal, as recognized in GCM Objective 11a.

Issue 15: Facilitation of the mobility of people and trade

While the Government's border management focus is understandably on bolstering border security to counter terrorism and other transnational crime, there is an imperative – at times overshadowed – to facilitate the movements that its policies permit, including border communities' mobility, refugee movements, and intra-regional trade.

In particular, the Immigration Act, 2000 recognizes the rights of border community residents to cross borders for the purpose of attending to routine economic or social matters. These residents exercise these rights via both unauthorized and official border crossing points. The system of control revolves around border management officers manually recognizing faces,³⁹ as many border residents do not possess travel documents (ibid). GCM Objective 11b appears germane here, as applying technology could systematize the secure identification of border community residents.

In addition, Ghana is positioned along the Abidjan–Lagos Corridor, a major African trade artery. Given Ghana's engagement in subregional and continental trade liberalization, applying technology and streamlining border processes to securely facilitate these movements, such as through single-window systems and verified trader schemes, can integrate a sustainable development and people-centred approach into border management.⁴⁰ Such approaches need to consider the needs of small-scale cross-border traders, many of whom are women, who may be disproportionately impacted by onerous border control processes (ibid).

Finally, and as highlighted in Section 2, herders and their transhumant livestock frequently cross borders. These movements have been associated with tensions between herders and host communities. It is thus critical that the Government continue engaging with stakeholders representing the populations involved to prevent and resolve conflicts, as well as to strengthen intercommunal cohesion and understanding per GCM Objectives 16 and 17.

Issue 16: Pending statelessness

Several population groups are at risk of statelessness,⁴¹ thereby constraining achievement of GCM Objective 4. In recent years, and in line with the National Migration Policy's objectives to identify and address statelessness, the Government drafted – but never adopted – an action plan to resolve these issues.⁴²

As called for by the National Report to the Human Rights Council (UN General Assembly, 2022) and in line with GCM Objective 4e, it is necessary to collect data on stateless persons and groups at risk of statelessness, review the nationality legislation with a view to bringing it into line with the international standards on the prevention and

³⁹ Key informant interview, IOM (Border Management), 8 September 2023.

⁴⁰ Key informant interview, IOM (Border Management), 8 September 2023.

⁴¹ These include nomadic Fulanis, former Liberian and Sierra Leonean refugees, border community residents, persons affected by gaps in previous constitutions, and the descendants of persons who lived near the colonial castles (Atuguba, Tuokuu and Gbang, 2020).

⁴² Key informant interview, UNHCR, 30 August 2023.

reduction of statelessness, update the draft national action plan to end statelessness, and put in place a legal framework for the protection of stateless persons. In line with the GCM's human rights-based principle, it has been recommended that Ghana ratify the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa and accede to the Convention relating to the Status of Stateless Persons and the Convention on the Reduction of Statelessness (UN General Assembly, 2022).

5.4 Trafficking in persons and smuggling of migrants

Issue 17: Victim protection and care

According to several key informants, Ghana has made relatively strong progress in countering trafficking in persons but nevertheless requires additional support when it comes to victim protection and care (per GCM Objective 10h) (US Department of State, 2023).^{43,44}

Observers reported insufficient shelter capacity and staff to manage the shelters, especially for child and adult male victims (US Department of State, 2023).⁴⁵ A significant shortfall in the general recruitment of social workers has also been identified,^{46,47} linked to funding deficits identified by UNICEF (2022).⁴⁸ In addition, constraints on victims' access to justice (and thus achievement of GCM Objective 10h) led to instances of victims of trafficking lacking the resources required to participate in prosecutions.⁴⁹ Ghana's counter-trafficking efforts are understood to be further impeded by an underreporting of gender-based violence due to issues including stigma.⁵⁰

Issue 18: Alignment of legal frameworks with international norms

The Human Trafficking Act, 2005 and its 2009 amendment define and criminalize trafficking in persons, while prescribing penalties broadly in line with the UN Protocol on Trafficking in Persons and per GCM Objective 10f (US Department of State, 2023). However, the 2015 regulations for the Act stipulate that if a parent, guardian, or other person with parental responsibilities facilitates or engages in trafficking, they are liable to a fine, 5 to 10 years' imprisonment, or both. By allowing for a fine in lieu of imprisonment, some considered these penalties incommensurate with those for other serious crimes, such as rape (ibid).

⁴³ Key informant interview, Ministry of the Interior, 5 September 2023; key informant interview, IOM (Migrant Protection and Assistance), 8 September 2023; key informant interview, UNICEF, 8 September 2023.

⁴⁴ Officials reportedly referred all 578 victims to government shelter services or NGOs for care (US Department of State, 2023). The Government operated one shelter for women trafficking victims and another for child trafficking victims. Two government-run shelters for child abuse victims also accommodated child trafficking victims. Officials could also refer victims to 12 private shelters, including two that could accommodate adult male victims (ibid).

⁴⁵ Key informant interview, Ministry of the Interior, 5 September 2023; BMP workshop May 2023.

⁴⁶ Key informant interview, UNICEF, 8 September 2023.

⁴⁷ According to UNICEF, only 4 of the 261 districts have met the minimum staffing requirement. Overall, staffing levels are 55 percent below the minimum guidelines.

⁴⁸ UNICEF found that only 51 percent of the appropriated 2021 budget of the Government's Human Trafficking Fund was disbursed.

⁴⁹ Key informant interview, MoJAGD, 7 September 2023.

⁵⁰ Key informant interview, UNICEF, 8 September 2023.

As mentioned in GCM Objective 10g and alluded to in the Government's counter-trafficking National Plan of Action (which contains the action to review human trafficking laws), there is scope to bring the legal framework further in line with the UN Protocol by ensuring all traffickers receive custodial sentences. However, key informants interviewed demonstrated support across Government for retaining the 2015 regulations, as they intend to account for the way in which the fostering of children occurs in Ghana.⁵¹

On a related note, gaps have also been highlighted in the legislation pertaining to the smuggling of migrants. In particular, some people consider the penalties stipulated in the Immigration Act, 2000 for smuggling of migrants incommensurate with the gravity of the crime.^{52,53}

Issue 19: Cooperation between law enforcement and prosecutorial authorities

In Ghana's Constitution (1996), the Attorney General can accord the authority (or "fiat") for prosecuting trafficking in persons cases, among other crimes, to other law enforcement agencies. Therefore, both the Ghana Police Service and the GIS directly prosecute trafficking in persons and other migration-related cases. The MoJAGD Public Prosecutions Division has not been involved in prosecuting trafficking in persons cases in at least the past year, despite having a Trafficking Desk.⁵⁴

The extent to which this affects the prosecution of trafficking in persons cases requires further examination.⁵⁵ The lack of trafficking prosecutions reaching the MoJAGD could mean that cases have not been sufficiently high-level to warrant referral to the MoJAGD. It could also mean that other prosecuting agencies are not cooperating with the MoJAGD in the way that they should. Some key informants noted that certain law enforcement agencies may have stopped referring cases to the MoJAGD due to previous delays in prosecution.⁵⁶

At the very least, the MoJAGD's inability to exercise oversight over trafficking in persons cases constrains the nationwide collection of data on prosecutions and analysis of the capacity gaps in the investigation and prosecution of cases. Additionally, some key informants noted that law enforcement agents and prosecutors may require further capacity-building to strengthen their investigative abilities, especially in relation to dismantling criminal networks, as well as emerging forms of trafficking like cybercrime and organ harvesting.⁵⁷

Issue 20: Child- and youth-related trafficking vulnerabilities

The high prevalence of child trafficking in Ghana is a persistent issue linked to child labour in domestic fishing, mining, and agriculture, especially in regions bordering the Volta River (MoGCSP, 2022). In the Ghanaian context, child- and youth-related migration challenges appear particularly salient. These challenges include the specific protection risks,

⁵¹ Key informant interview, MoGCSP, 6 September 2023; key informant interview, MoJAGD, 7 September 2023.

⁵² Key informant interview, UNODC, 11 September 2023.

⁵³ From 2017-2018, the UNODC worked with the Ministry of the Interior to draft a comprehensive law on smuggling of migrants, but the process did not reach fruition.

⁵⁴ Key informant interview, MoJAGD, 7 September 2023.

⁵⁵ The assessment exercise was not able to interview the prosecutorial authorities of the Ghana Police Service and the GIS.

⁵⁶ Key informant interview, UNODC, 11 September 2023; key informant interview, MoJAGD, 7 September 2023.

⁵⁷ Key informant interview, Bok Africa Concern, 4 September 2023; key informant interview, University of Ghana Centre for Migration Studies, 11 September 2023; key informant interview, MoJAGD, 7 September 2023.

challenges, and needs of young migrants, and also the central role of youth unemployment as a driver of irregular migration (Commonwealth Secretariat, 2021).

In line with the GCM's child-sensitive guiding principle, key informants and the literature reviewed emphasized the need to strengthen law enforcement agencies' capacities particularly in relation to victim care (alongside the general capacity-building needs of social welfare agencies); to ratify the optional protocol of the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography; to raise awareness among communities in and around identified child trafficking hotspots, in line with GCM Objective 10j; to bolster capacities to provide temporary shelter to trafficking victims and migrants in vulnerable situations (UNNM, 2023a); and to enhance the psychosocial counselling, legal aid, medical support, and community reintegration of victims of trafficking.⁵⁸

Issue 21: Integration of trafficking into labour and immigration inspections

Many of the forms of trafficking in persons prevalent in Ghana are associated with work, including child labour, forced labour, and debt bondage (US Department of State, 2023). Yet, while the MELR Labour Department conducts inspections to enforce labour laws – and has integrated child labour into these inspections – it did not identify a single case of trafficking in persons amongst the 980 inspections in its last annual reporting period.⁵⁹

The connections between labour and trafficking in persons, especially child trafficking, imply an under-exploited role for labour inspections in the fight against trafficking,⁶⁰ especially given the emphasis that the GCM places on the whole-of-government approach principle. This may require building labour inspectors' capacities to reach the types of workplaces in which trafficking is identified across the country (often in the informal sectors where labour inspections have less coverage), as well as establishing cooperation modalities between the MELR and other agencies involved in counter-trafficking, such as the GIS (which also conducts immigration enforcement inspections), the Ghana Police Service, the MoGCSP, and local authorities.

Issue 22: Data collection and case management fragmentation

As touched on under Issue 1, trafficking data collection and case management is fragmented. The MoGCSP and others involved in counter-trafficking at the national and local levels use two information systems for managing trafficking in persons cases: 1) the Trafficking in Persons Information System (TIPIS), and 2) the Social Welfare Information Management System (SWIMS).

The TIPIS collects data and manages cases of trafficking in persons only, while the SWIMS collects data and manages cases and referrals of various forms of exploitation and vulnerabilities that include trafficking in persons cases.⁶¹ The SWIMS has reportedly achieved wider usage than the TIPIS, although both systems are used by different actors and

⁵⁸ Additional clarifications provided by UNICEF on 28 September 2023.

⁵⁹ Key informant interview, MELR, 4 September 2023.

⁶⁰ Key informant interview, UNICEF, 8 September 2023.

⁶¹ Key informant interview, MoGCSP, 6 September 2023.

stakeholders. The systems are not inter-operable,⁶² meaning that child trafficking cases should, in principle, be entered and updated in both.^{63,64}

This implies a need to bring coherence and consistency to trafficking in persons case management, per the GCM's whole-of-government guiding principle, to clarify which actors and stakeholders should use which systems and how the aggregated data collected can be shared and analysed to enhance the counter-trafficking response (also to support GCM Objective 1). As alluded to in Issue 19, this point also applies to the collection and management of data on counter-trafficking law enforcement and prosecutions.

Issue 23: Civil registry and identity management

Ghana's civil registry and identity management systems are impacted by several capacity challenges. These, in turn, constrain national and non-national residents' access to identity per GCM Objective 4, whilst facilitating the document fraud often associated with irregular migration.

In particular, while birth registration is compulsory per the Registration of Births and Deaths Act, 2020, serious obstacles remain to the systematic recording of births and the completeness of records within civil registration systems. Despite covering a population of close to 30 million, the Births and Deaths Registry has fewer than 350 staff and limited infrastructure, while many localities lack their own local offices and staff to manage them (UNICEF, 2021), hindering birth registration in hard-to-reach communities. These challenges are compounded by suboptimal coordination between the Births and Deaths Registry and the Ghana Health Service (ibid).

The Government has rolled out an automated infant birth registration system with support from UNICEF and other partners (UNICEF, 2021). The 2020 Act has provisions for decentralizing the registration of births and setting up a notification system between health service providers and the civil registration system. Additional support may be required to implement this Act and expand birth registration services to all localities (ibid).

5.5 Diaspora engagement and remittances

Issue 24: Inter-institutional coordination

Acknowledging the contributions of the Ghanaian diaspora, the Government of Ghana has established several institutions to promote their engagement. These include the Diaspora Affairs Unit of the MFARI, established in 2012; the Diaspora Affairs Office at the Office of the President (DAOOP), established in 2017; and the GIPC Diaspora Investment Desk, established in 2020.^{65,66}

⁶² Key informant interview, UNICEF, 8 September 2023.

⁶³ It is difficult to verify the extent to which this happens in practice, and it has also been noted that not all those dealing with trafficking cases in the regions have a mandate to input into the systems.

⁶⁴ Key informant interview, IOM (Migrant Protection and Assistance), 8 September 2023.

⁶⁵ Key informant interview, GIPC, 5 September 2023.

⁶⁶ Various other actors also discharge mandates to engage the diaspora, such as the Ministry of Tourism, Culture and Creative Arts; the Ghana Tourism Board; and the NDPC.

In line with the GCM's whole-of-government guiding principle, the institutional framework could benefit from the clarification of roles and the operationalization of an inter-institutional coordination mechanism. On the first point, the Diaspora Affairs Unit of the MFARI and the DAOOP appear to have overlapping mandates. It is unclear which serves as the Government's focal point on diaspora engagement. Second, there is no platform for these actors to come together.⁶⁷

Establishing some form of working group or steering committee on diaspora engagement may strengthen policy coordination. Such a group could be established under the NCM, although it will also be necessary to create opportunities to engage diaspora stakeholders, as highlighted in GCM Objective 19 (associated actions i and j) and per the whole-of-society guiding principle, to ensure that engagement initiatives respond more directly to diaspora needs. In addition, differing information intended for the diaspora is displayed on the websites of the institutions involved. To support the achievement of GCM Objective 19f, consolidating the information and contacts with diasporas into a single digital gateway may promote consistency, coherence and simplicity in the Government's interactions with the diaspora.

In relation to remittances, the NRSN serves as a multi-stakeholder engagement and coordination mechanism (IFAD, 2023). Coordination challenges were nevertheless identified within the Bank of Ghana, as some of the departments are understood to work in relative isolation and may benefit from clarification of roles to maximize cross-fertilization.⁶⁸

Issue 25: Geographic coverage and inclusivity of engagement

Ghana's diaspora engagement efforts appear to focus on high-income countries of destination. As stated, the GIPC has organized diaspora investment meetings in Belgium, Germany, the UK, the United Arab Emirates and the United States. Considerable attention also appears devoted to engaging the historic African diasporas of the Americas in diaspora tourism and return.

Yet, while around half of the diaspora resides in other African countries, the assessment exercise was unable to identify significant outreach efforts involving Ghanaians based in non-OECD countries. The website of the Ghana High Commission in Nigeria, the country hosting the largest Ghanaian diaspora community, does not list any past news or events at the time of writing, nor does it have a social media presence. This is in sharp contrast to Ghanaian diplomatic missions based in Germany, the UK and the United States, which publish extensive information on events and outreach involving the diaspora.

While it appears relevant to engage with OECD-based diaspora populations, which have a greater propensity to contribute economically to Ghana, extending outreach to the majority of the diaspora who live in non-OECD countries – especially those living elsewhere in Africa – could generate opportunities to increase diaspora transfers and address the welfare needs of those diaspora members.

⁶⁷ The working group established to draft the Diaspora Engagement Policy is set to be disbanded (key informant interview, GIPC, 5 September 2023).

⁶⁸ Key informant interview, IFAD, 7 September 2023.

Issue 26: Diaspora political participation

The right to vote remains contentious for the Ghanaian diaspora. Despite the Representation of the People Amendment Act, 2006, and a 2017 court hearing enshrining their right to vote, many Ghanaians in the diaspora are still not able to exercise political participation (Parliament of Ghana, n.d.), at odds with the achievement of GCM Objective 19g and a source of dismay for Ghanaians around the world.⁶⁹

The Diaspora Engagement Policy recognizes that integrating the Ghanaian diaspora into domestic political discourse is relevant to the diaspora's identification with the country and calls for the review of the 2006 Act to make it practically implementable (without identifying the causes of its non-implementation).

It is understood that in order to exercise their legal right to vote, members of the diaspora first need to obtain the national identity card (the "GhanaCard"), of which the overseas introduction is ongoing,⁷⁰ in order to then apply for a voter ID card. Meanwhile, the Government reportedly does not plan to enable overseas voting. Diaspora members will need to return to Ghana to vote.⁷¹ This is despite numerous examples across the world, including in neighbouring countries, of people voting securely from their countries of residence.

Issue 27: Diplomatic capacities to serve, protect and engage the diaspora

Enabling diplomatic missions to interface with the diaspora is critical to strengthening and bringing greater coherence to diaspora engagement and making it more people-centred per the GCM's guiding principle. Each diplomatic mission reportedly has a diaspora officer,⁷² who works with consular desk officers to address diaspora needs. GIZ and the GIPC have in the past provided training to these diaspora officers.⁷³ However, the diaspora desk officers hold their diaspora engagement brief alongside other portfolios and often have limited capacities to engage with the diaspora.⁷⁴

In line with GCM Objective 14, especially 14a, it may be necessary to institutionalize regular capacity-building for diaspora desk officers, in partnership with consular desks, the DAOOP, the GIPC and other diaspora engagement stakeholders, so they can identify and address diaspora needs, especially in countries where acute diaspora welfare and protection issues have been identified.

Issue 28: Data collection

The Government has initiated several diaspora-related data collection activities. These include:

- The DAOOP's mapping of diaspora organizations around the world (DAOOP, n.d.);
- The GIPC's initiative to quantify diaspora investments by manually identifying where investors with whom they have worked have Ghanaian names;⁷⁵

⁶⁹ Key informant interview, Ghana Union Netherlands, 23 August 2023.

⁷⁰ Key informant interview, DAOOP, 6 September 2023.

⁷¹ Key informant interview, DAOOP, 6 September 2023.

⁷² Key informant interview, MFARI, 8 September 2023.

⁷³ Key informant interview, MFARI, 8 September 2023; key informant interview, GIPC, 5 September 2023.

⁷⁴ Key informant interview MFARI; key informant interview, DAOOP, 6 September 2023.

⁷⁵ Key informant interview, GIPC, 5 September 2023.

- The MFARI's efforts to register diasporas at Ghanaian diplomatic missions (in line with GCM Objective 14e), of which separate manually updated registries are kept (AU, 2019).⁷⁶

Several key informants and the Diaspora Engagement Policy suggested the need to build centralized digital databases of diasporas⁷⁷ and diaspora investment,⁷⁸ in further recognition of the importance of GCM Objective 1 to Ghanaian policymakers.

Data collection initiatives must consider how data will be analysed, shared and used. Providing nationals abroad the opportunity to register at diplomatic missions, per GCM Objective 14e, can facilitate the provision of information and foster engagement opportunities. Thus, Ghana's efforts in this regard may benefit from consolidation and digitalization. In addition, drawing from GCM Objective 18c, more targeted diaspora research initiatives that focus on themes like knowledge and skills transfer, for which building databases of competencies can help the Government and other stakeholders map and utilize diaspora resources, may align more closely with the goals of the Diaspora Engagement Policy and the GCM's sustainable development guiding principle.

Meanwhile, in the field of remittances, the Bank of Ghana captures basic information regarding the volume and flows of remittances.⁷⁹ This implies opportunities to strengthen remittance data collection, as called for by IFAD (2023), including by further disaggregating existing data, facilitating better quality and automated market intelligence (flow, corridors, channels and operators), and conducting surveys that capture the behaviours and market needs of remittance senders and receivers. Such actions would support achievement of both GCM Objective 1 and Objective 20 (especially associated action f).

Issue 29: Bank-led remittance market structure

The current remittance market structure appears to hamper the achievement of GCM Objective 20, especially as regards lowering transfer costs and realizing the potential of remittances to scale up the digital payment ecosystem. In particular, the non-bank financial institutions involved in remittance payouts are obliged to partner with banks to access the payment system (IFAD, 2023), generating additional costs across the value chain (ibid).

Meanwhile, the Foreign Exchange Act, 2006 allows only banks to send outbound remittances, preventing non-bank financial institutions from participating in the market. While progress has been made towards lowering inbound remittance costs from Europe and North America, the bank-exclusive nature of outbound remittance sending reduces the flow of formal outbound transactions and lowers the volume of inbound intra-Africa transactions (IFAD, 2023).⁸⁰

⁷⁶ Key informant interview, MFARI, 8 September 2023.

⁷⁷ Key informant interview, MFARI, 8 September 2023.

⁷⁸ Key informant interview, GIPC, 5 September 2023.

⁷⁹ Key informant interview, IFAD, 7 September 2023.

⁸⁰ The cost of sending \$200 from the United States dropped to 3 percent in the fourth quarter of 2022, in line with SDG Target 10.c and the associated GCM Objective 20a (IFAD, 2023). However, the average cost of sending \$200 to Ghana was 9.1 percent (Q4 2022). This is an increase of almost 3 percent from 2021 and higher than the African average of 8.46 percent (Q3 2022).

The bank-led characteristic also means that despite the promising trend towards intra-Africa international mobile money transfers, continental and global mobile money operators are reportedly not offering transfer services to Ghana because Ghanaian operators are not allowed to send money out of the country (IFAD, 2023). These factors combine to impede global achievement of SDG Target 10.c and the associated GCM Objective 20a.

Issue 30: Availability of diaspora-focused financial products and services

Some Ghanaian banks now offer transactional accounts, banking services and onboarding processes catering to the diaspora, but the offerings remain limited (IFAD, 2023).

In line with GCM Objectives 19e and 20i, IFAD (2023) has recommended the creation of an innovation fund focused on new innovation areas to promote remittance-linked products and remittance products serving both ends of remittance corridors. Other GCM commitments relevant to the Ghanaian context include supporting the establishment of diaspora investment funds, bonds or other mechanisms that channel diaspora investment, and addressing barriers to diaspora investing in Ghana.

The sustainable development of new financial products and services connects with the aforementioned importance of strengthening the collection of data on market trends and diaspora preferences, as well as building partnerships between government actors, private sector financial services providers, and the diaspora.

Issue 31: Enforcement of official foreign exchange rates in remittance markets

Ghana has recently experienced economic instability, including high inflation and currency devaluation (IFAD, 2023). The situation has since stabilized, but increased costs have negatively affected both remittance service providers and remittance beneficiaries (ibid).

This has led to some remittance service providers offering reduced exchange rates when sending money. As there is a trend of decline in the remittance fee component of the pricing to send money to Ghana since 2021, this would suggest instances of cost increases through the foreign exchange rate margin. Since the Foreign Exchange Act, 2006 mandates all remittance providers to use the daily interbank exchange rates published by the Bank of Ghana, there is an implied enforcement issue. While rate enforcement would not address the underlying causes of the recent remittance cost increases, it could promote price transparency.

Although economic instability in Ghana has contributed to recent volatility of remittance transfer costs, the figures imply far higher costs of remitting to Ghana from non-OECD countries.

5.6 Return and reintegration

Issue 33: Government role in the return and reintegration process

Ghana's need to enable safe and dignified return and reintegration per GCM Objective 21 is underscored by the large numbers of Ghanaians migrating via the high-risk Central Mediterranean route to reach Europe or remain in North Africa to work, as well as the aforementioned protection issues in the Gulf States. During their migration, they face protection risks, including arbitrary detention, kidnapping, and torture. Many find themselves stranded in transit in Libya (IOM, 2022a).

The National Migration Policy makes clear the Government's policy to facilitate the return and reintegration of Ghanaian migrants, in line with GCM Objective 21. However, as the National Labour Migration Policy recognizes, Ghana has yet to put in place comprehensive measures to accomplish these goals. Although key informants suggested that Ghanaian authorities had demonstrated a high level of cooperativeness – intervening through diplomatic missions identifying migrants in need of return and immigration and health authorities helping receive returnees⁸¹ – the process is effectively managed by other stakeholders. IOM and development cooperation partners like the GIZ, predominantly funded by European countries, play more active roles in managing return and reintegration, while national CSOs also provide reintegration support. The Standard Operating Procedures, developed under the EU-IOM Joint Initiative for Migrant Protection and Reintegration, specify that the first three phases of the return and reintegration process – the identification, pre-departure assistance, and return travel phases – are implemented by the IOM or other actors in the host countries (IOM, 2020). The current externally financed and managed nature of the system also means that return and reintegration covers only specific host countries.

In order to ensure the sustainability of Ghana's approach to facilitating safe and dignified return and reintegration per GCM Objective 21, as well as a geographic coverage that aligns fully with the needs of emigrants in need, it is critical for the Government of Ghana to manage the process. In line with the GCM's national sovereignty guiding principle, this may require procedures to be adapted so that government actors like the National Disaster Management Organization (NADMO), the Ministry of the Interior and the MFARI play more active management and coordinating roles, as well as the associated capacity development.

Issue 34: Sustainability of reintegration

The protection challenges identified require multifaceted and coordinated action at all stages of the migration cycle. Sustainable reintegration of returning migrants is an under-appreciated component of this cycle.

Successfully reintegrating migrants can contribute to the development of Ghanaian communities (IOM, 2022a), especially since returnees often come back with technical skills gained abroad. The provision of reintegration assistance, including socio-economic support, to returning migrants is essential to ensuring the sustainability of their return and maximizing their participation in community development (ibid).

It is hence vital to strengthen the reintegration component of the return and reintegration process, in line with GCM Objective 21 (associated actions h and i), with a focus on respecting the human rights of returnees; connecting them

⁸¹ Key informant interview, IOM (Migrant Protection and Assistance), 8 September 2023.

with national employment, education and training initiatives; improving their access to essential services; and promoting their well-being (including addressing psychosocial needs and community acceptance and stigma) and their communities,⁸² especially in regions with significant out-migration and re-migration (IOM, 2022a). The gendered aspects of return and reintegration, per the GCM’s gender-responsive guiding principle, also require attention, as reports suggest returnee women are disproportionately affected by sexual and physical assault (Agyeman et al, 2019).

6. Recommended GCM implementation priorities

6.1 Ghana’s policy priorities and the GCM

The Assessment Report started by analysing Ghana’s migration situation and key trends. The migration governance analysis in Section 4 identified the existing legal and policy frameworks for managing migration. Section 5 brought these elements together to identify the key policy issues and gaps.

Table 14 takes the next step of comparing Ghana’s policy issues and the national policy framework with the GCM. This identifies:

- **Policy gaps:** areas for which policy issues are present but which existing national policies do not directly or sufficiently address.
- **Priority GCM objectives:** GCM objectives whose commitments align with Ghana’s migration needs and existing national policies.

Table 14: Comparison of GCM objectives with national migration policies and policy issues

GCM objective	Is it reflected in policies?	Is it relevant for Ghana?
1 (Data)	High	High
2 (Minimize adverse drivers)	High	High
3 (Information provision)	Partial	High
4 (Legal identity and documentation)	N/A	Partial
5 (Regular pathways)	High	High
6 (Recruitment and decent work)	High	High
7 (Reduce vulnerabilities)	Partial	High
8 (Save lives)	N/A	N/A
9 (Counter smuggling)	Partial	Partial
10 (Eradicate trafficking)	High	High

⁸² Key informant interview, Bok Africa Concern, 4 September 2023.

11 (Manage borders)	High	High
12 (Screening and referral)	Partial	Partial
13 (Alternatives to detention)	N/A	N/A
14 (Consular protection)	High	High
15 (Access to basic services)	Partial	High
16 (Inclusion and social cohesion)	Partial	High
17 (Eliminate discrimination)	Partial	High
18 (Skills development and recognition)	Partial	Partial
19 (Migrant and diaspora contributions)	High	High
20 (Remittances)	High	High
21 (Dignified return and reintegration)	Partial	High
22 (Social protection)	N/A	N/A
23 (International cooperation)	N/A	Partial

Note: High relevance with policies means Ghana’s policies make specific commitments that directly connect to GCM objectives. Partial means there are indirect links between the GCM objective and Ghana’s policies. N/A means no specific linkage was identified. High relevance with migration issues means that the GCM objective relates directly to thematic issues (migration-related opportunities, challenges, risks, trends etc.) identified. Partial means that they relate indirectly to the thematic issues identified or relate to issues that were less prominent in the data collected. N/A means that no specific linkage was identified.

6.2 Recommended priority areas

The following tables present the priority areas that Ghana’s forthcoming GCM Implementation Plan is recommended to address to leverage the GCM in order to: 1) implement Ghana’s migration policy commitments; and 2) address the major migration issues and migration governance gaps affecting the country.

Each table notes a policy priority, the corresponding GCM objectives, the policy issues and gaps within that area, the relevant stakeholders that need to be engaged to promote the whole-of-society approach to GCM implementation, and the related capacity gaps.

6.2.1 Priority area 1: Institutional and policy coherence and coverage

Priority 1: Strengthen institutional and policy coherence and relevance

Priority GCM commitments:      

Additional GCM commitments:  

Relevant policies: National Migration Policy, National Labour Migration Policy

Priority issues to be addressed through GCM implementation:

- Inter-institutional coordination: **Per the GCM’s whole-of-government approach, coordination across migration governance can be strengthened by institutionalizing the NCM and connecting it with the other coordination mechanisms and platforms that address the policy areas discussed in this report.**
- Coherence in data collection and management: **Per GCM Objective 1, data collection and use to support the achievement of the entire GCM could benefit from a strategic assessment of current data processes and ways to manage, analyse, and share the data. Such approaches can leverage systematization and digitization to enable data reporting to centralized databases. GCM Objective 1a to elaborate and implement a comprehensive strategy for improving migration data could be explored, thereby updating the National Migration Data Management Strategy.⁸³**
- Policy coherence and coverage: **Since the National Migration Policy did not address all the key migration issues, ways to complete and bring coherency to Ghana’s migration policies can be explored. In this respect, the internal and inbound aspects of migration, migrant rights and migrant integration, as well as climate change as a driver of migration per GCM Objectives 2, 15, 16, 17 and 19 and the human rights-based guiding principle warrant particular attention.**

Stakeholder engagement:

- **Engage local and regional government authorities, the CHRAJ, CSOs that monitor migrant rights, and migrant associations to identify ways to strengthen the policy framework as regards internal migration, inbound migration, and migrant rights.**
- **Identify ways to enable stakeholder participation in migration governance, per the GCM’s whole-of-society approach, to complement the government-focused NCM.**

Capacity constraints:

- **Capacities of local and regional government authorities to integrate migration into local development and sectoral policies (GCM Objective 19b), particularly as regards urban planning and service provision.**
- **Digital data collection and management capacities of the GSS and data reporting institutions.**

⁸³ Efforts to achieve GCM Objective 1 should embed the principles of participation, data disaggregation, self-identification, transparency, privacy and accountability that characterize the human rights-based approach to data. The human rights-based approach to data is described in the OHCHR’s guide, “A human rights-based approach to data”. Available at <https://www.ohchr.org/sites/default/files/Documents/Issues/HRIndicators/GuidanceNoteonApproachtoData.pdf>.

- Capacities of national and local government actors responsible for disaster management, environmental protection and population planning to integrate climate change considerations into population management.

6.2.2 Priority area 2: Labour migration

Priority 2: Create safe and regular pathways for labour migration

Priority GCM commitments:  

Additional GCM commitments:      

Relevant policies: **National Migration Policy, National Labour Migration Policy**

Priority issues to be addressed through GCM implementation:

- Creating regular pathways for emigration: **The shortage of regular labour migration channels appears to drive the protection issues Ghanaian migrant workers face. This implies a need to remove the ban on migration to the Gulf States, bring into force the bilateral labour agreements, and promote ethical recruitment, as GCM Objectives 5 and 6 call for. The development of new pathways with other countries can also be explored, especially within the African continent, for which frameworks are already in place. Hand in hand with creating these pathways is sensitizing the public, including countering the dissemination of irregular migration opportunities.**
- Labour recruitment regulation and regularization: **Private employment agencies play a critical role in facilitating regular labour migration. To support the achievement of GCM Objectives 5 and 6, the barriers to becoming a licensed private employment agency may need to be considered. Regularizing recruitment can unlock the potential of the Government’s ongoing efforts to develop a code of conduct for private employment agencies, prohibit the charging of recruitment fees, collect and manage data on labour migration flows, and strengthen pre-departure orientation – all aligned with GCM Objectives 5, 6, 3 and 10. Regular labour migration opportunities also need to be disseminated to the general public, which implies important migration information roles, per GCM Objective 3, for Migration Information Centres and National Employment Centres,⁸⁴ as well as the potential for the MELR to make public the list of licensed private employment agencies.**
- Labour conventions: **The human rights-based guiding principle of the GCM implies that Ghana must accede to international labour conventions. Ratifying the Convention on Decent Work for Domestic Workers in particular could help align Ghana’s labour and protection frameworks with international standards.**

Stakeholder engagement:

- Involve private employment agencies, such as through the Ghana Association of Private Employment Agencies, in efforts to make recruitment more regular and ethical.
- Support the participation of trade unions in efforts to monitor labour migration and strengthen cooperation with their counterparts in countries of destination.
- Involve local and regional government authorities and local community representatives, including faith-based and traditional authorities, in providing information on safe migration opportunities and the risks of irregular migration.

⁸⁴ Key informant interview, MELR, 4 September 2023.

- Sensitize parliamentarians to ensure labour migration-related agreements and conventions receive swift parliamentary approval.

Capacity constraints:

- The MELR Labour Department’s capacities to enforce private employment agency regulations.⁸⁵
- The Ghana Association of Private Employment Agencies’ capacities to advocate for private employment agencies.
- Capacities of the MFARI to finalize bilateral labour agreements.

6.2.3 Priority area 3: Border management and immigration

Priority 3: Manage inbound migration and borders in support of security and sustainable development

Priority GCM commitments:

Additional GCM commitments:

Relevant policies: **National Migration Policy, National Labour Migration Policy, National Border Security Strategy, National Security Strategy, National Framework for Preventing and Countering Violent Extremism, 2019 ECOWAS and African Union Free Movement of Persons Protocols, ECOWAS and African Union customs and trade liberalization frameworks.**

Priority issues to address through GCM implementation:

- Development benefits of immigration and migrant rights’ protections: **Ghana’s migration policy actions focus more on outbound migration. Its immigration actions centre on border management, despite Ghana’s commitments to liberalizing subregional and continental free movement of persons. This leads to inconsistencies in the frameworks that integrate and protect international migrants, creating by default a large population of irregular migrants whose status may constrain their developmental contributions and access to rights. In support of GCM Objectives 5, 15 and 16, and the human rights-based and people-centred guiding principles, there is thus a critical need to develop a national position on immigration and migrant rights. This also brings into play GCM Objective 17 to counter the negative perceptions and xenophobia to which migrants in Ghana are at times subjected.**
- Integrated border management to bolster security and facilitate regular movements: **Debates on border management often pit security against facilitation. Yet managing borders in a secure and integrated way per GCM Objective 11 means enabling Ghana to both counter security threats and unlock the sustainable development opportunities that mobility offers – all whilst upholding migrants’ human rights. Digital technologies and enhanced intra- and intergovernmental cooperation (per GCM Objectives 11a, 11b, 9b, and 10d) can be applied to extend border controls to the unauthorized routes, while ensuring that the movements of border residents are safeguarded, and cross-border trade, especially amongst small-scale traders (often women), is streamlined.**

⁸⁵ Despite reports of fraudulent labour recruiters exploiting Ghanaian victims abroad, the Government did not report holding any fraudulent recruiters accountable (US Department of State, 2023).

- Statelessness: **Per GCM Objective 4e and the National Migration Policy (6.4.1), the Government needs to regularize the status of the stateless populations already identified. The GCM’s human rights-based guiding principle also implies a need to accede to the conventions on statelessness, as called for by the UNHCR.**

Stakeholder engagement:

- **Encourage dialogue with border community representatives, including local and regional government authorities, and traditional and faith-based authorities with regard to border security, forced displacement, migrant inclusion and social cohesion, and the facilitative aspects of border management.**
- **Engage local and regional government authorities, especially in border regions most affected by forced displacement, in addressing the impacts of migration and displacement on local development.**
- **Support dialogue between organizations representing herder and host communities to identify ways to ensure transhumance takes place in an orderly manner.**
- **Engage private sector stakeholders, including transporter unions, chambers of commerce, and other associations of cross-border traders, to identify and address barriers to cross-border trade.**

Capacity constraints:

- **Inadequate coverage and operationalization of digitalized border management processes, including lack of interoperability of the GIS’s two border management information systems, the lack of coverage of those information systems, and the GIS’ inability to access data in real time.**
- **Community policing capacities of border management agencies, including the GIS and Customs, which the Ghana Police Service could play a role in strengthening.⁸⁶**
- **Insufficient digitalization of migration data collection and management, connected to the inadequate digitalization of border management processes as described above.**
- **Planning and service provision capacities of local and regional government authorities affected by forced displacement.**
- **Capacities of the GIS to patrol or monitor unauthorized routes.**
- **Capacities of border management and security agencies to counter threats of terrorism at the borders.**

6.2.4 Priority area 4: Trafficking in persons and smuggling of migrants

Priority 4: Prevent, combat and eradicate trafficking in persons and smuggling of migrants

Priority GCM commitments:								
Additional GCM commitments:								
Relevant policies:	National Plan of Action for the elimination of human trafficking in Ghana (2022-2026), 2022, National Action Plan on migrant smuggling (2019-2023)							
Priority issues to be addressed through GCM implementation:								

⁸⁶ Key informant interview, IOM (Border Management), 8 September 2023.

- Victim protection: **Deficiencies in the availability of victim shelters and social worker staffing shortages require responses in order to strengthen the protection of victims of trafficking per GCM Objective 10h, considering the gender and age-specific protection needs, including men for whom shelter capacities are particularly limited.**⁸⁷ **Overall victim care and victims’ community reintegration are additional areas requiring strengthening. The full disbursement of the Human Trafficking Fund would facilitate the implementation of these supports.**
- Cooperation between prosecutorial agencies: **The current arrangements in which cases are prosecuted by different agencies warrant further examination to determine the extent to which they constrain prosecution and the achievement of GCM Objective 10g. At the very least, it may be necessary to clarify the criteria for determining which cases need to be prosecuted by which body, as well as to ensure the MoJAGD can aggregate nationwide data on prosecutions and convictions to feed policy.**
- Legal framework enhancements: **Since the alignment between the UN Convention against Transnational Organized Crime and Ghana’s legal framework has different interpretations, it may be necessary to review legislation, as highlighted in the national action plans on trafficking and smuggling and per GCM Objectives 9d, 9e, 10f and 10g, especially in relation to the proportionality of penalties for both trafficking and smuggling. Ghana’s accession to the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography could also support more child-sensitive and human rights-based approaches.**
- Identification of trafficking victims: **As the MELR and GIS both conduct inspections of workplaces and other premises where migrants reside, work or study, these inspections could potentially identify trafficking cases. This may require putting in place formal procedures and building the capacities of inspection personnel to screen for trafficking indicators and provide the necessary (and child and gender-sensitive) victim protection and referral services (per GCM Objectives 10h and 10i). It may also require stronger cooperation between national authorities and MMDAs to increase national inspection coverage.**
- Data collection and management: **As the rollout of trafficking in persons information management is partial and fragmented, it is necessary to enable the interoperability of the systems and ensure that trafficking in persons actors, especially law enforcement and social workers, understand how and when to use them (per GCM Objective 10j).**
- Civil registry and identity management: **As civil registry deficiencies impede counter-document fraud and weaken child protection, ongoing efforts to strengthen Ghana’s civil registry system, per GCM Objective 4a, should be supported. In line with the child-sensitive and human rights-based principles of the GCM, as well as Objective 4 to ensure all migrants have proof of legal identity, support measures can be oriented to benefit both Ghanaian and migrant children, regardless of migratory status.**

Stakeholder engagement:

- **Involve CSOs and platforms that represent and empower young people in raising awareness of child trafficking. The potential role of the National Youth Authority in this endeavour can be considered.**
- **Engage traditional and faith-based authorities, such as peace councils and Queen Mothers’ associations, in efforts to raise awareness of trafficking and smuggling.**
- **Engage the media, especially community radio, to sensitize the public on trafficking and smuggling.**
- **Sensitize the representatives of industries such as trade unions where trafficking is prevalent, particularly in the agricultural, extractive, fishing, transportation, and labour recruitment industries.**⁸⁸

⁸⁷ Key informant interview, MoGCSP, 6 September 2023.

⁸⁸ The Government is also in the process of developing a National Action Plan on Business and Human Rights, which is expected to require that the companies in the country undertake mandatory human rights checks for their customers and employees (CHRAJ, 2023).

- Involve CSOs who protect and reintegrate victims of trafficking in the development of measures to strengthen victim protection.

Capacity constraints:

- Investigative capacities of law enforcement agencies, especially in relation to emerging forms of trafficking in persons and the dismantling of organized crime networks.
- Capacities of judges to adjudicate trafficking in persons cases.
- Cooperation between, and data sharing capacities of, the Births and Deaths Registry and health authorities.⁸⁹
- Cooperation between, and data sharing capacities of, agencies prosecuting trafficking and smuggling.
- Labour and immigration inspection capacities to screen for trafficking and provide protection and referral to victims.
- Child-friendly policing capacities of law enforcement agencies.⁹⁰
- Availability of shelters adapted to the specific needs of different ages and genders.
- Financial and other supports required to promote trafficking victims' access to justice.
- Capacities of local departments of social welfare to meet protection needs.
- Capacities of law enforcement and social workers to use trafficking information management systems.
- Capacities of the MoGCSP to provide reintegration assistance to trafficking victims.⁹¹

6.2.5 Priority area 5: Diaspora engagement and remittances

Priority 5: Promote the sustainable development contributions and welfare of the diaspora

Priority GCM commitments:

Additional GCM commitments:

Relevant policies: Diaspora Engagement Policy

Priority issues to be addressed through GCM implementation:

- Inter-institutional coordination: **Per the whole-of-government GCM guiding principle, coordination on diaspora engagement could be strengthened through the establishment of an inter-institutional platform. This could take the form of a thematic working group under the NCM. Better coordination could also support more coherent approaches to diaspora engagement, so that diaspora members can identify whom to contact for different forms of assistance. In addition, GCM Objective 20a to develop a roadmap to reduce the transaction costs of remittances could also enhance policy direction and coordination.**
- Diaspora political participation: **The obstacles to the diaspora exercising their legal right to political participation can be identified and removed to support the achievement of GCM Objective 19g.**
- Data collection: **In line with GCM Objectives 1 and 14e, and to support better targeting of measures to support objectives 19 and 20, digitalized databases could be used to map diasporas and identify their engagement needs. Remittance-related data collection could also be better applied to understand the behaviours of senders and**

⁸⁹ Key informant interview, UNICEF, 8 September 2023.

⁹⁰ Key informant interview, MoJAGD, 7 September 2023.

⁹¹ Key informant interview, MoGCSP, 6 September 2023.

receivers, and support market innovations that lower transfer costs, better serve the needs of diasporas and their families, and channel more remittances towards sustainable development (per GCM Objectives 19d, 19e, 20e and 20g).

- Bank-led remittances: **The bank-led nature of Ghana’s remittance markets impedes the achievement of GCM Objective 20 and SDG Target 10.c.** Alternative market structures that allow greater participation of non-bank remittance service providers (per GCM Objective 20d) could be explored as a longer-term solution to high remittance costs – especially for intra-African transfers.
- Access to remittances: **While financial inclusion is considered high, there is still room for greater use of digital remittances and products and services linked to them, especially in rural areas and for women (IFAD, 2023), in line with GCM Objectives 20e and 20h.** The renewal of the expiring National Financial Inclusion and Development Strategy may warrant consideration.⁹²
- Remittance cost transparency: **As increasing foreign exchange rate margins explain a large proportion of recent increases in remittance transfer costs, regulatory supervision and enforcement of published exchange rates may need to be strengthened to bring greater transparency to remittance transfer costs.**

Stakeholder engagement:

- **Engage diaspora organizations, in both high-income and low-income countries of residence, in the implementation of the Diaspora Engagement Policy.**
- **Consult diaspora leaders and organizations when developing diaspora engagement interventions to ensure they respond effectively to diaspora needs.**
- **Connect stakeholders in local communities of origin with diaspora engagement initiatives to offer diasporas more opportunities to engage with their specific localities of origin.**
- **Connect private sector actors and academic institutions with initiatives that foster diaspora knowledge transfer.**
- **Support academic institutions to maintain networks with their alumni overseas.**
- **Integrate remittances into campaigns to promote financial education and literacy.**
- **Engage remittance service providers, mobile money operators and other financial services providers who serve diasporas and their families, in discussions to enhance regulatory frameworks, data collection, supervision and market innovation.**
- **Promote multi-stakeholder engagement on remittance transfers through the NRSN.**

Capacity constraints:

- **Diaspora organizations’ human and financial resources.**
- **MFARI diaspora desk officers’ capacities to understand and respond to welfare and protection needs, as well as to engagement opportunities of diasporas.**
- **MFARI, DAOOP, and GIPC capacities to collect and share data on diasporas and their engagements.**
- **Diaspora engagement actors’ awareness of engagement opportunities involving non-OECD diasporas.**
- **National Identification Authority, Electoral Commission of Ghana, and MFARI capacities to roll out the GhanaCard overseas and register diaspora voters.**
- **Bank of Ghana capacities to collect sophisticated remittance market data that goes beyond measuring remittance volumes.**
- **Bank of Ghana capacities to enforce remittance service providers’ use of published foreign exchange rates.**

⁹² Key informant interview, UNCDF, 31 August 2023.

6.2.6 Priority area 6: Return and reintegration

Priority 6: Facilitate sustainable and dignified migrant return and reintegration

Priority GCM commitments:



Additional GCM commitments:



Relevant policies: National Migration Policy, National Labour Migration Policy

Priority issues to be addressed through GCM implementation:

- Management of the return and reintegration process: **Despite the National Migration Policy aiming to strengthen government capacity to manage return and reintegration, the current return and reintegration processes are largely managed and funded by other stakeholders. In line with the GCM guiding principle on national sovereignty, and to ensure that return and reintegration processes sustainably respond to the needs of Ghanaian migrants and the communities to which they return, the Government could take a greater management role in the pursuit of GCM Objective 21, such as by coordinating the identification, pre-departure and return phases currently implemented by other stakeholders (IOM, 2020).**
- Sustainability of reintegration: **Drawing from associated actions g, h, and i, the reintegration aspect can be strengthened to ensure reintegration sustainably benefits both the returning migrants and the communities to which they return. This means connecting returnees with skills development (including technical and vocational education and training), employment and entrepreneurship opportunities, and addressing the stigma and community acceptance challenges associated with migrant return. The specific reintegration needs of young returnees, who frequently experience particular reintegration difficulties (Commonwealth Secretariat, 2021), require dedicated attention, in line with the child-sensitive GCM guiding principle.**

Stakeholder engagement:




- **Connect returnees with skills development providers and employment centres.**
- **Connect returnees with returnee associations to facilitate their reintegration.**
- **Involve media organizations and local community stakeholders (local and regional government authorities, traditional and faith-based authorities, etc.) in dialogue to counter negative perceptions and xenophobia towards returnees.**
- **Continue involving local CSOs in facilitating the reintegration of returnees.**
- **Engage local and regional government authorities in integrating return migration into planning.**
- **Encourage development cooperation and UN partners to build Government of Ghana capacities to take a greater management and coordination role in return and reintegration.**

Capacity constraints:

- **Capacities of the Government of Ghana return and reintegration actors, especially agencies like the NADMO, to manage and coordinate the process and referral mechanism.**
- **Capacities of diplomatic missions in key countries of destination to identify migrants in need of return and to coordinate the identification and return phases of the process.**

6.2.7 Integrating the guiding principles into GCM implementation

The following table summarizes the key considerations for integrating the GCM guiding principles into Ghana’s GCM implementation.

Guiding principle	Considerations
	<ul style="list-style-type: none"> – Border management and immigration: Ghana’s approach to immigration (per priority area 3) appears to centre on the border control and security aspects. There is therefore scope to integrate a more people-centred approach in which border management facilitates people’s necessary movements. – Diaspora engagement and remittances: Ghana can maximize the potential of diaspora engagement to maximize contributions to sustainable development by focusing on the engagement needs and welfare concerns of diaspora individuals, in contrast to a transactional relationship centred on tapping diaspora’s economic resources.
	<ul style="list-style-type: none"> – Labour migration: Creating regular labour migration pathways (per priority area 2) implies cooperation between Ghana and countries of destination to conclude labour agreements and cooperate in identifying mutually beneficial corridors, as well as provisions that strengthen the protection of migrants. – Border management and immigration: International cooperation is critical to ensuring border management (priority area 3) contributes to countering security threats and transnational crime, as well as facilitating cross-border mobility of people and goods. Strengthened subregional and continental cooperation can help remove barriers to the implementation of ECOWAS and African Union protocols intended to facilitate mobility (priority areas 2 and 3). – Trafficking and smuggling: International cooperation is central to countering trafficking and smuggling (priority areas 2, 3 and 4), such as through regional and international intelligence sharing and investigative cooperation on law enforcement. – Return and reintegration: Collaborative relationships are needed between Ghana and key countries of transit and destination to enable safe and dignified return and reintegration per priority area 6. – Diaspora engagement and remittances: International cooperation means enabling other countries to achieve their GCM objectives, such as removing barriers to Ghanaian migrants sending remittances back home (priority area 5).
	<ul style="list-style-type: none"> – Return and reintegration: A sovereign approach to managing the return and reintegration process could ensure that return and reintegration programmes respond more directly to the specific needs of Ghanaian migrants, while fostering more sustainable reintegration approaches per priority area 6. – Border management and immigration: Formulating a coherent approach to governing inbound migration flows per priority area 3 can support Ghana to exercise national sovereignty by regularizing a greater proportion of its immigration. Extending border control to unauthorized routes allows Ghana to further exercise sovereignty over more of its national borders.

 <p>RULE OF LAW AND DUE PROCESS</p>	<ul style="list-style-type: none"> - Trafficking and smuggling: Clarifying prosecutorial authority and cooperation between investigation and prosecution on trafficking, smuggling and other criminal cases per priority area 4 can strengthen the rule of law. Strengthening victim care also extends to promoting victims’ access to justice to ensure trafficking and other criminal laws are effectively enforced. Integrating trafficking into labour and immigration inspections can reinforce the application of trafficking and related laws. - Labour migration: Promoting smart regulation to facilitate ethical recruitment and regular labour migration per priority area 2 means extending coverage of the protection framework to more labour migrants.
 <p>2030 SUSTAINABLE DEVELOPMENT</p>	<ul style="list-style-type: none"> - Border management and immigration: Enhanced inbound migration governance, per priority area 3, can maximize the sustainable development contributions of migrants residing in Ghana (alongside the existing sustainable development focus applied to the Ghanaian diaspora’s contributions), as well as facilitate the cross-border mobility of people and trade (and their associated development contributions). - Diaspora engagement and remittances: A focus on achieving remittances SDG Target 10.c per priority area 5 means removing the barriers that raise costs on both inbound and outbound remittance transfers. - Return and reintegration: A sustainable development emphasis in return and reintegration can be sharpened to promote more sustainable reintegration of returnees per priority area 6. - Institutional and policy coherence: Internal migration appears to significantly impact all components of sustainable development in Ghana and thus requires more dedicated policy attention per priority area 1.
 <p>HUMAN RIGHTS</p>	<ul style="list-style-type: none"> - Labour migration, immigration, trafficking: To further align Ghana’s migration governance with international human and labour rights frameworks and norms, Ghana can accede to several international labour conventions, the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa, the Convention relating to the Status of Stateless Persons, the Convention on the Reduction of Statelessness; and the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography. - Border management and immigration: Priority area 3 focuses on building immigration governance with human rights at the centre. That means examining the ways in which the access to human rights of migrants holding different statuses is constrained, and taking steps to ensure migrants can access recourse mechanisms. This implies an important role for the CHRAJ in developing frameworks and sensitizing migrants and duty bearers on migrants’ human rights. Providing stateless populations with access to identity and providing safe haven to the forcibly displaced in search of asylum also empowers affected populations with greater rights while aligning with Ghana’s international human rights obligations. - Labour migration: The protection gaps observed imply a strong need to create the regular migration pathways per priority area 2, as regular migrants’ human rights tend to be much better protected than those of irregular migrants.



- **Institutional and policy coherence (migration data):** Strengthening migration data collection per priority area 1 means more systematic disaggregation by gender to capture trends like the predominance of women in certain migration corridors. Future policies to better manage internal migration should also integrate a strong gender-responsive dimension, given that most internal migrants are women and girls.
- **Border management and immigration:** Efforts to make border management more gender-responsive, such as through the GIS’s elaboration of a gender policy and measures to support the recruitment of women, should be further supported. The need to facilitate cross-border traders, disproportionately women and disproportionately impacted by cumbersome border control requirements, must also be given due consideration, as should the service access needs of women migrants, especially those forcibly displaced, being hosted in Ghana.
- **Trafficking and smuggling:** Remedies to the shortage of victim shelters and social worker staffing should consider gender-specific needs. Trafficking-related capacity-building for the police, immigration and labour inspectors must also integrate gender-responsive protection and referral needs of trafficking victims.
- **Diaspora engagement and remittances:** Per priority area 5, there is room to promote digital remittances and products and services linked to them, especially for women.
- **Return and reintegration:** The gendered aspects of return and reintegration, per priority area 6, require attention, to consider gendered issues like sexual and physical violence to which returnee women are disproportionately vulnerable.



- **Trafficking and smuggling:** Children are particularly at risk of trafficking, especially in the Volta Region, often owing to their mobility and disproportionately high participation in the informal economy (particularly in the agricultural, fishing, extractive and service industries). Effective responses to trafficking per priority area 4 must be child-sensitive and address child-related vulnerabilities. This means broad reinforcement of child protection, including by strengthening civil registry; continuing to support efforts to end child labour and reduce youth unemployment; as well as addressing the cultural practices like early and forced marriage that make children vulnerable to trafficking. Trafficking-related capacity-building must also integrate child-sensitive protection and referral needs of victims. At the higher level, Ghana could accede to the optional protocol of the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography.
- **Internal migration:** Connected with the vulnerabilities described above, children and young people participate significantly in internal and international migration. Relatively high youth unemployment, cultural emphasis on migration as a rite of passage, and a normalization of the demand for child labour are critical drivers that require continued attention.
- **Border management and immigration:** An integration of immigration and internal migration considerations into local planning, per priority areas 1 and 3, should give due attention to the service access needs of children, especially those forcibly displaced.
- **Return and reintegration:** Priority area 6 should consider the specific reintegration needs of young returnees, who frequently experience particular difficulties.



- **Institutional and policy coherence:** Per priority area 1, coordination across migration governance can be strengthened by institutionalizing the NCM and connecting it with the other coordination mechanisms and platforms that address the policy areas discussed in this report. A greater whole-of-government reflection can also be integrated into data collection and management to determine collectively what data needs to be collected, by whom and for what end. As limited

	<p>policy action on internal migration was identified, local and regional government authorities have an especially important role in integrating migration into local development planning.</p> <ul style="list-style-type: none"> – Border management and immigration: Cooperation between border agencies per priority area 3 can benefit from institutionalizing the <i>ad hoc</i> BOSEC committees. Border management can benefit from greater integration, also responding to the integrated border management emphasis of GCM Objective 11. – Trafficking and smuggling: Labour and immigration law enforcement activities can be leveraged to identify more cases of trafficking in persons. Cooperation between investigations and prosecutions could also be strengthened. – Diaspora engagement and remittances: Per priority area 5, coordination on diaspora engagement could be strengthened through the establishment of an inter-institutional platform, as well as bringing stronger coherence to the Ghanaian State’s diaspora engagement approaches.
	<ul style="list-style-type: none"> – Institutional and policy coherence: As the NCM’s members are governmental, the whole-of-society approach means creating spaces for other stakeholders’ participation. – Labour migration: The protection of Ghanaian migrant workers abroad could be strengthened by supporting partnerships between Ghanaian trade unions and their counterparts in countries of destination. – Border management and immigration: There is scope to engage migrant associations to identify barriers that migrants residing in Ghana may face to exercising their rights and contributing to sustainable development. Migrant associations, including those representing transhumant herders, need also to be brought together with local communities and media stakeholders to identify needs and counter harmful migration narratives. – Diaspora engagement and remittances: As Ghana’s diaspora engagement approach appears State-led, it may be possible to decentralize the implementation of the Diaspora Engagement Policy by engaging diaspora organizations. Local and regional government authorities also have the potential to facilitate the engagement of their diasporas.

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Annexes

The following annexes are available in a separate document.

Annex 1: Stakeholder map

Annex 2: Key informant interviews

Annex 3: Interview guide

Annex 4: Thematic-specific migration governance mapping

Annex 5: Application of the Network's guidance to the assessment exercise