



SOUTHERN AFRICAN MIGRATION
PROJECT

M I D S A

Migration Dialogue for Southern
Africa



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FOR MIGRATION

MIDS A MEETING ON MIGRATION AND DEVELOPMENT

Statement to be forwarded to the United Nations High Level Dialogue on Migration and Development – President of General Assembly, as cover letter with the Report.

The Migration Dialogue for Southern Africa (MIDS A), the non-binding and informal Regional Consultative Process (RCP) established for Southern Africa in 2001, held a Workshop on Migration, Poverty and Development in Windhoek, Namibia on 24-25 April 2006. Participants from the governments of Angola, Botswana, Comoros, and Democratic Republic of the Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Seychelles, Swaziland, Tanzania, Zambia and Zimbabwe attended the workshop. Other participants included the African Union (AU), Southern African Development Community (SADC) Secretariat and Parliamentary Forum, United Nations High Commissioner for Refugees (UNHCR), Canadian International Development Agency (CIDA), European Commission, Australian High Commission, and the United Nations Economic Commission for Africa (UNECA), SAMP and IOM.

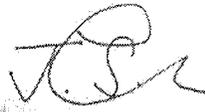
The first day of the meeting focused on the linkages between migration, poverty and development, and included presentations of new research conducted by the Southern African Migration Project (SAMP).

The second day of the program focused on preparations for the upcoming United Nations High Level Dialogue on Migration and Development (UNHLD). Participants received a comprehensive briefing on the procedures and themes of the UNHLD. Participants engaged in extensive discussions concerning the ways that MIDS A, and the interests of the Southern African region, could be reflected in this important debate.

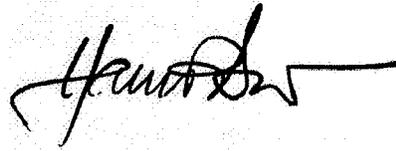
Participants in the MIDS A meeting were appreciative of the recognition by the UN of the role of Regional Consultative Processes (RCPS) such as MIDS A in enhancing coordination and cooperation on issues of global migration. Participants also acknowledged, and wished to express thanks to the UN of the invitation contained in Resolution 60/227 on International migration and Development, which expressly invites RCP's to contribute to the UNHLD.

In this respect, participants concluded that this Covering Letter, along with the attached MIDSA Report and Recommendations and Conclusions, would be forwarded to the President of the General Assembly for consideration along with other submissions from regions throughout the world. While underscoring the informal and non-binding nature of the MIDSA process and its recommendations and outcomes, Workshop participants undertook to ensure that national governments and regional institutions would be fully briefed on the opportunities to engage in the HLD.

Sincerely,



Professor Jonathan Crush
Director SAMP



Mr. Hans-Petter Boe
Regional Representative for
Southern Africa



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Report and Recommendations of the MIDSAs Workshop on:

Migration, Poverty and Development

24-25 April, 2006
Windhoek, Namibia

Countries, Presenters and Observers

The MIDSAs Workshop on Migration, Poverty and Development was held in Windhoek, Namibia on 24-25 of April 2006. Participants from Ministries of Home Affairs/Interior, Foreign Affairs and Economy/Development Planning of Angola, Botswana, Comoros, Democratic Republic of the Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Department of Social Development Seychelles, Swaziland, Tanzania, Zambia and Zimbabwe attended the workshop. Other participants included the African Union (AU), Southern African Development Community (SADC) Secretariat and Parliamentary Forum, United Nations High Commissioner for Refugees (UNHCR), Canadian International Development Agency (CIDA), European Commission, Australian High Commission, and the United Nations Economic Commission for Africa (UNECA). As described below, the first day of the meeting focused on the linkages between migration, poverty and development, and included presentations on new research conducted by the Southern African Migration Project (SAMP). The second day of the program focused on preparations for the upcoming United Nations High Level Dialogue on Migration and Development (UNHLD), and the ways that the interests of the Southern African region may be reflected in this important debate.

SUMMARY OF PROCEEDINGS

Day One: Migration, Poverty and Development

Opening Session

Professor Jonathan Crush, Director of SAMP, welcomed the more than seventy participants to the MDSA Workshop on Migration, Development and Poverty. Professor Crush observed that migration has profound impacts on development, but is a complex and controversial issue that often causes tension between sending and receiving states and between national interests and principles of sovereignty. Interest in the linkages between migration and development has intensified internationally, as signified by the UN High Level Dialogue (HLD) on Migration and Development, to be held in New York in September. He noted that although migration is a survival strategy for many households, it is often overlooked in Poverty Reduction Strategy Papers (PRSP's), and migrants are viewed negatively in both countries of origin and destination. Professor Crush raised questions related to identifying the links between migration and development, engaging with Diasporas and maximising the benefits of remittances, but suggested that answers to these questions would vary in different countries. Professor Crush identified further difficulties in managing migration including the lack of data on the links between migration and development and the need for policy coherence within governments and between states. Professor Crush encouraged participants to engage in dialogue on these issues over the course of the MDSA workshop.

Mr Hans-Petter Boe, IOM Regional Representative for Southern Africa, welcomed participants to the MDSA Workshop, and recalled that the last MDSA Workshop on Migration and Development was held in Zanzibar, Tanzania in 2004. He observed that migration has always existed and that IOM has worked to identify and understand the links between migration and development since the establishment of the organization, but concurred with Professor Crush that interest in these issues internationally has intensified in recent years. Agencies working on migration and related issues in the region include the International Labour Organisation (ILO), World Health Organisation (WHO), World Bank, African Union (AU), the SADC Secretariat, the African Capacity Building Foundation (ACBF), UN Development Programme (UNDP), and the Global Commission on Migration (GCIM).

Mr S Goagoseb, Permanent Secretary of the Ministry of Home Affairs, Namibia, welcomed participants to Windhoek, and acknowledged the timely nature of the MDSA workshop. Migration is a multi-faceted issue that is inter-related with both poverty and development. Namibia is a middle-income country, but its low Human Development Index (HDI) score indicates one of the highest levels of inequality in the world. The government of Namibia has therefore prioritised education, health care, housing and employment creation, against the backdrop of political stability, a policy of reconciliation and a commitment to good governance. However, persistent challenges include high unemployment, poverty, HIV/AIDS and a lack of capacity. Mr. Goagoseb

suggested that regional migration policy should take national sovereignty and security concerns into account, but also should reflect strategies to combat the spread of HIV/AIDS and promote gender equality, given the feminisation of migration. In the Namibian context, the outflow of migrants is relatively low, but increasing numbers of migrants arriving from other countries are cause for some concern. Namibia and Angola have signed an agreement allowing citizens in border communities to travel freely with only a border pass within a range of sixty kilometres in each country. However, at the regional level there is also a need to implement the SADC Protocol on the Facilitation of the Movement of Persons.

Migration, Poverty and Development in a Global and Regional Context

Professor Jonathan Crush provided an introduction to migration and development in the global context, although linkages between these are often overlooked in policy as a result of a lack of data and information, as well as political sensitivity and concerns over national interests and sovereignty. These linkages were first acknowledged globally at the UN Cairo Conference on Population and Development in 1994, although few concrete or coherent policy responses emerged internationally before 2000. However, renewed interest in the links between migration and development in recent years is in response to massive increases in global migration, and diversified trends including greater South-South and South-North migration, complex moves with varying levels of permanence, and greater numbers of women migrating independently in seek of work. Levels of skilled migration have also increased substantially, and with this a greater recognition of the value of remittances and the potential contributions of Diasporas in national development. Northern countries continue to require greater numbers of skilled professionals, but this has resulted in a significant brain drain from developing countries in the South. Finally, there has also been an increase in irregular migration, as well as trafficking and smuggling, and together these changes require international cooperation in migration management. Professor Crush suggested that, at the country level, addressing the challenges of migration and development will require better information-gathering, the integration of migration into development planning, greater awareness of the impacts of national policy on other countries, and the drafting of new policies aimed at maximizing development benefits. Migration should also feature in regional policy agendas and planning, such as through the SADC Regional Integrated Strategic Development Plan (RISDP), but this also requires more comparative data. Evaluations of the development consequences of regional cooperation, for example through the SADC Protocol, should also be conducted. At the international level, current responses include the GCIM and UNHLD, but in future should also include greater data and information gathering and mainstreaming within the context of the Millennium Development Goals (MDG's).

Professor Wade Pendleton presented the results of a SAMP study on Migration and Remittances (MARS) in the SADC region, which revealed that migrants contribute substantial amounts of cash and goods to households in countries of origins. Cash remittances are largely used towards basic necessities, emergencies and special events, and impact significantly on households' quality of life. Comparisons with data from

Afrobarometer studies showed that households receiving remittances were better off than other households on average in their countries, and therefore the impact of migration was found to be positive. Professor Pendleton also discussed a forthcoming SAMP study on Migration and Poverty (MAPS) conducted across SADC countries due for completion by June of this year.

Professor Ndeyapo Nickanor of the University of Namibia presented the preliminary results of the MAPS study in Namibia, in which income was found to be a main predictor of both poverty and migration. Results on the levels of poverty and extreme poverty were comparable to those found in the National Housing and Income Expenditure Surveys (NHIES). Much of Namibia's migration is internal rather than international. Households receiving remittances were found to be better off than other households on average, with greater access to food in particular. As in the MARS study, migration was therefore found to have a positive impact at the household level. Professor Nickanor suggested that these results also highlighted the need to continue to address the challenges of employment creation, access to land, improved service delivery, and food security.

Tour de Table: Experiences and Initiatives by Governments

Through the *Tour de Table* participants were able to share the experiences of individual countries in addressing migration and development in the region, and to introduce new initiatives. Participants reported that many countries in the region continue to experience significant skills shortages due to the brain drain, but are working to retain skilled professionals through improving salary levels and working conditions. While some countries themselves rely on importing skilled foreign professionals, this has been coupled with strategies for skills transfers and counterpart training for nationals. Many also recognized the need to strengthen domestic economies through job creation, poverty reduction and infrastructure development.

A number of participants described new efforts to engage with Diaspora populations and harness remittance contributions, for example, through facilitating easier and more cost-effective remittance transfers and encouraging the return of nationals living abroad. Countries are also looking outside of their own Diasporas for development through foreign investment, and have introduced initiatives to remove barriers to travel, develop investment codes, facilitate residency and business permits for investors, and create tax incentives.

However, participants also acknowledged a number of challenges to maximizing the benefits of migration for development, and for some countries conflict and political instability in other parts of the region were of primary concern. Instability has contributed to increasing numbers of irregular migrants as well as refugees, and this poses capacity challenges to effective migration management and carries cost implications for individual countries.

Participants suggested that there should be greater regional cooperation on migration management, as well as information sharing. Participants also called for more research, data and statistics on migration in the region.

Break-Away Groups: Strategies to Enhance Development Impact of Migration

During the break-away session, participants were asked to discuss a number of questions on the links between migration and development, engaging with Diasporas, remittances, and skilled emigration. Across the three breakaway groups, participants reported that many countries in the region are unsure of the exact size or location of national Diasporas, but nonetheless have a positive outlook towards diaspora populations. Participants suggested that it was not possible for governments to prohibit the emigration of skilled professionals, but that retention strategies should address push factors, such as low salaries and poor working conditions. Additional strategies may include bonding for professionals where education is subsidized by government, and international and regional cooperation to prevent brain drain.

There were diverse responses to the question of whether developing countries should seek compensation for skills emigration. A number of participants felt that this would be impossible, as it would restrict the human rights of migrants, while others felt that compensation was warranted. Views differed on whether compensation for skilled emigrants should be linked to Official Development Assistance (ODA).

Finally, participants acknowledged that migration could have both positive and negative impacts on development. For example, many indicated that skilled emigration has impacted significantly on countries in the region through loss of professionals and investment in training and education. Maximizing the development benefits of remittances may require harmonisation of laws, exchange rate management, and removing resource flow restrictions that impede remittances and capital inflows. Diasporas could contribute to development through remittances, skills-sharing, investment, and marketing and promotion abroad. In addition, they suggested that governments should engage with nationals in the diaspora through encouraging investment in economies and infrastructure, developing incentives such as better working conditions, facilitating returns, and promoting skills-sharing. Participants also suggested that it is important to cultivate good governance and political stability across the region and in individual countries, and to communicate this to build confidence within the diaspora. Participants also identified a possible role for SAMP and the IOM in assisting in the development of databases of nationals abroad, and in involving diaspora communities in workshops on development.

Day Two: Capacity Building for Migration Management: Identifying Priorities in the Region

Mr. T Chifamba (Zimbabwe) opened the morning session by commenting on the political discussions on immigration policy leading up to the UNHLD, and emphasized that workshop participants should focus on the challenges of migration as well as the benefits, such as remittances.

Mr. Robert Paiva, Director of External Relations at IOM Geneva, gave a presentation introducing the UNHLD. With a view to supporting governments at the national and regional levels participate in the UNHLD, he provided extensive information on UN procedures and the HLD roundtable themes.

Mr. Paiva explained that the UNHLD will be the first high level General Assembly debate on migration, and that countries, regional bodies, and Regional Consultative Processes (RCPs) from around the world have been invited to make contributions through UN Resolution 60/227. The HLD will result in a Chairman's summary without a Resolution, but other possible outcomes may include a non-binding intergovernmental forum, support for improved capacity building, or a mechanism to better match international labour supply and demand. The HLD is important in that it will offer states the opportunity to share good practices in migration management and foster greater cooperation on key issues, including: migration and development, labour, human rights of migrants, international migration law, and managing migration. IOM has identified a number of key messages for the HLD, which include better integration of migration in development policy and planning, as well as capacity building for implementation. IOM also suggests that business needs to be drawn into debates around migration, and that better mechanisms are needed to match international labour supply and demand. IOM has also identified the need to further explore the potential role of Diasporas in development, as well as to promote a better understanding of migration law to ensure protection of the rights of migrants. Finally, IOM suggests that there should be greater recognition of the value of RCP's as tools for international dialogue, understanding and action.

Ms. Phyllis Coven, Technical Cooperation Specialist for Africa for IOM, briefly described her new role in the region, and IOM's commitment to expanding its technical assistance and border management programs with governments in Southern Africa. She also invited participants to discuss the potential plans of regional organizations to contribute to the UNHLD. **Mr. Misbahu Ibrahim** of the Southern African office of the African Union (AU) in Lilongwe, Malawi, discussed the need for increased awareness of the role and mission of the AU in the region, particularly in terms of support for information exchanges and fostering cohesion between different countries. The AU works to promote unity and solidarity in the region, but at the same time is unaware of many of the current activities in Southern Africa. Mr. Ibrahim was not aware of any plans within the AU to contribute to the UNHLD.

Mr Natangwe Angula, Senior Officer of the SADC Secretariat shared the objectives of the SADC Protocol on the Facilitation of Movement of Persons with Workshop Participants and discussed the process of implementation within the region. Implementation of the Protocol will be preceded by the development of an Implementation Framework, which must be agreed by State Parties six months from the date of signature of the Protocol by at least nine (09) Member States. To date, the DRC, Lesotho, Mozambique, Namibia, South Africa, Swaziland and Zimbabwe have signed the Protocol while Botswana indicated readiness to sign. Mozambique has also ratified the Protocol. Effective implementation of the Protocol will require Member States to ensure that national statutory laws and regulations are harmonized.

Mr. Glen Mamabolo of the Department of Foreign Affairs in South Africa reported that it is not definite yet that South Africa as Chair of G77 will prepare a document for the UNHLD as consultations with Member States and other stakeholders are underway. However, MIDSA will be informed of the processes in due course, once the facts are established.

Participants recognized the unique opportunity presented by the UNHLD for MIDSA and other regional entities to make a submission to the UN, and also emphasized the need to convey the information shared at this meeting at the its recommendations to relevant national Ministries following the conclusion of this workshop.

Break-away Groups: Priorities and Recommendations from MIDSA towards the UNHLD

Reports from the various breakout groups raised the following issues:

During the break-away session, participants were asked to discuss whether or not MIDSA should make a direct submission to the UNHLD, and to identify key issues and recommendations on three HLD roundtable themes: the effects of international migration on economic and social development, measures to ensure the protection of the human rights of migrants, and the promotion and building of partnerships and capacities.

Participants acknowledged the important opportunity presented by the HLD, and suggested that it was important for key issues and recommendations of the workshop to be captured in the MIDSA Report. Participants suggested that this report could be shared with the HLD, but critically, should be brought back to Ministries and SADC governments to guide national input. Participants also suggested that it would be critical to share the recommendations of the MIDSA report with regional organisations, such as SADC, the ECA and the AU, in preparing inputs to the UNHLD.

Participants acknowledged that there are both positive and negative aspects to international migration. Positive benefits include remittances, cultural exchange, and skills sharing, while negatives are labour oversupply in some areas, exploitation of migrant workers, brain drain and the emigration of skilled professionals, dependency and

ineffective use of remittances, loss of investment in training, exposure to trafficking networks, xenophobia, and migration through irregular channels.

With reference to the effects of international migration on social and economic development, participants suggested that MIDSA recommendations should promote the rights of vulnerable groups of migrants, including women, children and the elderly. The particular vulnerability of migrants to HIV/AIDS must also be recognised. In broad terms, participants recommended that government should mainstream migration across policy and different sectors. Further, participants suggested that governments should begin to develop solutions to the brain drain, for example, through identifying skills gaps and seeking professionals to fill these in the international market.

In terms of the protection of the rights of migrants, participants recommended that countries should adopt international instruments on human rights and the rights of migrants, and work to implement these at the national level. Migrant workers should also enjoy the same protections as citizens through labour legislation. Participants also suggested that laws and policies should be harmonized across the region. Further, participants recommended that combating trafficking in persons should be prioritised in policies and planning, and that dedicated units should be established within governments. Capacity needs to be developed to draft policy on trafficking, as well as to implement policy and regulatory mechanisms.

Participants concurred that it is important to build partnerships and capacity, and to share good practices and information. Participants recommended that capacity building should include training, but should also extend to improving policies and legislation, strengthening the regulatory environment, and developing migration management systems. Physical infrastructure, for example at border posts and through computerisation, must also be developed. Participants suggested that partnerships and capacity building would benefit from policy harmonisation in the region, as well as bilateral agreements between countries.

Mr. Barney Karuombe, Regional Integration Officer, of the SADC Parliamentary Forum introduced the Forum to MIDSA participants, and suggested that the feedback and outcomes of the Workshop could be shared in the SADC Consultative Conference taking place in Namibia later in the week.

Mr. Natanuwe Angula, Senior Officer of the SADC Secretariat shared the objectives of the SADC Protocol on the Facilitation of the Movement of Persons with MIDSA participants, and discussed the process of implementation within the region. Implementation of the Protocol will be preceded by the development of an implementation Framework, which must be agreed upon by signed parties six months after ratification, then agreed upon by all states. To date, the DRC, Lesotho, Mozambique, Namibia, South Africa, Swaziland and Zimbabwe have signed the Protocol, and Botswana is ready to sign. Mozambique has also ratified the Protocol. Effective implementation will require states to ensure that statutory laws and regulations are harmonised.

MIDSA participants posed a number of questions about the Protocol, and **Mr. Barney Karuombe**, of the SADC Parliamentary Forum responded that the Forum would be interested in working with other organisations to host workshops on the objectives and implementation of the Protocol.

Closing Session

Professor Jonathan Crush of SAMP and **Ms. Phyllis Coven** of the IOM presented the conclusions and recommendations of the MIDSA workshop.

CONCLUSIONS AND RECOMMENDATIONS:

1. Participants in the MIDSA process recognize the importance of migration as a factor affecting national and regional development strategies and policies.
2. The positive and negative aspects of migration to, from and within the region for SADC countries are recognized. Similarly it is recognized that the balance of advantages and disadvantages varies from country to county. The positive impacts of migration should be maximized and the negative should be minimized through appropriate policy interventions.
3. The importance of gender and the increasing feminisation of migration should be acknowledged and addressed.
4. Effective policies and practices must be put in place to address irregular migration, including trafficking and smuggling.
5. Skilled migrants should not be prevented from leaving their countries of origin but there is a need to address the conditions that encourage people to leave, the impacts of skills losses, the investments made by countries in education and skills development, and the possible development of skills import strategies where necessary. The need to address push factors and to develop skills retention strategies was underscored.
6. The importance of the Diaspora as a development resource was recognized by all participants. Participants called on SAMP and IOM to assist countries in the region by conducting research to gain a better understanding of the size, location and

potential for engagement with Diasporas, and to help them build the capacity to more effectively manage relationships and communications with Diasporas.

7. The importance of remittances to many households and economies was recognized. However, remittances should not be seen as a substitute for ODA. Policies should be developed to assist remitters and their households to lower the costs of remitting, remove restrictions on transfer of funds, and improve the level of investment and productive use of remittances
8. Migration is not explicitly profiled in many PRSPs, the RISDP and the MDG's. An analysis should be undertaken by SAMP and IOM of national poverty reduction and regional strategies with recommendations on how to mainstream migration. The impact of migration should be considered in all planning processes for development and poverty reduction. Efforts should be made to engage the private sector and civil society in these goals.
9. Migration is an issue that crosscuts departmental responsibilities. The need for greater inter-departmental communication, coordination and coherence on migration and development policy is recognized.
10. The importance of mobility in heightening the vulnerability of populations to HIV/AIDS and other communicable diseases was recognized.
11. MIDSAs participants reiterated their support, expressed at previous MIDSAs meetings (most recently in Johannesburg in December, 2005), for efforts to harmonize immigration laws and policies.
12. Continued and expanded capacity building in aspects of migration policy and management is encouraged.
13. Participants recommended that the MIDSAs report and recommendations be made available to the UNHLD, but critically, that the information exchanged at this meeting should be shared with national governments, Ministries and regional organisations including SADC, the AU and the UNECA, and that these entities be encouraged to voice the interests of the region at the UN.
14. Participants thanked the Government of the Republic of Namibia for their hospitality and for hosting this important workshop; their thanks also went to SAMP and IOM for their able coordination of the workshop.