EIGHTIETH SESSION

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IOM MIGRATION POLICY FRAMEWORK
FOR SUB-SAHARAN AFRICA

Contents

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IOM MIGRATION POLICY FRAMEWORK FOR SUB-SAHARAN AFRICA

PREFACE

1.   From Dakar to Djibouti, from N'Djaména to the Cape, political, economic and cultural change brings with it new flows of migrants and, almost daily, new and complex situations to manage. Many of them share the following features:

- groups of displaced persons in very precarious situations, either inside a country or outside, as a consequence of conflict;

- significant movements from one country to another, across the African continent or towards other destinations, in search of better working and living conditions;

- needs linked to the rehabilitation of populations and reconstruction of countries to create conditions conducive to human security and development;

- health problems/pandemics that follow migrants and their families;

- all forms of trafficking in migrants, particularly in women and children.

2.   These challenges are increasingly difficult to meet as donor interest in the region has lessened in recent years. Nevertheless, IOM sees evidence of the willingness of countries to tackle their own problems and offers its capacities to develop, in partnership with these countries, concrete programmes to alleviate such problems and assist governments in creating local technical capacities for efficient management of migration.

3.   Concerning the sub-Saharan countries,[1] it is important to review the respective country situations, take stock of IOM's past and present activities and consider how IOM could analyse trends, develop perspectives, define response strategies, and generally organize itself and act effectively to strengthen government capacities.

4.   This working document is a first step in that direction. It aims towards a response strategy for the major challenges of African migration. The result of an IOM team effort, it should be seen as a document providing strategic directions for the Organization. IOM's staff and Member States should review it critically, amend it and, finally, shape it into a viable working document to serve as a basis for a plan of action.

5.   From a methodological point of view, we have consciously assigned a privileged position to the analysis of the needs and demands expressed by IOM Member States. This means that once the paper has been reviewed, IOM will have to organize itself both at Headquarters and in the field to develop the appropriate responses.

Brunson McKINLEY   N'Dioro N'DIAYE
Director General   Deputy Director General

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[1] Following the approach of other international organizations, for reasons linked to migration flows, and for operational and organizational reasons, in IOM the Maghreb is covered in conjunction with the other countries bordering the Mediterranean.

INTRODUCTION: IOM in sub-Saharan Africa

1.   The formation of IOM predates the wave of political struggles that shaped the path to the independence of African States from the late 1950s, with the majority assuming that status a decade later. Sub-Saharan African membership in IOM is rather small; there are only 14 Member States and 12 observers participating in the challenging work that the sub-Saharan African region demands. IOM operates through Regional Offices (ROs) and Country Missions in selected countries. In this arrangement, sub-Saharan Africa has three ROs: in Dakar for West Africa, in Nairobi for East and Central Africa and in Pretoria for Southern Africa. The major part of IOM's presence in Africa is closely linked to locations with significant movement and medical screening work.

2.   In its Resolution No. 859 (LXV) of November 1992, the IOM Council, prompted by the displacement of people in many African countries and other migration issues in the region, urged IOM to:

- explore ways of assisting these countries, bearing in mind the involvement of other international organizations;

- work with those organizations, in particular those in the United Nations system, to assist in the return and reintegration of displaced persons;

- cooperate with other agencies involved in relief, rehabilitation and development in the affected Member States;

- strengthen its regular programmes for the return of qualified nationals to contribute to capacity building; and

- support the strengthening of African institutions involved in migration work through IOM's expertise in migration technical assistance. IOM was asked to enlist the support of the international community in these endeavours.

3.   The overall objective of IOM's work in sub-Saharan Africa is to ensure that its operations in the region are developed and pursued in a mutually coherent and reinforcing way, supporting the national and regional efforts of respective governments and taking into account the Organization's strengths and weaknesses. Specific objectives are to identify:

- priority action related to current projects of continued interest to governments and donors;

- action for new areas of activity of interest to governments and donors, with particular focus on subregional processes;

- institutional and operational interlocutors who share common interests with IOM in the development of migration management strategies in the region;

- fundraising approaches with traditional and new donors, as well as with governments in the region; and

- institutional, human and financial resources that IOM should devote to its effort in the establishment of a regional development strategy.

4. Most of IOM's programmes in sub-Saharan Africa were developed in the 1980s, in response to the sub-Saharan African countries' specific needs, especially Return of Qualified African Nationals (RQAN), repatriation and resettlement operations. Consultations with Member States on migration service needs have been limited in the past to the IOM governing body sessions. Miscellaneous income generated by IOM's mass movement activities has mainly been used to finance the region's staff and office costs, as well as regional programmes. As adequate resources have not been available for strategic investments in new areas of activity, this has resulted in a lack of project development in the field, with the exception of irregular and Headquarters-driven projects, and the small number of project developers in the field.

5. With increased sub-Saharan African membership over the last ten years, the political influence of the region has grown and the region's expectations of IOM activities increased. Yet most of IOM's traditional donors for past activities in sub-Saharan Africa appear not to consider the region a priority for their assistance and cooperation. In the meantime, problems in sub-Saharan African countries continue to grow, while eluding immediate solutions.

6. Analysis of migration trends in Africa is an area in which IOM has made an important contribution. From the research project "Emigration Dynamics in Developing Countries" (1993-1999), IOM has published two books containing useful material on Africa. The first one, published in 1995, contains a summary of papers on sub-Saharan African subregions, applying a model underpinning the factors influencing emigration in countries of the region. The other, published in 1998, contains material specifically on sub-Saharan Africa, addressing themes such as landlessness, poverty, ethnicity and conflicts in States which have lost the capacity for good governance, migration and regional integration, population policies relating to international migration and international treaties and instruments guiding migration in the region.

7. Major migration characteristics by geographical regions are:

⇨ **East Africa**: This subregion has been, and is, experiencing movements of refugees and internally displaced persons (IDPs), as a result of environmental disasters (drought and desertification), as well as civil and guerrilla wars in the Horn of Africa, in Somalia, Eritrea, Ethiopia and southern Sudan. Much of the voluntary migration that characterized the Eastern African Community (EAC) countries of Kenya, Tanzania and Uganda ceased by 1978 and has never resurfaced in the resuscitated Economic Community of Central African States (CEAC) (since 1996). Countries in the subregion do not have explicit policies on migration and no subregional cooperation mechanism to respond to their common migration challenges.

⇨ **Central Africa**: Migration in this subregion is attributed to ethnic conflict and, inevitably, population displacement, which peaked in 1994 following the genocide in Rwanda and civil war in Burundi, and with the disintegration of State authority in the Democratic Republic of the Congo in 1997 and guerrilla war thereafter. Since independence, the Great Lakes region has not known real peace. The subregion requires strong post-conflict programmes, including development and public health programmes to foster rehabilitation and population stabilization.

⇨ **West Africa**: This is the African subregion with some of the longest history of population movements on the continent and one that today experiences all types of movements, from internal to intra-regional, continental and international migration. It is a region which has benefited from well-designed migration research: in the 1970s, supported by the World Bank and, in the 1990s, supported by International Development Research Centre (IDRC) and the French Cooperation. Countries such as Ghana (in 1969), Nigeria (in 1983 and 1985) and Gabon (in the 1980s) took anti-immigration measures to remove non-nationals, causing considerable hardship to the economies of countries of origin. Yet the countries took these steps without explicit migration policies, on which the fate of immigrants might have been judged. The subregional economic grouping ECOWAS has played an important role in conflict mitigation, especially in Liberia, Sierra Leone and Guinea-Bissau. Despite the francophone/anglophone/lusophone division, the citizens of West African countries share strong socio-cultural bonds. Large numbers of migrants from the subregion going to Europe and beyond, transit through Maghreb countries. Their journeys often expose them to considerable risk.

⇨ **Southern Africa**: Like West Africa, Southern Africa has gone through several phases of internal and international migration. Besides IDPs, due to local and national conflicts, South Africa was for many decades a magnet for unskilled labour migrants from Botswana, Lesotho, Malawi, Mozambique and Swaziland to work in mines. In the 1960s and 1970s, the Zambian copper belt was a hive of activity for such labour from the neighbouring countries. The situation changed for the worse when copper prices plummeted. Wars of independence in Mozambique, Namibia, Zimbabwe and South Africa (due to apartheid) produced waves of refugees and displaced persons. Over the last decade, an increasing volume of skilled foreigners have been streaming into Botswana, Namibia and South Africa, the three most prosperous Southern African countries, which lack skilled human resources for their vibrant economies. In the first few years of majority rule, South Africa granted amnesty to foreigners who had stayed in the country for a given number of years. While some foreigners took advantage of that opportunity, others, sceptical of the country's process of change, did not, joining the cohorts of "illegal aliens". Policy concerns include emphasis on bilateral agreements among neighbouring countries and attempts to harmonize policies and legislation pertaining to migration among the Southern African Development Community (SADC) member States. Attempts to facilitate "free movement of persons in the SADC region" have met with opposition.

CHAPTER 1:

**MIGRATION IN SUB-SAHARAN AFRICA:
MAIN FEATURES, PATTERNS AND CHALLENGES**

1.1. Brain drain and brain circulation

8.   Although many sub-Saharan African countries which have been independent for at least the last three decades have developed a reservoir of human resources for national development, a few of them, particularly in Southern Africa (Angola, Botswana, Mozambique, Namibia and South Africa) are poorly endowed with human resources. Likewise, given exacerbating unemployment and loss in capacity of sub-Saharan African countries, the mismatch between development and utilization of human resources has stimulated emigration, including brain drain. As a result, most of these countries lack human resources for overall development.

9.   Sub-Saharan Africa has been a major source of brain drain to the developed countries of the North. This South-North migration is sustained, *inter alia*, by the reliance of sub-Saharan African countries on training their citizens with the help of former colonial powers, namely Belgium, France, Portugal, Spain and the United Kingdom. The main countries affected by brain drain are in West Africa: Burkina Faso, Ghana, Guinea, Mali, Nigeria, Senegal and Sierra Leone. Elsewhere, the Democratic Republic of the Congo, Ethiopia, Kenya, Malawi, Uganda and Zambia are also concerned and, more recently, South Africa in the post-apartheid period.   Research undertaken since 1997 by the Southern African Migration Project (SAMP) has confirmed that many skilled South Africans, do or expect to migrate to Australia, Canada, New Zealand, the United Kingdom or the United States.

10.   Another aspect of the brain drain phenomenon is the growing number of sub-Saharan African students sent overseas for higher education and skills training. Some of the most affected countries are Burkina Faso, Ethiopia, Ghana, Guinea, Kenya, Malawi, Mali, Nigeria, Senegal and Somalia. These students find support from earlier generations of fellow countrymen and women already living abroad and find few incentives to return.

1.2. Labour migration in sub-Saharan Africa: skills circulation

11.   While the countries of the developed North impose more stringent immigration conditions, a growing number of migrants are moving within sub-Saharan Africa. Both brain drain and brain/skills circulation largely originate from the same group of countries which have invested heavily in human resources development. Notwithstanding significant unemployment in these countries, Botswana, Côte d'Ivoire, Gabon, Namibia, Senegal and South Africa are notable destinations in the region. The polarization of sub-Saharan African countries into senders and recipients has also affected international relations, and led in some instances to heightened xenophobia.

1.3. Remittances

12.   The sending of remittances to the home countries is an important feature of migrants' sustained contacts with their close relatives and communities, and a dependable insurance for their re-entry at the end of an emigration episode. Through migrants' associations (known as "home improvement unions" in Nigeria), migrants have been making either individual or pooled remittances or both in varying volumes. Remittances from migrants make a significant economic contribution to many countries in sub-Saharan Africa. For example, remittances from Lesotho

mineworkers in South Africa represented some 67 per cent of Lesotho's gross domestic product (GDP) in 1990 and underline the country's heavy reliance on its larger and wealthier neighbour. The same is true for Mozambique and Malawi which, in the heyday of unskilled workers' migration to South Africa, relied on the "deferred payment" of the mineworkers. Steady flows of remittances from African migrants in Europe and North America have also been witnessed. Although a large part of these remittances are used for consumption, the transfer of part of the migrants' income constitutes an important element of foreign exchange earnings for countries of emigration.

1.4. Displaced populations: IDPs and refugees

13. Sub-Saharan Africa has been a region of civil wars, environmental disasters (drought and famine) and ethnic conflicts, which have displaced large numbers of people. Examples include the wars in the Horn of Africa (involving Ethiopia, Eritrea, Somalia and southern Sudan), wars and ethnic conflicts in Angola, Liberia, Sierra Leone and the Great Lakes region. In the case of the Great Lakes region, genocide in Rwanda, armed conflict in Burundi and the overthrow of the Government of Zaire (followed by guerrilla warfare in the Democratic Republic of the Congo (DRC)) produced large volumes of refugees which heavily taxed the capacity of host countries such as Tanzania, Uganda and Sudan.

14. In January 2000, Africa accounted for 4.5 million (29 per cent) of the world's 15.4 million refugees, according to UNHCR. Africa's share of IDPs, globally estimated at 25 to 30 million, may be more than a half: according to statistics collected by the Global IDP Survey (carried out for the United Nations by the Norwegian Refugee Council) and the United States Committee for Refugees, IDP figures for 15 African countries totalled 13.3 million. The most affected countries were Sudan (4 million), Angola (2.3 million), the Democratic Republic of the Congo (1.5 million), Eritrea (900,000), Sierra Leone (900,000) and Burundi (800,000).[2] According to the Global IDP Survey, the last two years of the 1990s saw an increase in African IDPs of 4 million.

15. Both IDPs and refugees need assistance to resume their normal lives. While refugees receive considerable aid from UNHCR and other bodies, IDPs often remain at the mercy of the very regimes that have caused their plight. Recent arrangements under the coordination of UNOCHA, in which IOM participates, try to identify gaps and overlaps in assistance and protection work for IDPs, in particular in Africa. Among those most affected in displacement situations are women and children who are often exposed to the consequences of lack of health care and education, to systematic human rights violations and to sexual violence.

1.5. The HIV/AIDS epidemic and migration

16. The link between migration and HIV/AIDS deserves special attention. Research findings, ongoing programmes and considerable donor attention underscore the serious implications of the HIV/AIDS epidemic for sub-Saharan African countries and their populations. HIV/AIDS respects no borders and its association with population mobility contributes to making the epidemic one of the greatest problems facing the region, with far-reaching demographic, socio-economic and political dimensions. Although HIV/AIDS is a disease, its impact surpasses the purview of health. In many African countries, HIV/AIDS is now considered a national

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[2] See the database of the Global IDP Survey at the Internet address:
http://www.nrc.no/global_idp_survey/idpsurv.htm

emergency, especially in the area stretching from Uganda in the north to South Africa and Namibia in the south.

17.   The relationship between migration and population mobility provides an almost unique opportunity for IOM to plan and introduce educational and other preventive interventions. Access to large numbers of migrants, stemming from existing IOM migration service programmes in Africa, provides important contact for HIV/AIDS education and prevention services. IOM experience gained with the delivery of HIV testing services as a requirement for third-country resettlement, provides an opportunity to expand to delivering of broader programmes of voluntary counselling at marginal cost.

18.   IOM and UNAIDS have already forged strong links in migration and HIV/AIDS, a move which has considerable promise for the near future. In Southern Africa, for instance, the IOM and UNAIDS Inter-Country Team for Eastern and Southern Africa has been working closely on research, documenting best practices and holding seminars which draw a variety of actors. In this subregion, as in West Africa and in the Horn of Africa, the link between migration and AIDS is an area where the need for action is great, where multilateral donor attention will be ensured, and where IOM will find ready partners.

19.   Besides the purely medical aspects, the impact of migrants' health on the economies of receiving countries needs attention and specific indicators have to be developed. This approach, as for public health, also requires the involvement of other actors in the health profession as well as economists. Focusing specifically on this pandemic, these aspects could lead to new types of collaboration with WHO, UNAIDS and other partners.

20.   Another important aspect is the combined impact of conflicts and HIV/AIDS on women and children.

1.6.   The feminization of migration

21.   For many decades during the colonial period and slightly thereafter, migration in sub-Saharan Africa revolved around male migrants on account of biased employment opportunities, the type of work available and an inequitable provision of education. In recent decades, with increased access to and attainment of higher education and skills training, higher female labour participation rates and more employment opportunities for women, female migration has become a significant phenomenon involving both autonomous and associational migrants. The number of female migrants is estimated to have increased from 3,369 million in 1965 to 7,237 million in 1990. Previous research, like the migration phenomenon itself, has tended to concentrate on male migration, leading to a paucity of data on female migrants.

22.   Developments in the previous decade, including regional and global conferences, paved the way for enhancing women's status and sharpening their roles. These include:

•   the "Dakar-Ngor Declaration on Population and the Family" of the Third African Population Conference (1992) which preceded the Programme of Action of the International Conference on Population and Development (Cairo, 1994);

•   the Dakar Platform for Action (1994) which preceded the Platform for Action adopted at the Fourth World Conference on Women in Beijing (1995).

23. Apart from these, IOM could use the "African Women's Committee on Peace and Development", established jointly by the OAU and ECA, to further its work in the region. This forum could be especially useful in enhancing the role of women in conflict situations in Africa, given that both they and their children are the greatest victims of conflict. In addition, women are so dedicated to development pursuits that IOM should target programmes/projects relating to women and development, for which female migration is a catalyst.

1.7. The protection of migrants' rights

24. Migrants' rights often remain unobserved and poorly protected. This is the case especially in situations where migrants are ignorant of their rights, are in an irregular situation or otherwise suffering difficult and inhuman conditions. In sub-Saharan Africa, most countries have not ratified ILO Convention No. 97, i.e. Migration for Employment Convention, or adopted other recommendations pertaining to migrants' rights and the rights of their families. Given this situation, work with African governments, regional economic groupings, NGOs and the civil society is required to ratify and observe the principles and provisions of international legal instruments, including the United Nations Convention for the Protection of the Rights of all Migrant Workers and Members of their Families which, at the end of October 2000, still needed five more ratifications/accessions to enter into force.[3] To achieve this, it is necessary to use the means and occasions available to stimulate awareness of the positive contributions migrants can and do make, the difficulties they face and the rights to which they are entitled as human beings. The obligations of migrants also need to be highlighted.

25. Migrant trafficking and smuggling pose heavy threats to migrants' rights, in particular those of women and children. Victims of these deplorable practices often lack both knowledge of the risks and legal consequences of resorting to such illegal practices and information on the realities awaiting them at their destination.

26. The observance of human rights for all migrants, including those in situations of mass outflows and those sheltered under trying circumstances in camps, requires that persons who are expected to ensure their protection are well aware of the relevant principles. Human rights education is thus an integral part of training personnel dealing with such situations.

1.8. Trafficking and smuggling of migrants

27. Migrant trafficking in Africa takes different forms. In parts of West Africa (Nigeria and Ghana) and the Horn of Africa (Ethiopia), there is a predominance of both trafficking in women for sexual exploitation within the region and to the European Union (EU), as well as intra-regional trafficking in children; in southern Sudan, kidnapping of and trafficking in children and young girls is a common practice - very similar to the old slave trade; in Southern Africa, many Mozambican, Swazi and Basotho undocumented workers are being smuggled by clandestine syndicates into South Africa where they are paid a pittance, later to be convicted or expelled as "illegal aliens".

28. Migrant trafficking is a profitable business which thrives on the collusion of organizations in countries of origin and destination. It is a complex undertaking, involving many players, and it is both a regional and a national problem. Regrettably, many African countries seem to be oblivious of or not sufficiently concerned about this inhuman practice which violates human

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[3] At the end of September 2000, 15 States had acceded to the Convention or ratified it, among them seven African States (Cape Verde, Egypt, Guinea, Morocco, Senegal, Seychelles and Uganda). Furthermore, one more African State - Comoros - had just signed the Convention and was thus in the process of ratification.

rights and undermines human dignity, which its perpetrators endeavour to conceal in the interest of their selfish ends. Migrant trafficking has tended to target the most disadvantaged groups in society, namely women and children who therefore fail to realize their full potential in life.

1.9. The lack of knowledge about migration phenomena in Africa

29. Two issues that constrain both knowledge and appreciation of migration in sub-Saharan Africa are lack of data and, consequently, lack of knowledge of the nature, patterns and problems of migration phenomena. Thus migrants are frequently misunderstood, their motives misinterpreted and their contribution to development trivialized. As a result, there is persistent suspicion between migrants and their host society.

30. Political and economic actors in receiving countries also can derive benefit from analysing the relations between countries of origin and their migrants, to better understand and manage migration flows.

31. The declaration adopted at the Conference on Migrants' Participation in the Development of their Countries of Origin (Dakar, October 2000) specifically recognized the lack of information on migration and recommended the establishment of observatories and databases. In continuing with the quest to streamline its work in Africa, IOM needs to develop sustainable collaboration with regional and international organizations with a stake in migration, as well as African institutions with a proven record and focused interest on migration issues in the region. Working with IOM on a variety of migration issues should also stimulate interest among African researchers, policy-makers and programme implementers.

1.10. The lack of migration management capacity and expertise

32. With an unprecedented number of African governments confronted with migration and its consequences, the need to identify and develop solutions is becoming increasingly urgent. Government interest to deal with the issues in an expeditious and fair manner and migrants' legitimate needs and duties need to be reconciled.

33. The growing awareness of the indispensable role of good governance in finding solutions has begun to extend to national capacities for migration management.

1.11. Strengths and limitations of national frameworks

34. All sub-Saharan African governments have either ministries or departments of foreign affairs, home affairs and labour which deal with aspects of international relations, immigration obligations and employment conditions of immigrant populations, respectively. This provides a viable institutional framework to build national approaches to international migration. Unfortunately, there is often limited capacity and insufficient coordination at the national level, as these ministries or departments have no functional working arrangements to handle immigration as a team.

1.12. Regional integration and economic structures

35. At both regional and subregional levels, there are no well-developed structures for dealing with international migration. Regional organizations such as the OAU and ECA deal with migration on an *ad hoc* basis and do not have divisions or departments devoted exclusively to international migration issues. However, although all economic groupings are devoted to free

movement of the citizens of their member States, much has remained at the level of rhetoric rather than been realized in all the subregions.

1.13. Continental integration and OAU and UNECA

36.   These two political and economic bodies have the capacity and the confidence of sub-Saharan African Member States to spearhead activities pertaining to international migration in the region. Through the African Population Commission (APC), which OAU, UNECA and ADB jointly sponsor, a number of population issues have been debated at the regional level.

CHAPTER 2:
IOM'S OPERATIONAL EXPERIENCE

2.1. The early years – 1970 to 1980

37.   IOM activities in the 1970s and 1980s in sub-Saharan Africa focused principally on humanitarian evacuations of populations at risk – Ugandans of Indian ethnicity expelled by Idi Amin Dada, and other groups leaving Nigeria and Sudan. The first RQAN pilot phase began in 1983.

2.2. Resettlement assistance to Australia, Canada, the United States and Nordic countries

38.   This is the service with which IOM is most easily identified. It is at the heart of the Organization's mandate to facilitate organized resettlement or return of migrants, including refugees and IDPs. Over the past decade, IOM has assisted migrants and refugees in more than 20 countries in Africa with a wide range of services, demonstrating the Organization's ability to respond rapidly and effectively to a variety of situations.

39.   IOM continues to process movements of refugees and migrants accepted for resettlement by third countries. The main destinations are Australia, Canada, the United States and the Nordic countries. This activity frequently includes medical assessment, language training and cultural orientation. Special consideration is given to candidates for family reunification and other vulnerable groups. UNHCR is a close partner of IOM in this process.

2.3. Migration health activities in the African context

40.   Beginning in the early 1990s, IOM became involved with assisting resettlement countries in ensuring that migrants met national immigration health standards. Implicit in this approach was the long-standing IOM attempt to make the immigration medical examination process more than a practice of screening for exclusion.[4]   Using the access provided by immigration medical screening, activities to improve the population-based health of the migrants themselves and better manage the impact of migration-associated disease in the receiving countries have been developed. This has been effectively demonstrated in terms of the pre-departure management of malaria in refugee populations in East Africa resettling to North America.[5]

41.   Those principles have been expanded and are now part of a more public health based enhanced approach to managing certain health issues in mobile populations. This approach lends itself well to other multilateral approaches to managing certain illnesses in the African context. For example, in terms of malaria control in some refugee populations destined for resettlement, this approach has become a part of the WHO-sponsored Roll Back Malaria initiative.[6]

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[4]   Weekers J., Siem H. (1997). Is Compulsory Overseas Medical Screening of Migrants Justifiable? *Public Health Reports*. **12**, 397-402.
[5]   Slutsker L., Tipple M., Keane V., McCance C., Campbell C.C. (1995). Malaria in East African Refugees Resettling in the United States: Development of Strategies to Reduce the Importation of Malaria. *Journal of Infectious Diseases*. **171**, 489-493.
[6]   Mosca D., Wagacha B., Aketch J., Stuckey J. and Gushulak B. Malaria Reduction in Mobile Populations. The IOM Supplementary Medical Programme for sub-Saharan Africa. Roll Back Malaria Partnership Meeting. Geneva, Switzerland, 30 June 2000.

42.   These approaches maximize the interaction of IOM with migrant populations through existing programme activity on the continent, providing a unique method of generating subsequent project activity based on the knowledge and perspective thus gained.

2.4.   Internally displaced persons (IDPs)

43.   During the 1990s, IOM undertook the following assistance operations in Mozambique, Angola, the Democratic Republic of the Congo and Somalia:

- IDP registration, database and sensitization campaigns;

- provision of logistics and transportation; and

- support to reintegration programmes upgrading the absorption and adaptation capacities of local communities.

44.   In documents MC/EX/INF/54 and MC/EX/INF/57, IOM Policy and Programmes on behalf of Internally Displaced Persons, IOM outlines its contribution to alleviating this problem. IOM has also contributed to the Guiding Principles on Internal Displacement prepared by the Special Representative of the United Nations Secretary-General for Internally Displaced Persons. IOM's services and support to IDPs include their return and settlement and assessment of their needs for relevant assistance programmes.

45.   Among its partners in these activities are ICRC, UNHCR and the humanitarian and political coordination mechanisms of the United Nations.

46.   In practice, a major future challenge is in the training of administrative and political actors in migration questions. IOM should therefore invest more resources in establishing or improving local migration management resources.

2.5.   Demobilization of former combatants

47.   In the spirit of contributing to conflict resolution and peace-building, IOM has supported the demilitarization process of combatant groups and assisted in their return to civilian life and reintegration in their home communities. These programmes usually comprise three phases: (1) planning and technical support for demobilization programmes; (2) assembling, phased demobilization and discharge of troops; and (3) referral and reinsertion of ex-combatants into civilian life and reintegration support.

48.   Integration of ex-combatants, following demobilization in sub-Saharan Africa, has occurred in the following countries:

- Mozambique (1993-1995), where IOM provided a wide range of services, including transport, logistics and assistance for the reinsertion and reintegration of 467,504 ex-combatants, IDPs and refugees from the neighbouring countries into civilian life. IOM also identifies more remote areas receiving returning populations and with poorer than average health services, in order to deliver medical materials to support the health infrastructure.

- Angola (1994-1999), where IOM participated in the Angolan Rapid Demobilization Programme which provided assistance for 42,053 demobilized UNITA ex-combatants and 117,609 family members.

- Mali (1996-1998), where IOM collaborated with UNDP to provide technical support for the design and implementation of a demobilization programme. Some 8,000 ex-combatants of Tuareg and Arab origin were assisted through counselling, training, disbursement of benefits, micro-credits and assistance in income-generating activities.

49. As conflicts persist in much of sub-Saharan Africa, IOM expects to pursue the possibility of partnerships, in particular with UNDP and the World Bank, in order to expand such activities, notably in the Great Lakes region and the Horn of Africa. Such cooperation is well under way in the Republic of the Congo (Brazzaville) and in Guinea-Bissau.

2.6. Specific assistance in emergency situations

50. IOM remains a fundamental partner in emergencies and humanitarian crises. The Organization provides effective support in registration and transportation assistance. In the Great Lakes region, IOM provided transportation assistance to over 807,000 returnees and also, although in a more targeted way, to specific groups of persons in need of international assistance, e.g. repatriation of sub-Saharan nationals during the Persian Gulf crisis and later from Yemen and in Eritrea. A more recent example of IOM expertise in this area was its intervention, at the request of UNHCR, in relocating refugees from Angolan border areas to camps in Zambia.

51. Over the past five years, 271,677 refugees have been assisted in repatriation to their home country. The international community makes the funding of these programmes available either through multilateral or bilateral channels.

2.7. Migration for development programmes

52. The implementation by IOM of activities targeting the return and reintegration of qualified nationals has effectively contributed towards the restoration and rehabilitation of the human resources base of the participating countries. IOM has gained considerable experience in implementing programmes for the return and reintegration of qualified nationals worldwide.

2.7.1. Return and reintegration of qualified nationals

⇨ **Latin America** was especially affected by the brain drain phenomenon in the 1970s. At that time, a large number of scientists and technicians emigrated because of the economic crisis, compounded by political persecution imposed by military regimes then in power in various countries (e.g. Argentina, Chile, Nicaragua and Uruguay). With the restoration of democratic institutions, Argentina, Chile and Uruguay created commissions to promote the return of their skilled nationals who were exiled during the reign of military governments. Consequently, IOM developed return programmes for skilled nationals of these countries. Up to 1989, IOM had assisted some 11,544 Latin Americans to return to their countries. Of this total, 85 per cent were professionals, 10 per cent technicians and 5 per cent specialized workers. The main receiving countries were Chile (34 per cent), Argentina (13.5 per cent), Colombia (12 per cent) and Peru (8.2 per cent). Over 22 per cent were university teachers in a wide range of disciplines, 13.4 per cent were doctors and

7.5 per cent were secondary school teachers who had completed post-graduate studies.[7] Similar projects were further implemented for Nicaragua and Jamaica.

⇨ In **Europe**, IOM is continuing the implementation of a programme for the return and reintegration of qualified nationals to Bosnia and Herzegovina.

⇨ In **Asia**, IOM is now working on similar projects in East Timor.

53. IOM provides to nationals originating from the African continent the possibility of returning to their country of origin, either through the Return of Qualified Nationals (RQN) programmes or in the context of voluntary return programmes which may provide significant incentives for reintegration. The RQN programme focuses on linking migration with development. The second return activity emphasizes migration assistance to individuals who find themselves in an irregular situation.

2.7.1.1. The Return and Reintegration of Qualified African Nationals (RQAN) programme

54. A pilot phase of the Return and Reintegration of Qualified African Nationals (RQAN) programme, begun in 1983, was implemented by IOM from 1983 to 1987. As a result, 535 African professionals were assisted to return to three initial target countries: Kenya, Somalia and Zimbabwe. Following the first RQAN Evaluation Seminar (Nairobi, 1-4 December 1986), Phase II of the programme was approved and implemented from 1988 to 1991, adding Ghana, Uganda and Zambia to the target countries. Phase II assisted a further 619 qualified Africans in the return and reintegration process.

55. After the completion of Phase II in 1991, and due to a delay in negotiating the extension of the programme into Phase III, a one-year Bridging Phase (1992/1993) was carried out with funds advanced from Phase III, whereby return assistance was given to an additional 100 professionals. The Bridging Phase was followed by the launch of the four-year Phase III (1995 to 1998), subsequent to and in agreement with the conclusions and recommendations of an external evaluation and the second Evaluation Seminar (Harare, February 1992). The third phase was originally designed to assist the return of 999 candidates - including the 100 returned during the Bridging Phase - to jobs in 11 target countries. These countries included: Angola, Ghana, Guinea-Bissau, Kenya, Mozambique, Sierra Leone, Uganda, Zambia, and Zimbabwe. Other African ACP countries were also assisted, with up to 20 returnees to each non-target country.

56. Phase III was extended for one year. By 31 December 1999, the total had increased to 855. The total number of returnees for the three phases implemented between January 1983 and December 1999 was 1,937, excluding dependants.

57. The overall objective for human resource development, to which Phase III contributed, was to enhance the role and utilization of skilled, qualified and highly-qualified African nationals in the development process of their countries, as well as to support participating African countries through:

• facilitating the return and reintegration of qualified nationals;

• ensuring their gainful employment or self-employment at home;

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[7] Lamarra (1992:322).

- enhancing the social and cultural reintegration of the returnees;

- assisting African countries in establishing and strengthening institutional frameworks for the return of their own qualified nationals.

58.   The activities of Phase III were strongly based on taking a demand-driven approach to the selection, recruitment and placement of candidates whose skills were in short supply on the domestic employment market. Candidates with such skills were further required not only to occupy positions identified in priority sectors, but also to make further contributions towards transferring acquired knowledge and skills to other colleagues working with them at the workplace.

59.   Against the background of the Regional Conference on Brain Drain and Capacity Building in Africa, held in Addis Ababa on 22-24 February 2000, IOM is currently revising and readapting the RQAN concept so as to respond more readily to the current and future human capacity-related challenges in sub-Saharan Africa.

60.   Return is not necessarily to be understood as permanent. It can be of a temporary or periodic nature or not take place at all in physical terms: a person may, for example, invest in the economy of the country of origin and thus creates jobs without establishing him/herself.

2.7.1.2.   Return of students and ex-scholarship holders

61.   Following the collapse of the Soviet Union, thousands of African students in the communist bloc who had received government-to-government scholarships were left without the means to support themselves, let alone return home. In order to help take advantage of these human resources, IOM programmes for stranded students helped more than 4,000 Africans to complete their studies and return.

2.8.   Research and information

2.8.1.   Emigration dynamics in developing countries

62.   IOM has the constitutional mandate to provide a forum to States and international and other concerned organizations for debates, research and exchange of information on migration issues. To this end, IOM has been promoting dialogue and debate on migration in sub-Saharan Africa by organizing workshops and other forum activities in the region. From 1993 to 1999, IOM, in collaboration with UNFPA, organized research on "Emigration Dynamics in Developing Countries", which also focused on sub-Saharan Africa. In this context, seminars brought together policy-makers and researchers, and the major findings of the project have been published.[8]

2.8.2.   Research and evaluation of migration health work

63.   In the area of migration health, IOM has always used the information gathered from existing health projects and activities to increase and expand the global scientific information base. All activities include an active research and evaluation component directed at sharing the

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[8]   Appleyard R., editor. Emigration Dynamics in Developing Countries, Volumes I-IY Ashgate, 1998/1999.

acquired knowledge and experience with others working in the field. Recent migration health projects have resulted in the preparation and publication of several peer-reviewed documents.[9]

64. The success of reporting on these outcomes has been the further exploration of the information and approach by others examining new approaches to migration-associated illness .[10]

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[10] Muenning P., Pallin D., Sell R.L., Chan M.-S. (1999) The cost effectiveness of strategies for the treatment of intestinal parasites in immigrants. New England Journal of Medicine **340**, 773-779.

CHAPTER 3:

**IOM'S STRATEGIC RESPONSES TO MIGRATION ISSUES
IN SUB-SAHARAN AFRICA**

65.   IOM, as the international organization entirely focused on migration, and due to its capacity to assist in resolving problems posed by migration, has to participate in the quest for solutions to some of the issues raised in the earlier part of this document.

66.   IOM's strategy is articulated through the identification of the needs of Member States on the one hand, and the adaptation of structures and operational requirements on the other.

3.1. IOM's demand-driven migration management approach

67.   New or renewed interest in international migration affecting sub-Saharan Africa has contributed to the growing engagement of countries from the region in IOM. Direct contacts with decision-makers in governments of the region, as well as at regional gatherings to debate migration, its principles and management, have led to the formulation of concrete requests for IOM and other actors to assist these countries and the regional institutions in the complex tasks linked to migration.

68.   IOM is in the process of responding through a demand-driven migration management approach which encompasses the following elements:

3.1.1.   Technical cooperation, capacity building and training

69.   As strongly affirmed by the Dakar Conference, one of the priorities is the strengthening of the capacity of States to observe, measure and manage migration and to put in place structures, laws and rules and, last but not least, policies on migration. In IOM, these efforts are subsumed under the heading of technical cooperation; this capacity strengthening requires training and concerns officials from the Ministries of Interior, Defence, Labour and Foreign Affairs, as well as those dealing with women, children or family issues, higher education, research and technology.

70.   The Dakar Conference also reaffirmed the role of civil society, the private sector as creator of employment, and of associations and NGOs active in the migration sector. The same conference also underlined that regional bodies such as the Economic Community of West African States (ECOWAS) or the Economic and Monetary Union of West Africa (UEMOA) have important contributions to make.

71.   IOM will continue to capitalize on in-house experience and cost-efficiency for the development and implementation of national or regional training courses and migration management capacity building in selected areas. It will also organize missions to Africa for the assessment and identification of local, national and possibly regional needs.

72.   The poor migration management capacity of sub-Saharan African governments and the limited success of efforts by economic groupings to facilitate the free movement of people are developments that IOM should help redress. However, IOM will find it difficult to cope with the considerable demand due to the shortage of migration experts in the region, inadequate funding, if any, by donor agencies and governments, for migration activities, and the small number of NGOs with sufficient capacity.

73.   To remedy these deficiencies, IOM will increasingly have to explore and ascertain the needs of governments, identify and attract sustained participation of African migration experts in its activities, make concrete arrangements with willing partners and develop the capacity of both governments and NGOs in the region.

3.1.2.   Labour migration

74.   Labour migration throughout sub-Saharan Africa is growing. Contrary to the past when it was dominated by unskilled labour, the current situation witnesses the migration of highly-educated and skilled persons. Sub-Saharan African countries have to be enabled and empowered to manage migration both bilaterally and through multilateral cooperation. IOM's activities in this area will be linked to capacity building and training, technical cooperation and migration diplomacy as well as regional consultative processes.

3.1.3.   The special need for research in and outside Africa

75.   Research is a crucial aspect of IOM's work, which feeds into all the services and forms the bridge between IOM and its partners. IOM will identify research institutions in sub-Saharan Africa with a capacity to undertake research, linking or attaching to them researchers with demonstrated commitment and expertise in the region. Among the well-known centres of excellence in this regard are CODESRIA, IDEP, CERPOD, IRD, OSSREA, SAMP, SARIPS and IDASA in the three subregions of sub-Saharan Africa. IOM will, however, ascertain their specific capacities before engaging any of them in its activities in the region.

76.   While there is substantial knowledge about displacement situations, there is limited knowledge about migration phenomena in general. IOM should develop research projects and capacities for the region to support programme development and provide accurate information to decision-makers. IOM research should help implement overall development strategies and achieve better migration management.

77.   There should be emphasis on gathering and collating information for use by governments and their partners. Consistent monitoring of programme activities in each service area can contribute to ascertain progress and, where necessary, eliminate undesirable developments. Successive monitoring reports leading to a final evaluation not only enable IOM to determine the success or failure of activities, but also allows the donors and clients to respond to the outcome and suggest appropriate solutions.

78.   Recent positive developments in Africa - the International Migration Policy and Law Course (IMP) (Pretoria, April 1999), the MIDSA meeting (Lusaka, June 2000), the IOM/SAMP/INS cooperation, and the outcome of the October 2000 Dakar Conference - can be used to refocus and reshape technical cooperation arrangements in different parts of Africa.

79.   The follow-up proposals formulated by the recent Dakar Conference include the creation of a permanent observatory and information system on international intra-regional, inter-regional and extra-regional migration; establishment of a statistical database using existing sources; research on migrant profiles; the process of integration in host countries and their participation in the development of regions of origin, including analysis of positive and negative experiences of reinsertion and integration of migrants, their families and children upon voluntary return to their country; as well as support for the setting up of an inter- and intra-regional network to disseminate information about migration realities.

80.   It would also be interesting to analyse and me asure the impact that organized language training and cultural orientation have on the quality of integration in host countries.

3.1.4.   Migration diplomacy: regional consultative processes

81.   To improve migration diplomacy and the regional consultative process, Migration Dialogue frameworks will be developed in East and Central Africa, with lusophone CPLP States, in addition to those already initiated in Southern Africa (MIDSA), inaugurated in 1999 and in West Africa, initiated in October 2000.

82.   Consideration should also be given to sharing and exchanging experiences gained in subregional processes in a sub-Saharan framework. In addition, the "cluster" approach concept and flexible dialogue on migration issues for countries affected by the same migration flows could be extended to certain sub-Saharan African countries.

83.   A key element for the success of regional migration consultation processes is to achieve ownership by governments and regional organizations, as well as the economic groupings concerned.

3.1.5.   Movement services for resettlement, evacuation or return

84.   Today, 98 per cent of the total activity being conducted in Africa is directly related to the movement of people and associated medical screening. Movements will continue to be at the heart of IOM's activity, providing the basis for IOM's presence on the continent and allowing the development of migration management related activities.

3.1.5.1. Refugee resettlement

85.   At the request of various receiving governments, IOM assists in the resettlement of over 29,000 persons per year from Africa to North America, Europe, Australia and New Zealand. Services rendered in this particular area range from completion of individual documentation, cultural orientation, medical screening and logistical support to complete travel arrangements. Over the last five years, a total of 148,788 refugees from Africa were assisted under the auspices of IOM. The receiving governments provide funding for these activities.

86.   IOM will continue to service the resettlement caseload, using all available competitive tools.   In addition, IOM needs to use its resources to create and exploit other movement opportunities which will ensure the sustainability of an IOM presence in Africa.

3.1.5.2 Migrant support

87.   IOM is developing a new type of assistance to potential migrants. In close cooperation with consular sections of various embassies in Africa, IOM provides a comprehensive service package to visa applicants. This service, while still limited to some locations in West and Southern Africa, provides applicants with advice on identifying immigration possibilities and assistance in the preparation and completion of the required application forms. Funding is based on the user-pay principle and involves government support only to the extent that training and outreach is required. It is estimated that some 1,500 persons will benefit from this service in 2001.

3.1.6. IOM emergency response activity in Africa

88.   Emergencies and conflicts continue to be part of the sub-Saharan African reality. When these involve population displacements, IOM will respond to the best of its ability to address questions of movement, care and maintenance, return and reintegration, either on its own or in close cooperation with other organizations. Such interventions can and do lead to longer-term programme activities, and should be undertaken with this in mind.

89.   Emergency response is not only an opportunity to provide humanitarian relief, but also to make IOM's wider range of programme activities better known, in particular migration management capacity building, migration health, return and counter-trafficking.   IOM's demonstration of operational effectiveness in emergency response can often recommend the more routine programme activities both to beneficiary States and to donors.

90.   These programmatic responses include assistance in post-conflict situations, in particular for the integration of demobilized soldiers. The Republic of the Congo and Guinea-Bissau serve as pertinent examples, with UNDP or the World Bank among IOM's partners and donors.

3.1.7. The new Return of Qualified African Nationals programme

91.   Against the background of the experience of the RQAN programme and the Regional Conference on Brain Drain and Capacity Building, IOM is currently reviewing viable options for a new approach which will take into account the effective utilization of African expatriates and diaspora groups interested in the course of African development, including investments. To this end, IOM, working with appropriate pan-African bodies, will help create an environment conducive for RQAN and the involvement of Africa's lost human capital to participate in developing and making viable investments in different sub-Saharan African countries.

92.   Utilization of these invaluable human resources will pay dividends. The policy will also involve making an inventory of Africa's human resources by skill and occupation, area of origin and current residence, and prospects of engaging them in home region matters. Furthermore, it will institute partnerships between Africans in the diaspora and those remaining on the continent: partnerships in intellectual and cultural issues, in economic affairs and in matters of good governance and the observance of human rights. It is only through the cross-fertilization of ideas, experience and exposure to different settings that capacity building can be realized in Africa.

93.   The policy framework is consistent with the notion that, irrespective of the length of stay outside their countries, African people are inclined to return home. That ideal could only hold where the once lost human resources would be attracted to participate in the development of their countries of origin through "home improvement unions" or more commercially viable ventures. With the new wave of privatization in sub-Saharan Africa, the involvement of RQAN and those in the diaspora would be a step in the right direction.

94.   IOM will continue to play the role of neutral broker for dialogue between host and origin countries, ideally incorporating and promoting a comprehensive package approach. It will adopt a new approach to RQAN with revised outreach, including a broadened donor base, articulated around a tripartite constellation, and will consult with countries which have expressed the need for linkage with development-oriented activities and retention of capacities.

95.   In order to complement the partnership approach, it is also foreseen to associate the private sector in the South, through unions and employers' associations, with the redesign of RQAN.

These are representative of what constitutes today the only viable source for the creation of jobs. The private sector from developing countries – a potential creator of employment through investments in the South – will also be associated in the planning process. It is known that this sector is looking for qualified elements among a motivated diaspora to be trained and later form part of a solid structure in selected African countries.

96. However, many African countries are affected by structural adjustment measures. Reducing the volume of salaries in the public sector constitutes part of the conditions. It is thus necessary to reach an understanding with the Bretton Woods institutions that exceptions need to be made for highly-qualified personnel returning to public sector positions in concerned countries, as their qualifications can make indispensable contributions to the economic and social future of the country. It can be argued that, in this context, return can contribute also to good governance of the country concerned.

3.1.8. Population mobility and health

97. IOM should continue to capitalize on its key advantage, namely access to target populations through existing programme delivery. The need for improved migration health services (MHS) in sub-Saharan Africa lies in appalling conditions: (i) increasing poverty throughout the region; (ii) persistence of refugees and IDPs who lack even basic medical attention; (iii) dilapidated and unusable health infrastructure and the increasing loss of health personnel due to brain drain; and (iv) the incidence and prevalence of serious diseases such as HIV/AIDS and malaria. The AIDS epidemic is ravaging segments of Africa's population.

98. Indeed, the understanding of the relationship between migration, population mobility and health, which has been developed by IOM's Migration Health Service, can provide a useful reference to others. The broader dissemination and better understanding of the special links between migration and health, with particular reference to infectious diseases (e.g. TB and HIV) and vector-borne diseases (e.g. malaria), which remain over-represented in Africa, will assist in the mobilization of resources to better manage the consequences.

99. Using medical screening for resettlement, which remains a key element of IOM's medical work in sub-Saharan Africa, as a stepping stone, new strategies for better dealing with the challenges of mobility-related illness and disease can be developed. These will include the provision of more preventive and therapeutic interventions to resettling and other migrants, improved recognition and monitoring of health conditions and the ongoing follow-up of migrant groups to better evaluate health outcomes associated with migration.

3.1.9. Combating irregular migration

3.1.9.1. Counter-trafficking

100. IOM will enhance the capacity of governments in the region to prevent and combat trafficking in migrants and to protect and assist its victims: first through the identification of appropriate activities and its subsequent implementation in conjunction with governmental authorities, other international organizations and concerned NGOs; and secondly, through the compilation of information on trafficking, particularly in women and children, and the definition of priority actions.

101. Counter-trafficking activities in the African context should involve awareness raising for potential victims as well as for local communities and their leaders; training of governmental

officials of migration and law enforcement as well as local NGOs on the mechanisms of trafficking and how to combat it; and the direct protection and assistance of the victims of trafficking to return and reintegrate in their countries of origin.

102. The involvement and political support of African regional and subregional organizations in establishing, together with IOM, a comprehensive counter-trafficking regional strategy for Africa and monitoring its implementation, is a priority for IOM.

3.1.9.2. Mass information campaigns

103. Through information campaigns, IOM tries to ensure that migrants have access to essential information which can affect their future well-being and destiny. This information can educate the migrants on their rights and obligations before they leave their country; warn potential victims of the dangers of trafficking; inform the migrants of new legislation affecting their status abroad or conditions in their home country; or solicit their participation in elections or referenda.

104. This service entails advocacy, social mobilization, propagation of information and the feedback of cooperating partners. These information campaign strategies rely on well-designed television and radio programmes, the print media, networking and seminar tours, which enable migrants to make informed choices. A new and fast-growing area of information dissemination in Africa is the Internet, through which return migrants and those in the diaspora could make an important contribution. The above types of information campaigns have considerable potential for addressing contemporary African migration issues, provided they are based on research and receive feedback from the supposed beneficiaries. Mass information campaigns will address the types of migration associated with different parts of Africa.

105. IOM could promote the sharing of information campaigns among sub-Saharan African countries and among the different types of migrants affected by particular migration issues. It could also assist individual countries, economic groupings and the Organization of African Unity (OAU) to institute viable information campaigns through existing media or to establish new ones. IOM could enlist the technical input of satellite television networks and the South African Broadcasting Corporation - Africa (SABC Africa), a fast-expanding satellite television network for the entire continent, to assist IOM in carrying out suitable mass information campaigns. In addition, it could assist national television stations to telecast programmes of interest to individual countries, thereby meeting the needs of the national clientele.

3.2. Institutional framework

3.2.1. IOM membership

106. Of the 47 sub-Saharan African States, 14 are Members and 12 are observers of IOM. Relations with the remaining States are limited. The Director General has stressed that "new Members should bring along added value for IOM, not only in terms of contributions, but most importantly in terms of their interest to cooperate with us on migration issues of a long-term nature".

107. In attracting new Members, IOM will stress what is expected of them and explain the consequences of their not paying their assessed contributions, promote an image intended to make sub-Saharan African governments responsive to needs and assist them to consolidate successful operations. More importantly, IOM should work out modalities with existing and prospective members for developing programmes/projects together and providing logistic support for IOM

activities being carried out in their country. It is only in this way that IOM could develop a meaningful sub-Saharan African migration agenda.

108. In general terms, IOM needs the strong political commitment of its Member States to build a fertile partnership for Africa.

3.2.2.   IOM partnerships

109. The complexity of migration and the need to take action in many different areas which impact on its causes and consequences, make cooperation among organizations and groups with the relevant expertise and mandate a necessity. As it tackles new migration challenges throughout the region, IOM, which is already working with many partners, continues to build new relationships with other partners.

3.2.2.1. The regional, subregional and continental organizations

⇨   **OAU**: The last few years have seen an invigorated OAU, readily coming to terms with African issues that affect migrants, in particular internal as well as international conflicts and peace-building. The OAU is clearly a well-motivated partner to collaborate with IOM because the pan-African organization commands the political attention of its member States throughout the continent. However, the OAU lacks an effective subregional or country representation. This means that both IOM and OAU should work out a viable arrangement for a regional agenda. The Memorandum of Understanding signed in 1998 provides a framework for such cooperation.

⇨   **African Development Bank and Economic Grouping Development banks**: Collaboration between regional banks and IOM could enhance effective utilization of diaspora migrants' skills in the region, in particular if linked to privatization exercises.

⇨   **African economic groupings**: All economic groupings in Africa (ECOWAS, CEAC, COMESA, SADC, etc.) acknowledge the inevitability of a variety of international population movements among their member States. Unfortunately, they have neither the capacity nor the know-how to handle the phenomenon, let alone comprehensively implement protocols on the free movement of citizens of their member States. Cooperation with IOM, including secondment of IOM experts to their secretariats, can contribute to developing their capacity and systems for enhancing regional migration integration.

⇨   Although **African universities and research institutes** are being depleted of their best human resources, they still remain the pinnacles of research and training in all spheres of development. IOM should make an inventory of centres of excellence in these two areas and enlist their support as much as possible.

3.2.2.2. The United Nations organizations and other major international bodies

⇨   **ECA**: This United Nations body is mandated to initiate and participate in measures facilitating concerted action for the economic development of Africa, including its social aspects. It works closely with the OAU. Apart from the return of talent project, initiated in the 1980s, there has been little significant cooperation with IOM. In February 2000, however, the Regional Conference on Brain Drain and Capacity Building in Africa opened a new chapter for effective IOM-ECA collaboration.

⇨ **UNDP**: With its focus on sustainable human development, the assisted returns area and, in particular, a modified RQAN, as well as brain/skills circulation within sub-Saharan Africa, lend themselves as areas for cooperation.

⇨ **UNHCR** and IOM share expertise and – for certain groups – mandates. The existing Memorandum of Understanding and, in particular, the note on cooperation on transport provide the framework for cooperation in the sub-Saharan Africa context. The growing incidence of mixed flows also in this region makes coordination, dialogue and joint action a necessity.

⇨ **WFP** and **FAO**: These agencies have played an important role in the sub-Saharan African countries afflicted by drought, floods and the resulting famine. WFP, in particular, has an operational background comparable to that of IOM. The sharing of logistical assets already takes place with WFP in some emergency/post-conflict operations, and cooperation on food security and migration-prevention approaches could be envisaged with both agencies.

⇨ **UNICEF**: Children trafficked for different types of exploitation, rehabilitation of victims of trafficking, and child soldiers in need of reintegration are of particular concern to both IOM and UNICEF. Cooperation on prevention of trafficking in children has already begun in West Africa.

⇨ **UNFPA**: This agency, whose mandate in population assistance includes migration, has funded IMP, with which IOM is associated. The existing Memorandum of Understanding between IOM and UNFPA provides a base which does, however, require commitment and additional resources. The presence of UNFPA in many sub-Saharan African countries should facilitate cooperation, particularly on activities related to Chapter X of the ICPD Programme of Action.

⇨ **WHO**: With the exception of complex emergency situations, WHO remains primarily a reference and standard-setting agency in terms of health, and functions as the central partner for multilateral initiatives such as tobacco and Roll Back Malaria. In order to play a more effective role and better collaborate with WHO migration and health activities, IOM will have to increase its internal capacity in this regard.

⇨ **UNAIDS**, as the leading advocate for worldwide action against HIV/AIDS, has the global mission to lead, strengthen and support an expanded response to the epidemic that will: (1) prevent the spread of HIV; (2) provide care and support for those infected and affected by the disease; (3) reduce the vulnerability of individuals and communities to HIV/AIDS; and (4) alleviate the socio-economic and human impact of the epidemic. IOM and UNAIDS have been collaborating over the past four years, beginning with the commissioning of papers to review the relationship between AIDS and migration in five regions of the world. A cooperation framework between the two institutions was signed in September 1999. UNAIDS has funded the first two years of an HIV/AIDS focal point at IOM Headquarters, and will be providing seed money for several IOM projects. Partnership with this specialized agency gives credibility to a new line of activities for IOM. Several IOM Offices in Africa are collaborating with UNAIDS at country and regional levels.

⇨ **ILO**: This agency deals, among other things, with migrant workers' rights, juvenile labour and migrant trafficking. Through its subregional bureaux in sub-Saharan Africa, ILO could collaborate with IOM in these areas, lending its technical support as needed.

⇨ **World Bank** and **IMF**: These Bretton Woods institutions have been heavily involved in Structural Adjustment Programmes (SAP) linked to economic reforms in many African countries. The reforms include activities which have profound effects on these countries, namely retrenchment in the public sector workforce, privatization and cost recovery in the provision of social services (in particular health and education). Dialogue with these institutions could focus on the causes and consequences of their action on migration and post-conflict work, as well as on the involvement of migrants as human resources for economic development.

3.2.2.3. The diaspora, associations and NGOs

110. A large number of African emigrants or their descendants live outside the continent, and many have acquired useful skills and knowledge that could help strengthen African human resources and capacity. A regional conference on Brain Drain and Capacity Building, co-organized in February 2000 in Addis Ababa by IOM and UNECA, mandated IOM to forge a partnership with Africans in the diaspora with a view to soliciting their contribution to developing their countries of origin.

111. Creative utilization of this potentially vast reservoir of human resources for Africa, but also of the access to ideas and investment opportunities, can play an important role in helping African development. Partnerships can bring progress in intellectual and cultural exchanges, in economic affairs and in matters of good governance and the observance of human rights. Privatization efforts in sub-Saharan Africa can also benefit from the involvement of skilled nationals in the diaspora, including their access to investment capital.

112. Networks of expatriate Africans appear as the mechanism of choice to mobilize the diaspora. In addition to the expertise that its members can bring, a system combining temporary, periodic and even virtual returns, where investments help create jobs, is taking over. These different forms also help redesign the relations between migrants and countries of origin and between migrants and host countries. This is an opportunity IOM should exploit within the framework of either a modified RQAN or a different arrangement altogether.

113. These perspectives are closely related to the encouragement of a spirit of free enterprise and an enlarged North-South partnership.

3.2.2.4. The private sector

114. With the State influence in the economies of sub-Saharan African countries diminishing, this is one area in which RQAN and those in the diaspora could make joint investments with Africans on the continent. IOM should explore the possibilities of this with multi-national corporations and private firms emerging in the region.

3.2.2.5. The donor community

115. The donor community is generally aware of and sensitive to the criticism levied by the African States of underfunding within the African continent. Key donor partners are interested in and even driven to rectify this situation, where appropriate. Issues of peace-building, governance and financial transparency on the part of African States are, however, part of the donor equation.

116. In order to reach out, in a meaningful manner, to Member States and donor partners, IOM needs to diversify its approach in order to obtain funding support for the Organization for Africa-oriented programmes. The Organization needs to strengthen its outreach through participation in the Consolidated Appeals Process (CAP) at the humanitarian level. Both the field and Headquarters will work in tandem to access the donor community.

117. Specific donor attention is heavily dependent on the country/region/programme strategy, and divergent between humanitarian and sustainable development or relief/rehabilitation orientations of the respective partners. Donor responses or guidance on donor outreach will only be pertinent when programme direction will have been translated into project activities.

118. In terms of seeking bilateral donor support for relief/rehabilitation financing, most donor States operate specific budget lines, labelled "peace-building" or conflict prevention. Support from these budget lines should be explored in tandem at the field level, with simultaneous outreach in Geneva and in donor capitals. The role of the IOM personnel on the ground is essential as interlocutors *vis-à-vis* the donor and the partner government which IOM is willing to assist.

119. This partnership plays an even more important role when considering support from the traditional donor community, or the multilateral financial institutions. The active support and endorsement of partner governments for IOM's role in the implementation of national development planning and programmes is key to donor support. IOM will also have to pay particular attention to United Nations Development Assistance Frameworks (UNDAF) (as the mirror image of CAP) and play an active role in this process.

120. For strategic locally-driven project initiatives, IOM is best placed to address innovative pilot projects with embassy representatives *in situ*; the nature of the projects and the level of support required often merely warrant local decision-making.

CONCLUSION

121. This draft document is not the first IOM paper on sub-Saharan Africa. Earlier work has been carried out on conceptualizing the subregion's migration dynamics and understanding their causes and consequences.

122. This document has greatly benefited from these analyses. It adds perspectives and strategic directions for the consideration of Member States, to receive comments and suggestions in order to foster, together with IOM field staff, concrete action towards realistic and good migration management and effective impact on the development of the countries targeted.

Annex

ABBREVIATIONS

ACP	African, Caribbean and Pacific States
ADB	African Development Bank
APC	African Population Commission
CAP	Consolidated Appeal Process
CEAC	Communauté économique de l'Afrique centrale (Economic Community of Central African States (ECCAS))
CEDEAO	Communauté économique des Etats de l'Afrique de l'Ouest
CERPOD	Centre d'études et de recherche sur la population pour le développement (Centre for Applied Research on Population and Development)
CODESRIA	Council for the Development of Economic and Social Research in Africa (Conseil pour le développement de la recherche économique et sociale en Afrique)
COMESA	Common Market for Eastern and Southern Africa
CPLP	Communauté des pays de langue portugaise (Community of Portuguese Speaking Countries)
DRC	Democratic Republic of the Congo
EAC	East African Community
ECA	Economic Commission for Africa (United Nations)
ECOWAS	Economic Community of West African States
EU	European Union
FAO	Food and Agriculture Organization
GDP	Gross domestic product
ICPD	International Conference on Population and Development
ICRC	International Committee of the Red Cross
IDASA	Institute for Democracy in South Africa

ABBREVIATIONS (continued)

IDEP	Institut africain de développement économique et de planification (African Institute for Economic Development and Planning)
IDP	Internally displaced person
IDRC	International Development Research Centre
ILO	International Labour Organization
IMF	International Monetary Fund
INS	Immigration and Naturalization Service (United States)
IRD	Institut de recherche pour le développement (formerly ORSTOM)
MIDSA	Migration Dialogue for Southern Africa
NGO	Non-governmental organization
OAS	Organization of American States
OAU	Organization of African Unity
OSSREA	Organization for Social Science Research in Eastern and Southern Africa
RQAN	Return of Qualified African Nationals
RQN	Return of African Nationals
SADC	Southern African Development Community
SAMP	Southern African Migration Project
SARIPS	Southern Africa Regional Institute for Policy Studies
UEMOA	Union Economique et Monétaire Ouest-Africaine (Economic and Monetary Union of West Africa)
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Frameworks
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNFPA	United Nations Population Fund

ABBREVIATIONS (continued)

UNHCR	(Office of the) United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNITA	National Union for the Total Independence of Angola
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
WFP	World Food Programme
WHO	World Health Organization