



SOUTHERN AFRICAN MIGRATION
PROJECT

M I D S A

Migration Dialogue for Southern
Africa



IOM • OIM

INTERNATIONAL ORGANIZATION
FOR MIGRATION

Pretoria, 15 May 2007

Excellency,

**Report and Recommendations of the Regional Workshop on
Human Capital Mobility, Labour and the MDGs in Southern Africa
Victoria Falls, Zimbabwe 26-28 March, 2007**

The Migration Dialogue for Southern Africa (MIDSA), the non-binding and informal Regional Consultative Process (RCP) established in 2000, held a workshop on *Human Capital Mobility, Labour and the MDGs in Southern Africa* in Victoria Falls, Zimbabwe on 26-28 March 2007. Senior officials from the Ministries of Labour, Home Affairs and Finance/Economic Planning 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, Southern African Migration Project (SAMP), International Organization for Migration (IOM), United Nations Development Programme (UNDP), United Nations Office for the Coordination of Humanitarian Affairs (OCHA), European Commission (EC), World Health Organization (WHO), UNAIDS as well as a number of academic institutions. The World Bank, International Labour Organization (ILO), The Development Bank for Southern Africa (DBSA), the UK Department for International Development (DFID), and the UN Economic Commission for Africa (UNECA) were invited but were unable to attend the Workshop.

The first day of the MIDSA workshop focused on global and regional trends in human mobility, as well as initiatives related to labour migration. The second day of the programme focused on assessing the impact of migration on development, particularly in relation to the achievement of the MDGs. Participants from Zimbabwe

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and Mauritius shared their respective national experiences in managing labour migration, including innovative policy and programme interventions. Presentations made on Day 2 focused on the upcoming Global Forum on Migration and Development (GFMD). On the third day, participants discussed the outcomes and recommendations of the workshop, and decided that these should be submitted as a regional contribution to the GFMD.

In this respect, the MIDSAs organisers have the pleasure to forward the attached MIDSAs Report, Recommendations and Conclusions to the Belgian Presidency of the GFMD for consideration.

While underscoring the informal and non-binding nature of the MIDSAs process and its recommendations and outcomes, Workshop participants additionally undertook to ensure that national governments and regional institutions would be fully briefed on the opportunities to engage in the processes of the GFMD.

Finally, we also wish to inform you that the MIDSAs had previously hosted two other workshops on Migration and Development (Zanzibar, March 2004 and Windhoek, April 2006) and the reports, recommendations and conclusions from those Workshops are available on <http://www.iom.org.za/MIDSAsPublications.html>. The Note to the United Nations High Level Dialogue of the General Assembly on Migration and Development which was addressed to H.E. the President of the 60th Session following the Windhoek MIDSAs Workshop, can also be found on the same site.

Please accept, Excellency, the assurances of our highest consideration.

Yours Sincerely,



Professor Jonathan Crush
Director SAMP



Mr. Hans-Petter Boe
Regional Representative for
Southern Africa, IOM



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**Report and Recommendations of the MIDSAs Workshop on:
HUMAN CAPITAL MOBILITY, LABOUR AND THE MDGs IN
SOUTHERN AFRICA**

Victoria Falls, Zimbabwe 26-28 March, 2007

Participants, Presenters and Observers

The MIDSAs Workshop on Human Capital Mobility, Labour and the Millennium Development Goals (MDGs) in Southern Africa was held in Victoria Falls, Zimbabwe on 26-28 of March, 2007. Participants from the governments of Angola, Botswana, Comoros, Democratic Republic of Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Seychelles, Swaziland, Tanzania, Zambia and Zimbabwe attended the workshop. Most government participants were senior officials from the Ministries of Finance/Economic Planning, Home Affairs and Labour. Other participants included representatives from the African Union (AU), Southern African Development Community (SADC) Secretariat, Southern African Migration Project (SAMP), United Nations Development Programme (UNDP), United Nations Office for the Coordination of Humanitarian Affairs (OCHA), European Commission (EC), World Health Organization (WHO), UNAIDS as well as a number of academic institutions. The World Bank, International Labour Organization (ILO), The Development Bank for Southern Africa (DBSA), the UK Department for International Development (DFID), and the UN Economic Commission for Africa (UNECA) were invited but were unable to attend the Workshop.

Day one of the MIDSAs workshop focused on global and regional trends in human mobility, as well as initiatives related to labour migration. The second day of the programme focused on assessing the impact of migration on development, particularly in relation to the achievement of the MDGs. Participants from Zimbabwe and Mauritius shared the experiences of their countries in managing labour migration, including innovative policy and programme interventions. Presentations made on Day 2 also focused on the upcoming Global Forum on Migration and Development (GFMD), to be held in Brussels on 9-11 July 2007. On Day 3, participants discussed the outcomes and recommendations of the workshop, and decided that these should be submitted as a regional contribution to the GFMD.

Set forth below is a Summary of Proceedings and the Conclusions and Recommendations.

SUMMARY OF PROCEEDINGS

Day One:

Opening Session

Ms. Ntombikayise Msibi of the Southern African Migration Project (SAMP) welcomed more than seventy participants to the MIDSAs Workshop and remarked that the workshop will be very useful in terms of assisting countries in the SADC region to better manage labour migration, and achieve the MDGs. She emphasized the importance of greater regional cooperation in confronting the challenges, as well as in exploring the opportunities that migration offers. She provided a brief overview of SAMP's work, and informed participants of the launch of two new MIDSAs reports, entitled The Prospects for Migration Data Harmonisation in the SADC region and A Migration Audit of Poverty Reduction Strategies in Southern Africa.

Dr. Agostinho Zacarias, UN Resident Representative of Zimbabwe, stated that migration is a key factor in both poverty reduction, and the achievement of the MDGs in the region. He stated that in light of regional efforts to promote greater integration and freer movement of labour and capital, the workshop should deliberate on the need for a strategic framework that addresses development challenges related migration. He suggested that the SADC region faces a challenge in developing policy that enhances the development benefits of migration, particularly in relation to the achievement of the MDGs.

Mr. Hans-Petter Boe, IOM Regional Representative for Southern Africa, welcomed participants to the MIDSAs Workshop. He stated that the workshop draws on the outcomes of both the previous MIDSAs workshop on "Migration, Poverty and Development" held in Windhoek, Namibia in 2006, and the UN General Assembly High Level Dialogue on International Migration and Development (UNHLD), held in New York in September of 2006. He suggested that the conclusions and recommendations emerging from the current workshop could be shared with the Global Forum on Migration and Development (GFMD), which will be held in Brussels in July of 2007. Mr. Boe also expressed his gratitude to DFID and UNDP for financing the workshop, on behalf of IOM and SAMP.

H.E. Minister Nicholas Goche, Public Service, Labour and Social Welfare of Zimbabwe, stated that the government of Zimbabwe was grateful for the opportunity to host this MIDSAs workshop, which he hoped will help SADC countries to reach a better understanding of the positive and negative impacts of labour migration on development. Zimbabwe is currently experiencing a "brain drain" of skilled professionals, particularly in the health, education and social services sectors, and needs new strategies to attract and retain skilled workers. Many Zimbabweans are also migrating out of the country under dangerous conditions, and engaging in exploitative work in other countries. He called on host countries in particular to adopt necessary measures to protect migrant workers.

Morning Session: Global Trends and Initiatives and Labour Migration and Mobility in the SADC Region

Professor Daniel Tevera, a SAMP research partner based at the University of Swaziland, presented on global and regional trends in human mobility and labour migration. Worldwide, numbers of persons living and working outside of their country of origin is higher than ever before, with notable increases in numbers of women migrants. This can be attributed in part to globalisation, which has collapsed historical barriers to mobility, as well as advances in information and communication technology and increasing differentials between countries in terms of salaries, employment opportunities and living conditions. Major migration "push factors" include unfavourable economic fundamentals, political instability and poor working conditions. Migration "pull factors" in destination countries include the globalisation of labour markets for certain categories of workers, and shortages in domestic labour forces.

Professor Tevera suggested a number of strategies for enhancing the positive, and reducing the negative impacts of labour migration and the brain drain, including: compensation from destination countries; strategies to retain skilled workers and alleviate migration push factors; and, more effective use of remittances for national development. He emphasized that thus far, strategies for harnessing the benefits of migration remain largely unexploited in many African countries. Professor Tevera also suggested that the SADC region would benefit from the development of a Regional Agenda for Human Mobility Management, as well as from greater dialogue and interaction in forums such as MIDSA.

Dr. Ryszard Cholewinski, Labour Migration Specialist of Migration Policy, Research and Communications, IOM, presented on *Managing Human Mobility and Labour Migration in the Evolving Global Economy*. Dr. Cholewinski shared with participants a number of international migration management initiatives and policies that address the migration challenges faced by many countries. Recent years have seen an increased focus on the development of labour migration policies that aim to harness the benefits of migration for develop. Major policy concerns and challenges include: protection of the rights of migrant workers; improving interaction and integration between migrants and host communities; ensuring access to social benefits; and effective responses to irregular migration. Remittances contribute significantly to national development in sending countries, and this gives rise to policy issues including the lowering of transfer costs, and encouraging the use of remittances in sustainable development. Policies have also focused on mitigating the impacts of the brain drain, and increasing cooperation between countries of origin, transit and destination.

Dr. Cholewinski also introduced the IOM World Migration Report, 2007, which focuses of managing labour migration in the global economy. The report discusses migration management strategies including: the development of comprehensive knowledge bases; elaboration of foreign employment policies, and the integration of these into human resource strategies; formulation and management of foreign employment policies in countries of destination; achievement of best outcomes from regional free movement initiatives; and, the development of a possible framework for cooperation by the international community. Cross-cutting issues addressed in relation to labour migration include human rights, gender, health and integration.

Dr. Meera Sethi, Senior Regional Advisor for Sub-Saharan Africa of IOM (Geneva), presented on the key outcomes and conclusions of the UNHLD. These included consensus that migration affects all countries, and recognition of the strong link between migration and development. Given these links, migration should be mainstreamed into national development policies and Poverty Reduction Strategy Papers (PRSPs). Other outcomes from the UNHLD included recognition of the need to engage more effectively with diaspora populations, and promote circular migration and returns. The developmental value of remittances was acknowledged, but overdependence on remittances should also be avoided. There is also a need to match labour supply and demand globally, and to address issues of brain drain, illegal employment, and the specific needs of women migrants. Finally, the UNHLD concluded that there should be greater cooperation within the international community at all levels.

Dr. Sethi also briefed participants on the upcoming GFMD, which is an informal, voluntary, non-binding and states-owned process, and aims to deliver concrete migration management strategies, through workable models, pilot programmes and multi-stakeholder partnerships. Discussion between civil society organisations and diaspora representatives will take place on 09 July, the results of which will feed into the government forum on 10 – 11 July. Plenary discussions will focus on the links between migration and development, and strengthening policy. Roundtable discussions will also be held on: human capital development and labour mobility; remittances and

other diaspora resources; and, enhancing institutional and policy coherence and promoting partnerships.

Ms. Mariam Khokhar, Programme Manager of IOM Pretoria, presented on the background, objectives, themes and outcomes of activities undertaken by the Ministerial Consultations on Overseas Employment and Contractual Labour, known as the Colombo Process. The Colombo Process is a Regional Consultative Process (RCP) like MDSA which includes participants from the governments of Afghanistan, Bangladesh, China, India, Indonesia, Nepal, Pakistan, Philippines, Sri Lanka, Thailand and Vietnam. IOM holds the Secretariat for the process, and Indonesia serves as the current Chair.

Initiated in 2003 by the IOM, the Colombo Process focuses on labour migration, protection and support for migrants, capacity-building, data collection, and inter-state cooperation. Participating governments share experiences and best practices through the Process, and seek solutions for migration-related challenges encountered. The RCP also aims to maximize the mutual development benefits shared by countries of origin and destination through annual Ministerial Consultations, the recommendations of which are translated into action plans implemented for the benefit of member countries. For the first time in September of 2005, a number of destination countries participated in the Ministerial Consultations.

Concrete outcomes of the Colombo Process include: the development of a capacity-building curriculum and training courses for labour attachés and administrators; establishment of an Overseas Workers Resource Centre that provides information and support to both migrants and governments; and, research related to labour migration

Ms. Khokhar also discussed the *AENEAS Regional Dialogue and Programme on Facilitating Legal Migration between Asia and the European Union* launched in 2006, which has benefited Colombo Process members as well as some European destination countries through facilitating opportunities for legal migration for migrants from Asia, and enhancing dialogue between sending and receiving countries. Programme activities include: enhancing regional cooperation efforts amongst major Asian labour-sending countries and with the EU; promoting legal labour opportunities and reducing irregular migration; enhancing government and private sector capacity to place workers legally in EU countries based on demand; and, inform potential migrants about legal labour migration opportunities and procedures, and the risks of irregular migration.

The Colombo Process continues to evolve as a successful RCP, and with continued participation of destination countries, will further contribute to strengthening migration management in the region and beyond.

Ms. Kate Lefko-Everett, Researcher at SAMP, presented on research conducted for UNESCO on the UN Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (MWC). The MWC importantly outlines both the rights of migrant workers, including the rights to privacy, information, freedom of movement, equal treatment with nationals, and the transfer of earnings. The MWC also outlines the obligations of host States in terms of administration, working conditions, and human rights, amongst others.

Awareness and ratification of the MWC are relative low within SADC, despite the fact that most countries are both senders and receivers of migrants. In the case of South Africa, the provisions of the MWC are also generally consistent with existing legislation. The research suggests that a lack of political will is a major obstacle to ratification, rather than cost or capacity constraints. She observed that many countries have signed other conventions despite lacking capacity for

implementation. Logistical obstacles faced by some countries could also include the pre-departure briefings for migrants, and conditions and procedures for detention and deportation outlined in the MWC. Successful implementation of the MWC will require greater cooperation at the national, sub-regional, regional and international levels, within and between governments, as well as with NGOs and migrants themselves.

Discussion:

Participants raised a number of issues following presentations made in the morning session. To begin, some suggested that presenters had not focused enough on the negative consequences of labour migration, and proposed that in-depth analysis should be conducted in comparing the potential costs and benefits of migration. Participants suggested that overall, wealthier countries benefit most from labour migration, and cautioned against exporting labour, particularly in key sectors such as health and education.

Participants emphasised the need to encourage qualified nationals to return home, and to invest in countries of origin. Tax deductions on assets and remittances were identified as potential incentives for diaspora nationals, as these strategies have been used in the United Kingdom. The MIDA programme in Burundi and the DRC has also facilitated temporary returns of diaspora nationals, which has also brought about policy change, such as allowing dual citizenship and permitting frequent travel between different countries without loss of residence. Through the Great Lakes Programme in Belgium, diaspora nationals in 23 countries returned to countries of origin on a temporary basis to contribute to development projects and initiatives.

Generally there is little data on remittances, except in cases such as Lesotho, where bilateral agreements require mine workers to remit a portion of their salary home. Participants queried the methodology used by the World Bank to measure remittances given the reliance of many migrants on informal transfer channels.

Other suggestions to combat brain drain and the negative consequences of migration included the need for more bilateral agreements between migrant sending and receiving countries, as well as the need to promote greater “brain circulation” within the region. One participant suggested that a regional training institution for health workers could be established.

Afternoon Session

Mr. Arnold Chitambo, Senior Programme Manager of Employment and Labour, SADC Secretariat, presented on human mobility, labour migration and the SADC Protocol on the Facilitation of Movement of Persons in the region. The Protocol is a key instrument in facilitating labour migration and eliminating obstacles to the movement of persons in the region. The provisions of the Protocol permit entry for lawful purposes without visas into SADC member states for a maximum of 90 days per year. Through the Protocol, nationals of SADC states would also be permitted to acquire temporary or permanent residence in another state for work or other purposes.

Realization of the Protocol in the region will require a number of initiatives, including harmonization of national laws and immigration practices, increased cooperation between countries, and improved facilities for travel. Implementation and monitoring mechanisms will be put in place through the Committee of Ministers responsible for public security, as well as other Committees established by the Ministerial Committee of the SADC Organ. Currently, the Protocol has been signed by 9 Member States but has only been ratified by 1 State; in order to

enter into force, ratification by two-thirds of Members States is required. A taskforce to facilitate the development of guidelines for the Protocol's implementation has been established.

Mr. Misbahu I. Abdulrasheed, Finance and Administration Officer, AU Southern Africa Regional Office, presented on the *AU Common Position on Migration and Development: AU Strategic Framework on Migration*. The Strategic Framework was adopted in July of 2006 at the Banjul Summit, and although non-binding, provides guidelines to assist Member States in developing migration policy. The AU, together with IOM, also assists Member States in policy implementation, in accordance with their own priorities and resources.

The Strategic Framework identifies a number of key thematic migration issues: the brain drain of skilled professionals, human rights of migrants, trafficking in persons, HIV/AIDS, migrant remittances, diaspora populations, the increasing feminization of migration, and peace and security. The Strategic Framework also provides comprehensive and integrated policy guidelines on issues including border management, irregular migration, protecting the human rights of migrations, migration data collection, and linking migration and development, amongst others. Mr. Abdulrasheed also presented five recommendations for effective migration management: the adoption of a comprehensive approach to migration management; adoption and implementations of recommendations made thus far; collective solutions to migration through bilateral, multilateral, intra- and inter-regional cooperation; increased research on migration; and, improved infrastructure, technology and capacity to manage migration.

Discussion:

In discussing the presentations made, participants highlighted the need for more data on migration in the region. It was suggested that national census surveys should include questions related to both cross-border and internal migration.

Participants raised the question of how to effectively channel remittances into development. Initiatives from other countries include the requirement that Cuban doctors working abroad must remit a portion of their salary through official channels. Mexico and the Philippines also have highly developed strategies for remittance transactions.

Participants commented on the gap between the objectives of the SADC Protocol, and progress taken to adopt the Protocol and realize its provisions. Participants suggested that individual countries should begin the process of introducing regional objectives into national migration policies.

Concerns were also raised about working conditions and labour mobility. Participants suggested that developed countries should ensure better conditions for migrant workers. Participants also emphasized the need to create favourable working conditions in countries of origin to prevent further brain drain.

Given the links between migration and development, and the consequences of the brain drain for many countries in the region, governments should ensure that migration features in PRSPs.

Participants indicated that they would benefit from examples of policy and strategies to better manage labour migration in other regions, and specifically, through the achievements of the Colombo Process.

Participants requested assistance from the IOM and SAMP with a number of policy and implementation challenges, including: the process of policy development and harmonization required for the realization of the SADC Protocol; the formulation of a regional migration policy consistent with national policies in SADC countries; formulation of national policies on labour migration.

Day two:

Morning Session: Sub-Regional and National Initiatives

In the *Tour de Table* session participants were asked to provide a brief overview of human mobility and labour migration in their own countries, identify the impacts of these on economic development and the MDGs, outline steps taken to address these issues, and highlight needs requiring international/regional cooperation and support.

Through the *Tour de Table* presentations, participants acknowledged the links between migration and development at both the national and regional levels. Many SADC countries also share similar challenges related to human mobility and labour migration. These include porous borders, and uneven border management and computerization of border posts. Irregular and undocumented migration also present significant management challenges, and the costs of deportation are high. Human trafficking also remains a significant problem. In general, there is a lack of reliable data on migration, and out-migration in particular is not sufficiently documented.

Many SADC countries continue to experience a brain drain of skilled professionals attracted to better working conditions, economic growth, and political stability in other countries. In particular, the brain drain affects the health and education sectors, and limits the abilities of countries to achieve the MDGs. Migration push factors include dissatisfaction with social, economic and political living conditions at home, low remuneration, lack of opportunities, and inadequate housing, educational and social services. Students enrolled at universities abroad also often do not return to countries of origin. Participants agreed that skilled migrants should not be prevented from leaving, but efforts to retain them should include promoting political stability, peace and improved working conditions. Participants also suggested that the socioeconomic impact of brain drain should be comprehensively assessed in most countries.

The in-migration of labour migrants also poses a number of challenges, including increased demand for social services and health care, increased pressure on infrastructure through expanding human settlements, and increased social instability and insecurity in some respects. Some participants suggested that high levels of migrant workers have contributed to unemployment amongst nationals, challenging efforts to achieve MDGs related to the eradication of poverty and hunger. Foreign workers, and in particular those employed by multinational companies, also contribute to the out-flow of resources from countries. At the same time, it is important to protect migrant workers with regard to payment of salaries, working conditions and access to social services.

Participants recognised the significant value of remittances, and recommended that strategies should be identified for more effective use of remittances in national development. It is also important to engage diaspora populations in national development initiatives.

Participants recognized the developmental value of migration in the region, and listed a number of initiatives taken within their own countries. At the national level, efforts have been made to develop rural areas, and curb migration to urban centres. Some countries have begun training

low- and semi-skilled workers, in some cases with a view to replacing foreign workers. In Zambia in particular, regulations have been imposed on multinational companies requiring them to hire local personnel. Countries such as Mauritius have supported the creation of new industries in order to absorb the national workforce, and combat poverty and unemployment.

A number of participants mentioned strategies to facilitate legal migration and simplify migration procedures, including the consideration of a special migrant worker passport to expedite application processes. In some countries, the World Bank has assisted in funding the computerization of border posts. The IOM has also established a Reception Centre at Beitbridge in Zimbabwe to provide humanitarian assistances to deportees. A second centre is being established at Plumtree.

In terms of SADC nationals working abroad, efforts have been made to sensitize host countries on issues of social protection and working conditions, particularly through embassies.

Some participants described laws, policies and programmes put into place to attract and facilitate qualified foreign workers able to contribute to national development. These include eligibility for permanent residence, the ability to purchase land, and allowing cars to be purchased duty-free. In some countries, international recruiting companies have been engaged to assist in addressing acute labour shortages.

Participants also described institutional strategies, including the establishment of: an Inter-Ministerial committee on Counter-Trafficking; a Tripartite Immigration Selection Board, which reviews applications and selects qualified applicants; a National Committee on Migration which ensures the coordination of all the migration-related activities an coherence with the national development plan; and, inter-departmental migration management structures.

In terms of promoting return to countries of origin, some participants made references to systems of co-financing the costs of return. Others described providing special remuneration to attract skilled diaspora workers and facilitate skills and capital transfers. The IOM has also begun surveys and mapping exercises to locate the diasporas of certain countries, including the DRC, Mauritius and Zimbabwe. Through MIDA, the IOM has also compiled a comprehensive inventory of diaspora skills with a view to bringing skilled professionals home. IOM's Resettlement Programme has also facilitated the return of some skilled nationals.

In recognizing the value of remittances, formal channels have been established to facilitate remittance transfers, in the currency of choice of recipients.

Some bilateral agreements already exist between countries in the region related to labour migration, for example, between Lesotho and South Africa. Another example is the bilateral agreement between Cuba and Kenya on the exchange of medical personnel. Participants suggested that there should be more regional and bilateral agreements developed to facilitate movement, possibly through SADC or the AU.

Many of the priority needs identified by participants related to capacity to manage migration effectively. Both financial and technical assistance are requiring in capturing migration data. Participants suggested that better data will allow migration to be included more easily in national development plans. Participants also indicated that countries require support and assistance with: border management; revising and updating bilateral labour agreements; combating brain drain and attracting skilled workers; retention and return of skilled workers and students; harmonising

migration policy and procedures between countries; cooperation and engagement with migrant-receiving countries; and, greater regional and inter-regional cooperation on migration issues.

Presenters

Mr. Leonard Turugari, Assistant Resident Representative for Poverty and Economic Management, UNDP Zimbabwe, presented on the impact of migration in achieving the MDGs, and in PRSP processes within SADC. None of the eight MDGs make specific reference to migration. However, it is apparent that migration as a cross-cutting issue affects the achievement of each MDG, and therefore should be mainstreamed into the processes of implementing MDG frameworks and PRSP's.

With regard to achieving MDGs one (eradicating poverty and hunger) and eight (global partnership for development), Mr. Turugari suggested the creation of partnerships between countries in the region, as well as with migrant-receiving countries, in order to maximize the developmental benefits of migration. Goal two relates to universal primary education, and Mr. Turugari proposed regional and international assistance in cases of conflict and natural disaster so that migrant children are able to continue their education. Goal 3 relates to gender equality and the empowerment of women, and efforts should be made to ensure that women and children migrants are not marginalised in host countries. Goal 4 is to reduce child mortality, and Mr. Turugari described the need to create conducive working environments for health professionals and to stem the brain drain. Goal 6 is to combat HIV/AIDS, malaria and other diseases, and a comprehensive and coherent regional strategy should be developed to address the links between migration and HIV/AIDS. Finally, Goal 7 relates to environmental sustainability, and Mr. Turugari recommended that planning for infrastructure, particularly water supply and sanitation, should taken population influxes and migration into account.

Dr. Washington T. Mbizvo, Permanent Secretary of the Ministry of Higher and Tertiary Education of Zimbabwe, presented a series of interventions to attract, develop and retain critical human resources in Zimbabwe. Zimbabwe currently faces a hostile economic environment, which has resulted in the emigration of skilled workers critical to development. As in other developing countries, the health sector has been most affected.

In response to skills shortages, the government has established a Task Force on Human Resources Mobilisation and Retention. Strategies for combating the consequences of brain drain include attracting foreign investment, reducing inflation, mobilising foreign currency and increasing production in key economic sectors such as health, mining, agriculture and engineering. One specific initiative is the Integrated Skills Outreach Programme for Youth (ISOP), which is designed to train youth without higher or tertiary education in short-term, demand-driven technical skills. IOM has also assisted by setting up professional and intellectual "homelink" desks and recruitment systems online, with the aim of bringing nationals in the diaspora back to Zimbabwe. The Task Force has also introduced an incentive package to retain/attract critical manpower, including water and electricity allowances and vehicle subsidies, which is now ready for approval by Cabinet. Qualifying skilled workers should have been in service for at least 2 years and will be bonded for 5 years.

Dr. Streevarsen P. Narrainen, Senior Economic Advisor, Ministry of Finance and Economic Development of Mauritius, presented a Pilot Project currently being undertaken by the Mauritian government to combat the effects of a hostile macroeconomic environment, due in part to changes in the international sugar market. These changes have resulted in high levels of unemployment within the low-skilled labour force. At the same time, Mauritius has experiences shortages of highly skilled workers in sectors including pharmaceuticals and IT.

In response, Mauritius introduced a number of initiatives to attract skilled foreign workers, including: opening up the country and economy to foreign expertise and capital; incentive packages and corporate personal income tax deductions. The government is also working to develop bilateral agreements with migrant-receiving countries and conducting a study of labour demand in other countries, for example in the Middle East, with a view to promoting temporary out-migration of semi- and unskilled workers to combat high levels of unemployment. In addition the government is working to mobilise diaspora resources for development. Mauritius will also undertake training, skills development and certification, which will help to resolve the current skills mismatch in the labour market. The government has budgeted five million Rupees for an Empowerment Programme over the next five years, which will address issues around training and unemployment amongst women in particular. IOM has provided assistance in developing these initiatives.

Once these activities have been completed, the Mauritian government will hold a stakeholder workshop on the implementation of a Pilot Project, which may include initiatives such as compulsory savings schemes and bonuses.

Discussion:

Mr. Hans-Petter expressed IOM's readiness to support governments interested in initiative projects similar to that undertaken in Mauritius, as well as in sharing lessons learned.

Participants asked about examples of labour migration policy in other countries or regions, and Dr. Cholewinski referred to Ireland as an example of a country undergoing immigration policy reform. These reforms are described in a report prepared by IOM on behalf of the Irish government on *Managing Migration in Ireland: A Social and Economic Analysis*¹. He also referred participants to the *OSCE/IOM/ILO Handbook on Establishing Effective Labour Migration Policies in Countries of Origin and Destination*.²

Participants acknowledged that migration impacts significantly on national and regional economies. Concern was expressed over the lack of formal mechanisms for social security portability for migrants. Participants also suggested that diaspora populations should have been represented at the workshop.

Break-Away Groups

During the breakout sessions, participants were asked to discuss a number of key themes related to human mobility, labour migration and the MDGs, including: the profile of migrants in SADC countries; socio-economic impacts of labour mobility; institutional and policy frameworks; remittances and other diaspora resources; and, issues and recommendations for the GFMD.

SADC countries host diverse populations of migrants, including both skills and unskilled workers. Industries employing significant numbers of migrants include mining, agriculture,

¹ Available at:

http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/published_docs/studies_and_reports/NESC.pdf

² Available at: <http://www.iom.int/jahia/Jahia/cache/offonce/pid/1674?entryId=5993> or <http://www.osce.org/item/19187.html>.

construction, education, health, and the petroleum sector. In terms of out-migration, most SADC nationals leaving their countries to work elsewhere are concentrated in South Africa and in Europe.

Migration has both positive and negative socio-economic impacts in the SADC region. Benefits resulting from migration include remittances, foreign exchange, and technology and expertise transfers. However, in-migration also puts pressure on national infrastructure, including water supply and sanitation systems in particular, and can contribute to unemployment amongst citizens. There is also a need to address the gender dimension of migration, as well as links to HIV/AIDS.

A number of countries have institutional and policy frameworks in place pertaining to labour migration: in some countries, these include requirements that multinational companies employ a minimum percentage of local workers, and/or train local workers to replace foreign employees.

However, participants also identified a number of institutional and policy gaps, including: migration is not integrated into national development plans and PRSPs; the need for greater exchange and dissemination of migration information, perhaps through a regional protocol; and, the need to strengthen bilateral agreements on labour migration. Participants also suggested that there should be more contact between embassies and diaspora populations, and that migrant working abroad should receive more equitable treatment with nationals, regardless of their skill levels. Finally, participants suggested that some of the initiatives of the Colombo process could be replicated in SADC.

In terms of diaspora resources, participants described a number of pilot projects to encourage the return of qualified nationals, and investment in countries of origin. These include providing incentives to nationals abroad, such as tax reduction. Given the value and potential developmental impact of remittances, transfer costs should be reduced and diaspora nationals should be encouraged to remit through formal channels. Participants also suggested that diaspora populations should be encouraged to form associations to facilitate dialogue with governments in countries of origin, and that bilateral and multilateral agreements should be developed between migrant-sending and host countries. Participants also underscored the effectiveness of the MIDA programme.

MIDSA participants agreed that the recommendations and conclusions emerging from the workshop should be forwarded to the GFMD. More generally, they suggested that the UN should formulate a resolution on migration and development, and that countries should be encouraged to ratify UN conventions related to migration and development. Participants also recommended that activities and programming carried out by the Colombo process could be replicated and promoted in Africa, and emphasized the value of funding IOM to further assist governments in the region.

Day three:

Closing Session

Ms. Kate Lefko-Everett of SAMP congratulated participants on a valuable MIDSA workshop, and thanked the hosting government of Zimbabwe. She also expressed her gratitude to DFID for their general support of the MIDSA Process. SAMP offers an accredited course in migration management at Wits University, and interested workshop participants were encouraged to apply. She emphasised that managing labour migration, addressing the brain drain and protecting the rights of migrant workers remain major challenges in this region, and there is much work still to

be done. She encouraged participants to bring the recommendations and conclusions of the workshop back to their respective countries, so that progress can be made in addressing these issues.

Mr. Hans-Petter Boe, IOM Regional Representative for Southern Africa, thanked the Government of Zimbabwe for their encouragement, support and hospitality in hosting the MIDSA workshop. He thanked participants for their active deliberations and debate, and the rich exchange of ideas and experiences. While recognizing the informal and non-political nature of MIDSA, he noted that RCPs such as MIDSA offer great opportunities in creating networks across the globe. IOM and SAMP are proud of the fact that MIDSA is one of the longest running RCPs of 7 years. About 15 workshops have been held on various migration-related issues. Unlike in other RCP's, governments have not participated in the MIDSA Steering Committee. However, it has been agreed that MIDSA should move closer to the formally recognized SADC structure. IOM supports this proposal, but political support from the member states will also be necessary to this end. Mr. Boe also supported the proposal of appointing Migration Focal Points in each country. MIDSA is also in need of financial support, from both participating governments and the donor community. He expressed his hope that, as has been recommended in previous workshops, MIDSA will be able to host an annual consultation on migration at the ministerial level in the near future.

Mr. Lancaster Museka³, Permanent Secretary for Public Service, Labour and Social Welfare of Zimbabwe, formally closed the workshop. He observed that are complex links between underdevelopment, poverty, social exclusion and migration in the region. In spite of the negative consequences of the brain drain, he expressed confidence that the workshop's deliberations will contribute to solutions to mitigate such negative impacts.

Mr. Museka emphasised the need for SADC governments to develop the capacity to effectively manage migration, in order to harnesses its developmental benefits. He urged participating governments to reflect on the outcomes of the workshop, which will contribute to addressing the challenges of human mobility and labour migration. He also encouraged participating governments to support the realisation of the SADC Protocol on the Facilitation of Movement of Persons.

Mr. Museka also encouraged participating governments that are not IOM members to consider joining the organisation. He noted that Zimbabwe will participate in the forthcoming 96th Session of the International Labour Conference and the AU's Labour and Social Affairs Commission, and will hold meetings with IOM and share regional aspirations, issues and recommendations emerging from fora such as MIDSA.

In closing, Mr. Museka proposed that a MIDSA ministerial workshop should be convened, preceded by technical meetings of officials. This would ensure that outcomes from the workshop would be supported by strong political commitment and receive the full attention of policy makers.

³ Please see the enclosed annex for Mr. Museka's full Closing Statement.

CONCLUSIONS AND RECOMMENDATIONS:

- 1) Participants in the MIDSAs Process recognise the strong linkages between migration, labour and development within the SADC region, and the need to manage labour migration to negate the negative consequences and bring about positive benefits for development and support the achievement of the Millennium Development Goals (MDGs).
- 2) Participants agree that there is a need for a strong institutional framework and effective legislation to manage labour migration in individual countries. They recommend that there should also be greater collaboration between countries at a bilateral level, and regionally at the SADC level.
- 3) Harmonization of laws and policies related to migration and labour would assist in regional collaboration on migration management. Some progress has already been made through harmonization initiatives, but greater collaboration and cooperation is required between countries, at the regional level, and with the international community.
- 4) Migration is a cross-cutting issue that is not reflected in the MDGs, nor in the Poverty Reduction Strategy Papers (PRSPs) of many countries. Migration should be included in all planning and programming for development and poverty reduction.
- 5) Many countries within SADC require technical support and capacity-building in order to develop and implement policy and programming related to effective management of migration, labour and development. Technical support for states in the region from IOM and other organizations and partners should be strengthened and broadened.
- 6) Understanding of issues related to migration, human capital mobility and development is limited by an absence of measurements caused by a lack of reliable, comprehensive data and information. There is a need for improved migration data collection within SADC, inclusion of migration in national censuses and surveys, increased research, and importantly, sharing and exchange of data between countries in the region and elsewhere. Increased data sharing with destination countries will also assist countries in the region to better understand the location and activities of the diaspora. The SADC Secretariat should take the lead in mobilizing capacity to address this need.
- 7) The migration of skilled workers, particularly in the health and education sectors, remains a major challenge for most SADC countries. There is a need to explore strategies for skills retention and recruitment, but also to better assess socioeconomic impacts in migrant-sending countries. International organizations and financial institutions could be requested to assist with such research.
- 8) Participants noted the creative initiatives taken to attract, develop and retain critical human resources in Zimbabwe as well as initiatives taken by Mauritius to develop circular migration for Mauritius, and looked forward to reviewing the impact of such initiatives at a future MIDSAs workshop.
- 9) The diaspora of SADC nationals outside the region and abroad is a significant resource that can contribute to development through skills and investment. There is a need for countries to locate and identify diaspora populations, to engage with them more effectively, and to create incentives for investment and return to countries of origin.

Governments could seek assistance from IOM and SAMP to “map” and “profile” diasporas.

- 10) While the value of remittances in poverty alleviation was recognised, these are generally channelled to private households and have not contributed significantly to development. There is a need for improved data collection and information on remittance flows, and for strategies to reduce transfer costs and channel remittances into development. This issue is already engaging the World Bank, UN, IOM and the AU, which could be asked to accelerate their research.
- 11) Participants took note of the information provided on the Colombo Process, a sister Regional Consultative Process (RCP) on labour migration, and suggested a deepened interchange between MIDSAs and other RCPs. This might be achieved if, for example, a MIDSAs delegation were invited as observers to the next Colombo Process meeting, and a report be shared with all participants at a future MIDSAs workshop.
- 12) The human and labour rights of migrant workers, their conditions of employment, and their access to social security benefits are of concern. MIDSAs participants recommended that regional and international instruments related to migration and labour should be ratified, including the UN Convention on the Protection of the Rights of all Migrant Workers and Members of their Families, the SADC Protocol on the Facilitation of Movement of Persons, and all other core ILO conventions.
- 13) Greater cooperation between countries is required to stem irregular labour migration in the region, and in particular, the trafficking and smuggling of persons. Several participants called for a regional SADC instrument to curb human trafficking, and welcomed additional support from IOM.
- 14) Noting that the AU had called for active participation by member states at the Global Forum on Migration and Development, participants requested that the MIDSAs report and recommendations emerging from this workshop should be forwarded to the Forum in advance of the meeting scheduled in Brussels in July 2007, as well as to the relevant AU Commissions and the SADC Secretariat, for information and consideration in relevant bodies or conferences.

**CLOSING STATEMENT BY THE PERMANENT SECRETARY FOR
PUBLIC SERVICE, LABOUR AND SOCIAL WELFARE, MR.
LANCESTER MUSEKA: MIDSA WORKSHOP, VICTORIAL FALLS
28 MARCH 2007**

**The IOM Regional Director for Southern Africa, Mr. Hans Peter-Boe
Permanent Secretaries,**

**Members of the Diplomatic Corps,
Chief of Mission - IOM Harare Office
Senior Government Officials,**

Invited Guests,

Ladies and Gentlemen,

It is an honour for me to give closing remarks as we come to the end of this MIDSA workshop. I would like to start by thanking the IOM staff both in Harare and at the regional office in Pretoria who energetically worked with government officials in Zimbabwe in organising this workshop in a way that ensured its success.

Ladies and Gentlemen,

As we are all aware the issue of migration is topical at both national, sub – regional, continental and international levels. The workshop was generally in agreement that in this era of globalisation, there exists a complex relationship linking underdevelopment, poverty, social exclusion and migration. The workshop also demonstrated that our sub–region has lost much vital skilled labour through international migration. We currently face a shortage of doctors, nurses and teachers as they leave continuously for developed countries in search of greener pastures. I have confidence that this workshop’s deliberations will contribute to finding sustainable ways to mitigate the loss of skilled and professional personnel. What is fundamental to our SADC sub–region is through the outcome of such gatherings as the MIDSA process, to develop the capacity to manage migration so as to fruitfully harness and maximise its development benefits. I urge our respective governments to seriously reflect on the outputs of the MIDSA

dialogue process in order for the region to manage migration in a beneficial way. In this regard, it was gratifying during the workshop, to learn of the various agreements at a bilateral level that have been concluded to address migration and development related issues.

The workshop session on country reports I believe, enabled all of us to share experiences and best practices in addressing issues on migration and development.

Furthermore, I want to thank our key presenters and all of you who diligently participated in exploring in depth the subject of human mobility, labour and MDGs in Southern Africa. The proposals and recommendations from this workshop will no doubt, if considered earnestly, contribute to addressing the challenges of human mobility and labour in order to attain the MDGs in our countries. I hope presentations delivered here in Victoria Falls will be of much benefit as we formulate national and regional migration policies and also in ensuring that the SADC Protocol on the Facilitation of Free Movement of Persons will be realised.

As the host country, Zimbabwe notes that very few of us in Southern Africa have formally joined the IOM. There is need for us to appreciate the fact that we should join the IOM in order for our decisions to have an impact in the General Council of the IOM. Accordingly, our collective requests can only have weight if they are backed by a big number in the organisation. I therefore urge you to consider joining the organisation.

I wish to inform you that Zimbabwe wishes to take the responsibility for organising a meeting with the Director General of the IOM on the sidelines of the forthcoming 96th session of the International Labour Conference. In the same vein, efforts will also be made to explore the possibility of meeting the Deputy Director General of the IOM during the AU, Labour and Social Affairs Commission. It is our considered view that such opportunities enable us as a sub-region to present our aspirations and brief the highest offices about issues and recommendations emerging from regional fora such as MIDSA. I hope collectively as SADC, we will try to make our position on migration and development to be heard by the AU, Labour and Social Affairs Commission.

Ladies and Gentlemen,

I wish to propose that the MDSA workshop be upgraded to Ministerial level in tandem with other SADC arrangements. In this scenario, the Ministerial meetings will be preceded by technical meetings of officials. It is my considered view that this development will ensure that decisions reached at MDSA workshops get the full attention of policy makers.

Last but not least, I want to thank local, regional, and international participants for attending the workshop despite your other quite busy schedules. Your attendance shows the importance we all attach to the subject of migration and development. We should continue to show commitments and a unity of purpose as we tackle the wide gamut of migration and development related challenges some of which we identified during the workshop.

While you spent most of your time locked within the confines of this workshop, I hope you found time to familiarise with the natural possessions this beautiful town of Victoria Falls is endowed with. Those of you who went on the boat cruise we organised for the workshop participants, I hope enjoyed your sailing up and down the Zambezi River. It is thus my belief that this venue that exhibits the magnificent Victoria Falls, fauna and flora and a home to the friendly inhabitants provided a conducive atmosphere for the workshop.

For those visiting Zimbabwe for the first time, if you did not have an opportunity to see the environs of Victoria Falls, I courteously invite you to come again at a time more convenient to you.

I THANK YOU!

TATENDA !

SIYABONGA!