



PAFOM 2 PAN-AFRICAN
0 FORUM ON
1 MIGRATION
8 *Djibouti*
19th - 21st November

Meeting Report of the 4th Pan African Forum on Migration (PAFOM)

Djibouti, 19-21 November, 2018

Theme: “Harnessing the Benefits of the Free Movement Regime for Sustainable Development in Africa”



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CHAPTER 1: INTRODUCTION AND BACKGROUND TO PAFOM

Background to the Pan African Forum on Migration (PAFOM)

The 2018 African Union Executive Council Decision EX.CL/Dec.987 (XXXII) adopted the revised Migration Policy Framework for Africa (MPFA) and its 12 Year Action Plan. The Decision further requested African Union Member States to align their Migration Policy Frameworks with the new continental framework including its Plan of Action. This decision is a follow up of the 2006 Executive Council Decision (EX.CL/276 (IX)) on the Migration Policy Framework for Africa specifically requested the AU Commission to work with IOM and other relevant partners to assist Member States to strengthen migration governance and collaboration among themselves. The Common African Position (CAP) on the Global Compact on safe, orderly and regular Migration; that was endorsed by Executive Council and the AU Assembly in 2018 also provides a Policy directive to AU Member States to speak with one voice on all important issues on migration during the intergovernmental negotiations on migration.

Furthermore, underscoring that African inter-state cooperation and dialogue can strengthen the capacity of States in migration management including the development of common approaches towards harmonization of policies, laws and strategies on migration; the Executive Council also adopted Decision (EX.CL/Dec.305 (IX)) (Banjul, 2006) as a broad African consensus on issues of migration and development; requesting the Chairperson of the Commission, in collaboration with International Organization for Migration (IOM) and other partners, to coordinate and advocate for the implementation of the African Common Position on Migration and Development. In line with this Decision, the African Union Commission, together with IOM and other partners, instituted the Pan African Forum on Migration (PAFoM), an annual forum of AU member states and Regional Economic Communities (RECs), as a platform for an all-inclusive, open, and comprehensive dialogue on migration issues among Member States, RECs, partners and relevant stakeholders with the aim of having a common understanding on critical migration agenda in the continent.

The Forum aims to provide a more focused engagement with all relevant Migration stakeholders including RECs, AU Member States, private sector, academia, parliamentarians, diaspora community and civil society in Africa. Others will include African trade unions, National Human Rights institutions, Local Authorities, the Media and relevant UN and International Non-Governmental Organizations with Migration mandate. As a continental framework, this year PAFoM will also provide RCPs and RECs to update participants on their migration agenda with the aim providing synergies among RECs and Member States on Migration and human mobility issues and interventions in the continent. This provide them with a platform to share experiences and get connected with the best practices at the national, regional and continental level.



Report Methodology:

This report summarizes the key discussion points raised during each of the sessions. Prior to the start of PAFoM, background information was written for each of the first 8 sessions to provide some perspective on the importance of each session in relation to the conference theme of free movement. During the forum, individual comments and perspectives were captured. If one or more individuals (i.e. Moderators, Discussants or Member State) made a similar comment, it has been captured in the body of this report. If country specific examples were shared by a Member State, the country and the learning has been summarized. The sessions are summarized in the order that they were presented during the forum. The sessions were moved from the originally planned order during the forum to accommodate the availability of the different discussants. The final session (Session 9) highlights the key outcomes and recommendations that were presented and subsequently modified by the Africa Union based on input and feedback from the Member States.

Executive Summary

The fourth Pan-African Forum on Migration (PAFoM) was held in Djibouti from the 19th through to the 21st of November, 2018. This year's forum focused on the concept of the free movement of persons across the African continent following the African Assembly's adoption of the Protocol to the Treaty Establishing the African Economic Community Relating to Free Movement of Persons, Right of Residence and Right of Establishment on the 29th of January, 2018 in Addis Ababa, Ethiopia. Following diverse discussions during the forum, the following key outcomes and recommendations were put forward by the African Union to the Member States:

1. **There is a need for greater coordination between RECs and the AUC on migration and human mobility issues in the continent.** While regions such as IGAD and CEN-SAD are committed towards implementing the free movement of persons, the level of progress is different by region and by country for several reasons. Gaps including socio-economic development, differences in irregular migration, security challenges, the political will of governments, resources and infrastructure have impacted the progress towards free movement across the continent. A recommendation was therefore made to establish a coordination and follow-up mechanism between the AUC and RECs on migration issues to accelerate free movement across the continent.
2. **An opportunity exists to harness the benefit of free movement on the continent.** The free movement of people can be a catalyst for increased intra Africa trade and tourism opportunities. Infrastructural gaps among Member States need to be addressed to facilitate trade and tourism opportunities. Further, Member States should support capacity building of relevant institutions to promote greater trade and tourism. Intraregional trade

remains an underdeveloped opportunity within Africa when compared to the European and Asian continents. A link between the CFTA and the Free Movement Protocol should be included in all advocacy strategy by Member States. Furthermore, in order for African economies to grow, the continent must transition from a raw material exporter and importer of finished goods to one where finished goods are produced within Africa. Best practice sharing between Member States can facilitate increased innovation and reduce the continent's reliance on imports.

3. **Member State concerns regarding the free movement of persons and potential increased security concerns should be addressed.** The facilitation of free movement on the continent does not necessarily increase security issues in countries of destination if borders are properly managed. In an effort to demystify the negative perception that migration leads to an increase in migrant related crimes, Member States and RECs will enhance research and data on the relationship between free movement and security. It is also recommended that Member States build the capacity of border personnel to address security challenges at borders.
4. **The free movement of persons is a catalyst for facilitating the transfer of skills and closing of skill gaps. But, skills must be recognized across borders.** Frameworks including formal registration and IDs for labour migrants are necessary to reduce the potential for migrants to be exploited (trafficking, high recruitment fees). These frameworks would enhance the level of social protection and portability of social benefits for migrants. Moreover, necessary mechanisms should be established to ensure the fair recruitment of migrants. Data and information are essential to help facilitate the recognition of skills across borders and develop evidenced based labour migration frameworks and policies. In order for this to become a reality, labour migration information systems should be strengthened to enhance data on labour migration. Finally, bilateral agreements and cooperation are also necessary to resolve issues related to labour migration.
5. **Data is essential if Africa wants to develop, implement and monitor evidence-based migration policies.** Currently, there is a lack of adequate data on migration trends and characteristics on the continent. Countries should leverage existing technologies to invest in national and regional statistical systems to enhance data collection and sharing. Further, the African Union Commission should support Member States and RECs to put in place relevant platforms to share information. There is also a need for Member States to embrace accurate and reliable data and research for sustainable policy making. Academia should be engaged by Member States and RECs to plan out migration research activities so that accurate and reliable data and research are collected.
6. **Efforts should be made to follow up on the Global Compact on Migration (GCM).** Member States and RECs should put the necessary mechanisms in place to begin implementing the GCM after the Marrakesh meeting. There is a need to have a national, regional and continental follow up mechanism on the implementation of the GCM on the

continent. Further, Member States together with the RECs should involve all stakeholders in the implementation and follow up of the GCM. Member States and RECs should strengthen the existing national and regional dialogue framework with the support of the AUC and other partners to contribute to the follow up of the GCM on the continent. PAFoM may be used to support this increased dialogue and as a follow up mechanism for the GCM.

7. **There is a need to address vulnerability associated with the free movement of persons especially women, children and senior citizens.** Member States and RECs will mainstream disabilities issues in migration management. This includes the adoption of protection sensitive reception and holding centres of vulnerable groups in border management strategies.

CHAPTER 2: SUMMARY OF THE MEETING SESSIONS

This chapter provides a summary of the meeting deliberations and key points as discussed in the meeting.

Session 1: Sharing Experiences: Benefits and Challenges of Free Movement in Africa

The session was chaired by the Republic of Ethiopia and moderated by Ms. Maureen Achieng, Chief of Mission to Ethiopia and Representative to AU/UNECA/IGAD. The discussants in this session included the Government of Rwanda, the Government of Egypt and the Government of Ghana.

The free movement of people across the African continent has long been an aspiration of African states. The ability of people to move freely is not only vital to greater regional integration, but also plays a key role in the continent's socio-economic development. Progress on free movement in Africa is much more visible at the regional level, where the benefits of increased migration – for both origin and destination countries – are well established. The free movement of people across the African continent has several benefits including:

1. Boosting intra-Africa trade, commerce and tourism – A world of free movement would be 78 trillion dollars richer. Labour is the world's most valuable commodity. But most of this labour goes to waste due to border restrictions. The potential benefit of free movement for Africa surpasses benefits of free trade and foreign aid. Since Seychelles has implemented visa free access for all Africans, international tourist arrivals have increased 7% each year between 2009 and 2014. In 2015, the World Bank highlighted Seychelles moved from the middle income to high income category. Countries in the high-income category have average per capita income levels of 12,736 USD or more.
2. Facilitating labour mobility, intra-African knowledge and skills transfer – In 2015, the number of youths in Africa stood at 226 million. This represents 19% of the total global youth population. This number is expected to increase by 42% by the year 2030. In 2016, youths living in sub-Saharan Africa represented 13% of global youth unemployment. It is not surprising that a higher percentage (38%) of the youths in this region want to move to another country permanently compared to only 21% in Arab States. Motivated and skilled youth can positively contribute to labour shortages and skill deficits in other countries. Moreover, migrant workers make significant contributions to local economies. Contrary to popular belief, migrants contribute more in taxes and social contributions than they receive in individual benefits.
3. Promoting pan-African identity and social integration – The free movement of people is fundamental to Africa achieving its second aspiration as part of the Agenda 2063 which is “an integrated continent based on the ideals of pan-Africanism”. The strength of Africa is the sum of its rich, culture, and diverse people. The sharing and harnessing of this diversity is important to the development of new ideas to resolve challenges and capitalize on opportunities to further enhance social, economic and cultural rights across the continent.

4. Improving trans-border infrastructure and shared development – Despite progress, a significant opportunity remains to improve trans-border infrastructure in sub-Saharan Africa. A 2016 report issued by the International Roads Federation indicated that Africa has the lowest (less than 20%) number of paved roads among developing regions compared to North Africa (close to 80%). This underdevelopment leads to significant non-tariff related trade costs. A report issued by the World Bank in 2015 indicated that intraregional trade costs in sub-Saharan Africa were higher than anywhere else in the world and were also 50% higher than in East Asia. The free movement of people can help to support improvements in infrastructure which help to enhance the transportation of goods and services across the continent. A project implemented together with the leadership and support of Nigeria, Benin, Ghana, Côte d'Ivoire and Togo led to the development of a 1,025 km road linking the major cities in these countries. This road is used by an estimated 27 million passengers per year.
5. Fostering a comprehensive approach to border management – Adequate border management is essential to facilitate the free movement of Africans across the continent. It is also imperative to combat organized crime and terrorism. Countries across the continent must work in cooperation to implement integrated border management strategies which include adequate border equipment, travel documents, the registration of foreigners, and training to improve the capacity and skills of immigration and police agencies. ECOWAS is an example of a region that continues to work together to review and recommend enhanced border management and movement practices.
6. Promoting rule of law, human rights and public health – Upgrades in both border and identity management have a positive impact in crime reduction while at the same time enhancing access to necessary health services, legal support, banking and credit. A coordinated effort to upgrade systems, processes and documentation across the African continent can have a significant impact in protecting human rights and specifically migrants' rights when crossing borders. The ability to correctly identify known traffickers not only protects potential victims in the short-term, but can reduce the incidence of trafficking and other types of organized crime longer term on the continent.

While the free movement of people in Africa has many benefits, the challenges associated with the free movement of persons, particularly in regions where there are significant economic imbalances among countries. This continues to be of concern to policy makers and remains a significant impediment to fully implementing a free movement regime across the continent.

The key challenges to implementing the free movement of people across Africa include:

1. National security and public order concerns – Both national security and public order remain one of the most significant obstacles to promoting the free flow of movement between nations in Africa. Between 2009 and 2015, terrorist attacks increased from 171 to 738 on the Africa continent. This represents a fivefold increase. Further, sixteen different countries in Africa were the victim of terrorist attacks in 2016. A second threat is that of organized crime. In Eastern Africa, the smuggling of migrants across borders is a significant trade with estimates suggesting boatmen who transported 100,000 smuggled migrants across the Gulf of Aden or Red Sea to Yemen earned 15 million USD.

- The free movement of people does not always correlate in an increase in criminality. Rwanda has 22 border crossing points and 268 unofficial entry points. There are slightly more than 35 million entries and exits per year. The country has implemented a number of policies and protocols related to the free movement of people: including the visa on arrival for all Africans in 2013; the use of identity voter and student cards as travel documents in Rwanda as well as Kenya and Uganda in 2014. After 3 years Kenya, Rwanda and Uganda have not had any security issues. This is in spite of the facts that Rwanda has seen an increase of 50% of people crossing their borders, an increase in air traffic arriving in the country and having one of the busiest borders in Africa (45,000 entries and 45,000 exits per day between the DRC and Rwanda). Data indicates that less than 0.05% of people crossing Rwanda's borders are potential security threats. Moreover, less than 2% of the prison population in Rwanda are foreigners.
 - Egypt recognizes the positive impact of free movement people while managing potential national security concerns. The country is currently expanding their e-visa program so that more and more countries in Africa can secure visas on arrival. At the same time, Egypt has approached neighbours like Libya to create a strong border regime and a security movement system to keep the flow of goods and people moving between the two countries. Second, Egypt has invested in training people who are responsible for manning borders to ensure they remain open and secure. Finally, Egypt understands that it is essential for the government to work to create sustainable and working mechanisms that consider different stakeholder (government, business and society) interests to uncover best practices in order to address any challenges associated with the free movement of people.
2. Social-political challenges – High unemployment rates and the intense competition for jobs is a cause for concern among local governments. The free movement of people is perceived to put an increased strain on the labour market, especially when migrants are workers possessing higher skills. A perception exists that migrant workers are “stealing” jobs from local workers. This has led to tensions and attacks against migrants. In South Africa, unemployment data from 2015, highlights that 26.16 percent of “non-migrants” were unemployed and 32.51 percent of “domestic migrants” were unemployed. However, only 14.68 per cent of “international migrants” were unemployed. People in the cities of Johannesburg and Pretoria marched more than 1,900 times between the 1st of January 1997 and the 1st of September 2016 due to the perceived injustices related to international migrants “stealing” local jobs. Over time, there have been an increasing number of riots and protests of which a significant number are a result of the increase in migrant workers.
 3. National capacity and resource challenges – International (ICAO) standard travel documents are necessary to support the free movement of individuals across the continent. These types of documents can be read by any standard document-reading device and standard border information software. Currently, there is a lack of resources available to meet the Africa Union's expectation of biometric systems. As a result, only 13 of 54 states in Africa currently have biometric systems. Moreover, cost is a significant inhibitor towards the implementation of ICAO standard travel documents. The cost of acquiring a document with a high level of integrity can be cost prohibitive for the average African.

- Border management personnel are currently overwhelmed with the challenges associated with protecting and securing borders over and above processing legitimate migrants. Border Management Information Systems can help to reduce the increasing pressures on borders from the high number of people crossing them on a daily basis. The investment required to ensure an adequate implementation of Border Management Information Systems is significant. This is partly driven by the fact that some borders lack the basic infrastructure including electricity and communication to support a robust information system.
4. Public health concerns – Health risks such as diseases and endemics represent a real threat to nations and their people. The ability to detect health concerns using national and cross-border monitoring systems is limited. In order to contain outbreaks such as the Swine Flu or the Ebola virus, limitations on the complete elimination of the free movement of people was implemented across affected areas to reduce the transmission and spread of the disease across Africa. An epidemic can have a serious negative impact on a country as it seeks to contain, control and eradicate the disease from within its borders. The costs associated with the building of facilities, the sourcing of trained medical staff, and the development of vaccines can place a significant economic burden on a country. Moreover, epidemics negatively impact trade, the movement of goods, agricultural production and tourism. This places a further strain on a country's economy.

Key summary of the session

Migration has been an enduring part of human history. The free movement of people has been proven to have a positive impact on economies – both in trade and tourism. But free movement does not exist across the entire continent. It is fragmented. A one size fits all approach to free movement will not fit for all regions in Africa due to different levels of economic development and security concerns. Therefore, a balanced view to migration management is required. One that considers both the economic development and security. This is key to maximize the benefits of free movement of managed migration.

The term free means the unimpeded access to people. Free movement is the facilitated movement of people to find work. It does not mean the elimination of borders or the abolition of the national state. Instead it requires government action to implement protocols on the free movement of people that address:

1. Civil registration systems.
2. Secure travel for migrants.
3. Travel identity documents.
4. Building the capacity of border staff.
5. Cooperation between countries to ensure free movement works seamlessly.
6. Continuous dialogue between states to assess how the free movement of people is progressing.

Session 2: Labour Mobility, Intra Africa Skills Transfer and Social Security Benefits Portability: Promoting labour migration within the context of free movement

This session presented the Joint Labor Migration Programme for Africa, which is being implemented by the African Union Commission, IOM, the International Labor Organization, and the United Nations Economic Commission for Africa. In addition, a discussion from relevant stakeholders will focus on how this Programme can be successful and effective in the implementation of human mobility rules as key to development and integration in the regional economic communities.

The session was chaired by the Republic of South Africa and moderated by Dr Gloria Moreno-Fontes, Regional Labor Migration and Mobility Specialist, ILO. The discussants of the session included Dr Marina Manke, Head, Labor Mobility and Human Development, IOM, Dr. Tunji John Asaolu, AU-ECOSOCC, Mr. Iltireh Osman, Government of Djibouti and Ms. Lucy Daxbacher, IGAD.

The session noted that many African countries continue to struggle with significant skills shortages as well as mismatches in the labour market. As a result, firms are often unable to fill critical jobs. This has a negative effect on both a country's productivity and the economic growth. Labour migration has the potential to address these challenges by enabling greater skills transfer as well as closing skills gaps where shortages exist. The overwhelming majority (60%) of migrants move to find work. This percentage increases to 90% if we consider families. In an effort to create a stronger match between the demand and supply of labour, the Joint Labour Migration Programme for Africa was formally adopted in January 2015 by African Heads of State and Government.

The objective of this comprehensive programme on labour migration governance for the region is to strengthen the effective governance and regulation of labour migration and mobility in Africa to:

- Ensure decent work and social protection are extended to migrant workers and their families,
- Strengthen regional integration and inclusive development,
- Encourage productivity, productive investment, and business success,
- Enable greater social and economic integration of migrants, effective labour and social protection mechanisms, and sustainable labour market systems.

The World Bank estimated that 31 million African people were living in countries other than their birth place in 2010. Furthermore, 77% of these people were from sub-Saharan Africa. The intra-regional proportion for migration in Africa overall is estimated at 52.6%. While Sub-Saharan Africa's estimated intra-regional rate is significantly higher at 65%. Intra-regional mobility (migration within the RECs) represents more than 4 out of 5 migrants in ECOWAS. The proportion moving within the same sub-region is over 80% in West Africa, 65% in Southern Africa, 50% in Central Africa, 47% in East Africa, and only 20% in North Africa. As a result, RECs have advanced migration policy commitments at

the regional level. The Joint Labour Migration Programme for Africa aims to take the work done at a regional level to develop more harmonized legal and policy frameworks so that labour markets become more integrated.

This includes the coordination of labour and social security, as well as compatible education and skills recognition frameworks. Yet opportunities still remain in the following areas:

- 1. Cross Ministry Focus** – Governments should consider labour migration in the context of economic development and as result integrate them together. Good and efficient coordination among different ministries – interior, immigration, labour and finance is required to discuss migration related problems and to develop comprehensive solutions. It is impossible for ministries to work independently to address issues facing migrants including exploitation, high recruitment agency fees, and poor living conditions. Djibouti has worked to enhance the coordination of labour migration at a ministerial level. The subject of labour and the development of labour related policies falls under the Ministry of Labour. But the government has initiated a number of reforms to improve the conditions of migrants. The Ministry of the Interior has not only allowed refugee children to receive access to education, but also adults access to vocational schools and training. Further the government is currently working with the IOM to develop a national migration strategy for the upcoming 3 years. This strategy includes considerable reforms in the area of labour – governance, mobilization of work permits, and the implementation of an e-visa for labour. It also ensures the operationalization of these measures by creating bodies, services and institutions for the development of studies and surveys to find job opportunities within Djibouti.
- 2. Research and Information Systems** – A lack of quantity and quality data and information exists in the areas of migration and specifically labour migration. As a result, perceptions related to labour migration have a significant influence on decisions being made by governments in relation to migration policies and frameworks. Research focused on labour mobility, skills and governance can facilitate the development evidenced based frameworks supporting free movement across the African continent.

The development of Labour Market Information Systems (LMIS) are essential to the storage and use of data on migration and labour mobility in particular. Currently, there is a void of data regarding African citizens working in the Gulf States. No data exists on the number of Africans working in this area. LMIS is an area where countries need to work together to focus on data on migration and labour migration.

- 3. Fair Recruitment** – The Ministries of Labour and Interior together identified recruitment as the weakest link in labour migration. Recruitment agencies are currently charging exorbitant fees to migrants. Migrant workers can pay anywhere 6,800 to 10,000 USD to recruitment agencies to move abroad. To fund these payments, migrants give up everything including their homes. In order to reduce the influence of recruitment agencies unfair treatment of migrants, the ILO has introduced fair recruitment guidelines in 2016. These are guidelines that can be implemented in most countries with the objective of improving the monitoring of recruitment agencies in both countries of origin and destination. Governments that are interested in implementing the guidelines should contact the ILO to implement the guidelines together in partnership.

4. **Bilateral Agreements & Partnerships** – Without cooperation, Africa will never be able to develop a comprehensive understanding and resolution of issues related to labour migration. Bilateral and regional cooperation is required to develop labour migration policies that reflect both a security and economic development perspective. Migrant workers require African countries to work together to develop policies to protect migrants from both a social and labor perspective. Bilateral agreements are necessary to ensure migrant workers access to the necessary social protection and assistance (i.e. benefits). Once these agreements are signed, more work needs to be done at a regional and country level to ensure these agreements are implemented.
5. **Skills Recognition** – There is a need for greater “skills partnerships” across the continent to create a standard definition of skills and methodology to facilitate a thorough needs analysis of skill requirements. As a result, it is difficult for countries to accurately assess labour market needs nor recognize the diverse skill levels of migrants. Partnerships are required between the private and public sectors to ensure a greater match between the supply and demand for skills to prevent brain waste, the deskilling of workers, as well as facilitate greater market integration. Further, the anticipation of future skill requirements at a country level can help to outline the support migrants will require to ensure they have the necessary training and skills necessary to be a valued contributor to the labour market.

Key summary of the Session

The welfare and rights of African citizens should be of utmost importance. As a result, protecting migrants should be at the top of the agenda of Member States. The issue of labour migration is a key theme of the UN Global Compact from the New York declaration in September 2016. The declaration outlines the globally acceptable manner of migration governance. It is important to consider labour when discussing migration because an overwhelming majority of migrants move for work. A well-rounded Labour Migration Information System is key to collecting, storing and leveraging data and information on labour and migration in order to make well informed decisions. This data and information can support the development of bilateral and regional agreements between members. Further, robust data and information can support the development of migration policies which emphasize economic development and labour migration, while addressing security concerns. Finally, governments can work in partnership with the ILO to define fair recruitment behaviors to eliminate the unacceptable exploitation of migrants by recruitment agencies.

Session 3: Towards a Coordinated Human Mobility Agenda in Africa: Updates on the continental and regional migration initiatives and consultative processes and the future of PAFoM.

This session will seek to provide updates of migration and human mobility initiatives by the Regional Economic Activities and the AUC to ensure that there is synergy between RECs and the AUC and also promote sharing of good practises. The session was chaired by the Government of Morocco and moderated by Mrs Mariama Cisse, Director, Social Affairs Department, AUC. The discussants of the session included representatives from

IGAD and CEN-SAD. During the session, the meeting heard that free movement of people across the continent is essential for Africa to deliver on its vision for 2063 for an integrated, united, peaceful, sovereign, independent, confident and self-reliant continent. The free movement of people has many social and economic benefits. Several studies indicate that countries in Africa that have adopted visa openness towards their fellow Africans have seen significant improvements in both trade and tourism.

In 2013, only five African countries offered liberal access to all Africans. This number grew to 13 by 2016. In its first report on Africa Visa Openness in 2016, the African Development Bank (AfDB) observed that Africans needed visas to travel to 55 per cent of all African countries and could get visas on arrival in 25 per cent of the other African countries. Interestingly, North Americans have easier travel access to African countries than Africans themselves. North Americans required visas to travel to 45 per cent of African countries and could get visas on arrival in 35 per cent of the countries.

Things have started to improve significantly since 2013. Last year, an AfDB Report noted that four countries had moved up into the top 20 most visa-open countries in Africa. Additionally, the average visa openness score for the 20 top performing countries was 0.768 (1.0 is the highest score for visa openness) in 2016, compared with 0.734 in 2015. These numbers indicate positive progress is being made in Africa to promote the free movement of its people.

Building on various successes and to further enhance regional integration, Africa has taken a sharper focus and more concrete steps towards the free movement of people. These efforts recently (January 2018) culminated in the adoption by the African Union of the Protocol on the Free Movement of Persons in Africa after 25 years of conceptualization. While regions such as IGAD and CEN-SAD are committed towards implementing the free movement of persons, the level of progress is different by region and by country for several reasons.

1. **Socio-Economic Development** – There is an acknowledgement among Member States that gaps between the socio-economic developments between countries is a barrier to the free movement of persons. When unemployment is high and there is an intense competition for jobs, it can be challenging for a government to justify the promotion of labour movement instead of protecting nationals for jobs.
2. **Irregular Migration** – Irregular migration is a significant barrier in some African regions. While only 20% of African migrants wish to leave Africa, it still places a significant strain on countries that find themselves on the pathway to a better tomorrow. Algeria is one such country. Algeria has been receiving migrants for a number of years from both Sub-Saharan and West Africa. Today, more than 200,000 migrants are in Algeria. As a result of Europe closing their borders, more and more migrants end up staying in Algeria and other countries in northern Africa. This places a significant strain on these countries as they work to assist and support migrants. Morocco has helped to train migrants so that they are qualified to find work either in Morocco or when they return to their country of origin.

Even transit countries are facing challenges related to irregular migration. As more and more migrants transit through Burkina Faso on their way to Niger, Burkina Faso has had to be more open to and explore different mechanisms to respond to and manage these increasing migrant flows. Consideration must also be given to the challenges that irregular migrants face when crossing deserts and countries on their way to northern Africa. Not only are these migrants subject to trafficking and exploitation, but also challenging climate and conditions which can negatively impact their health.

3. **Security** – While the security threats that countries face may not be directly related to migration, they pose a significant threat to free movement. The increase in terrorist attacks on the continent have been previously mentioned in this report. In an effort to protect their citizens, governments are forced to dedicate more resources to already stretched security forces to secure both their borders and land. For example, Member States in CEN-SAD have dedicated resources in Chad and Mali to combat terrorist groups. Moreover, there is also a gap in the levels of security threats that countries face compared to others in the same region. Burkina Faso has become a frequent target for terrorist attacks both in the north and the west of the country. In some cases, security forces have been targeted by terrorists. This causes a significant drain on resources compared to a country like Senegal that has not had an attack to date.
4. **Political** - Real political will is required by Member States to think and act regionally. Even if protocols focused on migration are developed and agreed at a regional level, they must ultimately be ratified and implemented at a country level. In some cases, it can take as little as 7 months to ratify protocols related to migration. In other cases, some protocols have yet to be ratified since 1985.
5. **Resources** – Post ratification of the protocols related to the free movement of persons, governments need to have the necessary resources to sufficiently implement the protocols. In some cases, RECs or countries do not have sufficient financial resources to independently implement all of the policies. Others such as Senegal, Mali and Niger have received the necessary funding from partners to fund specific programs to reduce irregular migration. Differences in financial resources can negatively impact the extent to which policies within a free movement protocol can be implemented country by country. If governments lack the capability to sufficiently implement migration policies within their countries, well intentioned plans could have the opposite effect on mobility.
6. **Infrastructure – Physical barriers** – The infrastructure at borders and within countries limits the free movement of people. There is a realization that countries must work together to control and monitor borders in order to reduce potential security threats. But borders require a minimum level of technology to implement security measures to facilitate the identification of potential security threats in an efficient manner. Basic infrastructure such as electricity may limit the number of hours a border can remain open. This is an impediment to facilitating free movement. A correlation also exists between the level of transportation infrastructure and the level of movement of both goods and people. Goods and people require roads to move efficiently within regions. If poor transportation infrastructure exists at entry ports and border posts, the free movement of goods and people will be restricted.

In an effort to reduce the barriers to free movement, regions have been communicating, sharing and learning from within their regions and with other regions. CEN-SAD currently is cooperating with both ECOWAS and UMA. During a meeting, they agreed to collaborate to exchange competencies to deal with migration issues and workers in West Africa. Moreover, they are exploring the potential to have common treaties and protocols related to migration, refugees, climate and social security. One key discussion point is the harmonization of labour rights across the regions. These 3 regions intend to meet again during the first semester next year to explore each of these fields in greater detail.

Communication is essential to drive cooperation and coordination at a regional level. IGAD has worked together to develop one regional policy framework on migration. One of the priority components of this framework is the free movement of persons. Free movement in the IGAD region is a reality on the ground. Continued discussions and consultations within IGAD are held with the intention to create momentum and generate political will across the region. These discussions and consultations also help to reinforce the free movement of persons. According to IGAD, the policy includes four key parameters. First, it is the abolishment of visa requirements. Second, it aims to support the freedom for labour movement. Third, it supports migrants with the right to establish themselves in their new countries to conduct business. Fourth and finally, each migrant has the right of residence so that they can settle and integrate in their new country.

IGAD faced similar issues to other regions, but found that with continued dialogue trust was built between Member States. This created an environment which facilitated the open sharing of issues and concerns. Solutions were developed together and implemented as part of the protocol. The protocol itself is a way in which IGAD has helped to build trust between the Member States.

Key Summary of the Session

Financial stability, political will, transportation infrastructure and security play a significant role in the free movement of people within a region. When governments realize there are gaps between themselves and their neighbours, it should encourage dialogue and the open sharing of issues and concerns. The lack of limitless resources requires greater coordination between governments to ensure that protocols related to the free movement of people are implemented effectively across the region.

Session 4: Promoting Research and Accurate Data as a Basis for Evidence-Based Migration Policies Especially on Free Movement of Persons

This session will have a presentation on the AUC's activities in relation to migration research and data production on the continent. Discussants will provide an overview of where current data exists, identify a set of data priorities, outline existing gaps and offer a clear road map on how to enhance data capacities of African States. The session was chaired by the Republic of Sudan and moderated by Mr Charles Kwenin, Regional Director, IOM. Discussants of this session included Mr Cisse Amadou: Ag. Executive Director, African Institute of Remittances, Dr Susanne Melde: Global Migration Data

Analysis Centre, IOM, Mr Diego Iturralde: Chief Statistician, Republic of South Africa and Mr Godwin Nwainokpor: Statistician, National Bureau of Statistics in Nigeria

Key deliberations:

1. The meeting was informed that due to complexity in Migration is very complex, there is need for an adequate data and information is required to understand how crucial a role migration plays for developing economies. In 2015, there were an estimated 21 million migrants in Africa, of which approximately 85.7% were from African countries. Evidence-based information on migration is critical to not only understanding migration's complexities, but to also address potential misconceptions about migrants. Migration from Africa to Europe has received a lot of media attention over the past few years. Based on the large amount of media attention, one would believe that the majority of African migrants are destined for Europe. Yet, only 20% of migrants leave the African continent i.e. 80% of migration occurs within the continent itself. Data is fundamental to the correction of misconceptions among stakeholders.
2. Data, information and statistics are also fundamental for decision-making, planning and budgeting. Given limited and in some cases scarce resources, data can support both where and how these resources are best maximized. Unaccompanied minors are an issue in different parts of Africa. But the continent does not have enough data and information to understand how big an issue it is and whether this issue is becoming a more prevalent one. Data has helped the Italian Ministry of the Interior to understand how big an issue unaccompanied minors have become. The Ministry has been tracking migrants who have been arriving in Italy to understand how to best allocate resources to deal with the increase in unaccompanied minors. Among the 181,000 migrants who arrived in Italy in 2016, around 28,000 (15%) were minors, of whom the vast majority (91%) were unaccompanied. This represents an increased share of 10 per cent from 2015, with a growing proportion of unaccompanied minors (+75%). The top five nationalities of unaccompanied minors were Eritrean (15%), Gambian (13%), Nigerian (12%), Egyptian (10%) and Guinean (10%). This type of data can help governments understand the number of pediatricians that may be required, languages that need to be spoken, and the number of staff required to support unaccompanied minors.
3. Currently, significant data gaps exist in countries. For example, 17% of African countries don't have census data past 2005. Further, more than 1/3 of countries on the continent are missing country of birth and citizenship information. It is essential that Africa begins to have discussions at a continental level to clarify the data and information that is necessary to support migrants and identify where the gaps exist on a national level. Migration specific data is playing a bigger role than ever before as evidenced by the Global Compact on Migration (GCM) and the Sustainable Development Goals (SDGs).

4. The GCM and SDGs necessitate the development of a framework for how the African continent will collect, store, analyze and disseminate migrant related data. The very first objective of the GCM relates to data. In addition, 62% of the indicators related to the SDGs in Africa currently lack data and data methodologies. Africa currently lacks consistent data methodologies and definitions even within countries. This impacts the credibility of the data and ultimately Africa's ability to leverage data to persuade and influence stakeholders. Further, data is typically scattered across different ministries, which makes it difficult to understand and compare data. Countries are beginning to realize the importance of data as it relates to migration. South Africa has formed an inter-ministerial committee focused on migration. This committee will be hosting a national conference across the migration sector to be able to facilitate both policy discussions and deliberations. This forum will put forward a national data repository as a first step to understanding the data that exists regarding migrants in the country.
5. Migration flows necessitate the cooperation and sharing of information within countries, between countries and between regions. Countries of origin can benefit from understanding the profile of migrants who are leaving the country and the countries of destination. Countries of transit can also benefit from understanding the education levels and the types of work migrants are seeking as they source income to fund their journeys. Finally, countries of destination can benefit from understanding which citizens are crossing their borders as well as the average age of migrants in order to tailor the necessary programs to successfully integrate migrants. This type of data should be shared between governments and non-governmental institutions to ensure that all stakeholders have a similar understanding.
6. While the dissemination of data between states is important, the way in which it is shared is even more important. The new European General Data Protection Regulation (GDPR) has established a new standard and therefore impacts the way governments and institutions collect, store and share data in Europe and beyond. GDPR aims to protect an individual's right to privacy. This has far reaching implications including who has access to the data, how it is stored in a secured manner, and an individual's right to be forgotten. Furthermore, private data cannot be released in any form unless it is aggregated. This makes it impossible to track the identity of an individual. This new standard requires all levels of government to be trained so that the data privacy rights of migrants are consistently protected.

Key Summary of the session

Migration data is like air, without it the continent cannot survive. Given the importance of data, a coordinated effort is required across the continent to align on a framework for the collection, storage, analyzing and dissemination of migrant related data and information across the African continent. Capacity building is required to not only ensure the privacy rights of migrant workers are respected, but to ensure that data is collected in the correct manner.

Session 4: Boosting Intra-African Trade, Commerce and Tourism through Free Movement of Persons and CFTA

This session was aimed at providing a platform for a predictive analysis on how free movement will boost intra-African trade, commerce and tourism. This will be followed by a discussion with selected stakeholders on the kind of changes that we need to see in the next 5 years for this to become a reality as well as recent successes (and failures) regarding free movement and intra-African trade at both regional and continental level.

The session was chaired by the Republic of Ghana and moderated by Hon. Dr Tapiwa Mashakada (MP): Former Chairperson of the Committee on Trade, Customs & Immigration; Pan African Parliament (PAP). The discussants included Mr. William Muhawava, Chief, Population and Youth, Social Development Policy Division, UNECA; Mr Manneh LAMIN, Director, UNDP Regional Service Centre for Africa and Dr. Tunji John Asaolu, AU-ECOSOCC.

Key Deliberations of the session

The meeting was informed that in 2016, Africa represented only 3 per cent of the world economy, and that is only expected to increase by roughly 1 percentage point by 2035. Despite this fact, only 12 per cent of Africa's total merchandise was used for intraregional trade. The majority of local economies remain independent from one another. This independence remains a key roadblock to the free movement of goods, services, people and innovation across borders. Moreover, it remains a roadblock to the identification and promotion of industries that have a competitive advantage in the global economy.

Intraregional trade remains an underdeveloped opportunity within Africa. While continents such as Europe and Asia exports 69% and 52% of the merchandise within the continent respectively, Africa only exports 18% of its merchandise. Africa is a continent of livestock. But milk and other dairy products are sourced from the USA and Europe. The continent also imports many goods from China. Governments need to recognize that the continent needs to explore trade agreements within African borders to the same extent it has done beyond African borders. The free movement of people can facilitate the exploration of trade opportunities and the signing of agreements within the continent. The biggest beneficiaries of free movement are small-scale traders, low and semi-skilled job seekers and small business entrepreneurs. Currently, a gap exists between the promotion and willingness of African governments to pursue free trade and free movement. As of today, 44 countries have signed the free trade agreement, but only 30 have signed the Free Movement Protocol.

Despite the current restrictions on free movement on the continent, informal cross-border trade plays a significant role in the livelihood and is a major source of income to an estimated 43% of the population. According to the OECD, informal trade is far greater than formal trade both in GDP and share. Monthly informal cross-border trade in

COMESA of 2.9 million USD is almost twice as much as formal trade (1.6 million USD). If informal trade was formalized, it would not only increase GDP, but also taxes that could be reinvested in job creation programs.

In order for Africa's economies to prosper, Africa must transform itself. Industrialization is critical for economic development. According to the AfDB, it is difficult for a country or region to prosper socioeconomically without the development of a robust industrial sector. This is a significant challenge given that Africa is the least developed continent industrially and is the poorest region in the world. During the first 15 years of the 21st century, 6 of the 10 fastest growing countries were African. But since then, growth has curtailed because the foundation for sustainable growth continues to be missing. Instead of investing in developing a critical mass of production structures for the continent to transform and add value to its wealth of raw material goods, Africa continues to export its raw material goods (ex. cacao) and imports the finished goods (ex. chocolate) from beyond its borders. The free movement of people across the African continent would allow the sharing of knowledge and experience from more developed to less developed countries. It also helps to create networks which can help to foster greater trade and investment.

Finally, the free movement of people has had a positive impact on tourism. Countries such as the Seychelles, Rwanda, Mauritius, Ghana and Senegal have all benefited from implementing gratis visa or visa on arrival programs for Africans. This despite a decline in visitors from outside of Africa. Tourism creates jobs for locals. It boosts the development of small and medium sized businesses. As tourism becomes more and more competitive on a global scale, Africa must pursue opportunities to promote tourism within the continent. The middle class in Africa represent a significant target group for tourism. This class has been growing steadily at 3.2% per year and is expected to top over 1 billion people by the year 2060. The middle class earn anywhere between 2 USD and 20 USD each day and are reported to consume the same amount each day.

The free movement of people can not only further drive trade among African countries but can also boost tourism for many countries as more people and more people are able to travel without enduring rigorous entry requirements. The AfDB 2016 report on visa openness highlights that African travel to Rwanda has increased by 22% since it eased its visa requirements in 2013. Since then Rwanda's cross-border trade with Kenya and Uganda has also increased by 50%. This is evidence that the free movement of labour and capital, boosts economic activity both from a tourism and trade perspective.

Key Summary of the session

Africa does not need aid. It needs trade. The governments of Africa hold both the key and the lock to open the borders in an effort to promote greater levels of trade and tourism. Trade cannot flourish without the free movement of people. Tourism cannot flourish without the free movement of people. Moreover, Africa's economy cannot expand so long as it continues to export raw materials and import finished goods from abroad. Seeds of industrialization must be planted through the sharing of ideas and investment between

countries if Africa is to transform its reliance on raw materials to that of value added finished goods.

Session 5: Fostering Social Cohesion, Integration and Security Cooperation within the Context of Free Movement of Persons

This session explored on the potential security concerns and reservations that exist in the context of free movement juxtaposed with how social cohesion and integration both work towards making the continent safer and more peaceful. The discussants will explain how social cohesion, integration and security cooperation will mitigate the risks of free movement.

The session was chaired by the Republic of Burkina Faso and moderated by Ms. Vivienne Oyela, Protection Officer from the Government of Uganda- Office of the Prime Minister. The discussants included Government of the Republic of Ethiopia, the Government of the Republic of Malawi and Dr Mehari Taddele Maru, IGAD Migration Consultant.

Mr Bons A. Abombora from CISSA took participants through an analysis of free movement in the context of Security concerns.

Key deliberations of the Session

The forum was informed that as African countries increasingly open borders to free movement, the need to bolster security cooperation, as well as devise policies and programs that foster both social cohesion and integration, cannot be overstated. Social integration is increasingly important if Africa is to achieve its aspiration of becoming an integrated continent; politically united and based on the ideals of Pan-Africanism...an Africa with a strong cultural identity, common heritage, shared values and ethics. Africa must consider the economic, social and cultural rights of individuals as well as their material needs for increased movement to be truly beneficial.

IGAD believes that free movement can facilitate greater social cohesion and integration through building connectivity in the areas of cultural exchange, trade, business ties. The more connected countries become, the more interdependent they become. This reduces the potential for conflict and war and reduces potential border disputes and tensions. It also increases the likelihood that borders separating countries become more of a bridge for free movement, cross border trade, flow of food and tangible goods and asylum seekers.

National security and public order is one of the greatest challenges inhibiting the free movement of people across the African continent. Terrorism is a significant threat to the continent and the free movement of people. Between 1970 and 2013, there were over 10,000 recorded terrorist events in sub-Saharan Africa alone. While the number of fatalities associated with Islamic groups has continued to decline since 2015, the number of violent events linked to these groups rose in 2017 (2,769 events) compared to the previous year (2,317 events).

Given that terrorists groups operate across several countries simultaneously, capitalize on the lack of coordination between countries, and pose common threats to several countries, it is essential that Africa works in partnership to develop a unified strategy with common objectives and practices. Free movement requires national legislation and policies that relate to:

1. Systems and mechanisms that can detect and apprehend criminals.
2. Increasing cooperation and shared responsibility for the safe passage and integration from origin, transit, and destination countries.
3. Enhancing national intelligence. Investments in law enforcement and immigration technology and personnel.
4. Improving the real time exchange of information at entry points.
5. The signing of extradition treaties and creating common warrants of arrest.
6. Establishment of one stop posts to facilitate the effective implementation of free movement.
7. Joint assessment regular meetings to share experiences and best practices.
8. Reengineering of border management and the continuous update of data using biometric cards and passports.

Despite a low terrorism threat, countries like Malawi tend to focus more on control than the facilitation of free movement due to potential security concerns. The country is a source of irregular migration and is a country of transit. Malawi has witnessed migrants pretending to be asylum seekers in order to gain access to assistance in South Africa. Although Malawi does not share a border with South Africa, these migrants travel through Ethiopia, Somalia, down through Tanzania, to Malawi and onwards through Mozambique and Zimbabwe to South Africa. As a result, Malawi is starting to take a more proactive approach to migration. The country is reviewing their regulatory framework for migration and the current legislation that governs the management of migration. Malawi is also entering into a bilateral agreement with Mozambique as they realize the importance of partnering with other countries to manage migration proactively. Finally, Malawi is promoting information sharing and learning from other countries like Rwanda. They believe this will help them as they work towards implementing a migration system, introducing e-visas and training officers to manage different migrant related issues.

Ethiopia believes in the importance of collaboration with other States to effectively manage migration. The country grants visas on arrival. One of the challenges Ethiopia is facing is irregular migration. But the country looks at this as an opportunity to enhance both national and international security. Ethiopia has established a national anti-trafficking council which is headed by Ethiopia's head of security. The council's aim is to promote legal migration including the protection of vulnerable persons and returnees. Despite challenges such as a lack of resources and a lack of data management to capture the information collected, Ethiopia continues to seek dialogue and cooperation with other stakeholders to combat trafficking and smuggling.

Benin and Rwanda have both relaxed and eliminated visa entry requirements. Both have not experienced any changes in security issues. Instead, the free movement of people has driven higher economic growth and enhanced security for people.

The ECOWAS region is also a success story. After 4 years of implementation of free movement, these countries have not been flooded by migrants. Moreover, there has not been an increase in security issues in the region.

Key Summary of the session

Individual states will not be able to succeed in protecting their borders and lands on their own. Enhanced security cooperation among African states as well as closer coordination among the various security bodies will be needed to prevent potential security threats, while ensuring that the movement of people across Africa is both safe and orderly.

Session 6: The Global Compact on Migration: What next after the Marrakesh GCM 2018 conference?

This session looked back at the discussion of the previous days and reflect on the relevant GCM priorities for Africa, focusing on the importance of multi-stakeholder engagement, at all stages of GCM priority setting, implementation, follow up and review. The session considered ways in which free movement is reflected in the GCM and explore how African states can report to the quadrennial global review process of the GCM on the progress of implementation of the free movement protocol. The session also explored ways in which regional follow-up and review of the GCM in Africa shall be conducted, and how the PAFoM could contribute by providing initial thoughts on what tools, mechanisms and institutional arrangements would be needed to make this successful.

The session was chaired by the Government of Egypt and moderated by H.E. Mr David Hamadziripi, Ambassador of Zimbabwe to South Africa. Discussants of the session included Dr Ayman Zohry: Founding President, the Egyptian Society for Migration Studies (EGYMIG); Adjunct Professor, the American University in Cairo (AUC); Dr Linguère Mbaye: Research Affiliate, IZA, Institute of Labour Economics, Bonn and Mr Bernado Mariano Junior, outgoing Senior Regional Adviser for Sub-Saharan Africa, Office of the IOM Director General.

Key deliberations

The meeting was informed that the Global Compact on Migration (GCM) is a major milestone in the field of migration. It marks the beginning of a new era in management of the human phenomenon called migration. The GCM was adopted in consensus in July of this year after discussions between all U.N. Member States. Africa contributed to the shaping and re-shaping of this document. The GCM represents both challenges and opportunities for Africa. While the GCM is not a legally binding document, its implementation depends on African's cooperation and solidity of the 10 guiding principles and 23 objectives.

The GCM is a framework that encourages Member States to listen to one another and act together so that progress is made on migration issues. All 23 of the GCM's objectives

relate to Africa. This includes countries of origin, transit and destination. As a result, each country has a responsibility to focus on issues that concern them and resolve those issues.

The implementation of the GCM is not mandatory. Therefore, each country has the freedom to implement policies. But the GCM will not become a reality unless each Member State takes action. This means that national strategies on migration are developed and implemented; sub regional level policies related to migration are clarified and implemented; and coordinated discussions and efforts between countries at the sub regional level occur.

One area where greater coordination is required is in the area of data. The first objective of the GCM states that Member States should “collect and utilize accurate and disaggregated data as a basis for evidence-based policies.” Security is an extremely important issue for countries. But the lack of data on migration is a security issue in itself. Data is available but efforts need to be made to disaggregate it. This requires cooperation and partnerships between ministries, sub regions, and regions on the continent. Egypt has established a migration data unit with the help of the IOM. The country currently conducts regular fertility and health surveys. There is a need to conduct national representative surveys on migration in the country. It is also important to leverage technology to gather information at the border. There are concrete things that can be done at ground level including registration while entering or exiting. This data is essential to help increase the benefits of migration and reduce the perception of hazards related to it.

One of the other ways Africa can reduce potential security threats is by facilitating regular migration. When there is no free movement, people will always find ways to migrate and create security issues. In the majority of cases, security issues are related to irregular migration. Ninety percent of the 260 million migrants around the world are labour migrants. These people are primarily workers who are looking for better jobs and better living conditions. It is important to remember this so that migrants are not criminalized for their efforts to seek out a better quality of life.

Each Member State has a role to protect their citizens before they clear their borders. It starts by first ensuring that all migrants possess a valid proof of identity before they leave their country of origin. Identification is essential for protection. The protection of migrants isn't an African issue. It is only an issue for the sending and receiving countries. Often, Members States want to expand their arms and discuss migration with receiving countries. Instead, States should first respect of rights of migrants in their country, before asking another country to respect their citizens working in another country. Migration is a two-way street and requires the commitment of all countries to protect the rights of migrants.

Finally, the meeting agreed that one country alone cannot deal with all of the challenges related to migration. There is a need for greater partnership between countries. Migration should be at the heart of national policies to face security issues. The successful trade-off between free movement and security, requires a framework at a national and regional

level. Africa must also share and review the level of collaboration at a regional and continent level for the implementation of policies and frameworks. As the continent moves forward with the implementation of free movement, a decision will be needed to determine whether a new forum should be created for the GCM to ensure it is linked to Agenda 2063 and the SDGs.

The meeting also agreed that the continent needs an informal (i.e. a non-binding) forum for the follow and implementation mechanism of the GCM. PAFOM can serve that purpose. This forum would be an opportunity for governments to openly discuss sensitive issues. A formal setting would make it difficult to share and discuss sensitive issues. The forum's aim should be forward looking and to be results oriented in order to address the diverse challenges of migration. Countries need to learn from other countries to really bring those best practices onboard. The first PAFoM in Ghana is a good example where Member States first had informal discussions on free movement before developing the protocol. It is important that Africa creates a fit for purpose forum to review the GCM and exchange experiences. The first regional review of the GCM should be held in 2020 as the first global GCM will be held in 2020.

Key summary of the session

The GCM is an aspirational document that Africa contributed to developing. The document has 23 objectives and each objective has a series of actions. All 23 of the objectives relate to Africa. Therefore, each country is asked to reflect on the issues and solve the issues that concern them. If the GCM is going to succeed in protecting migrants, Africa must work together in a coordinated effort. Each country is given options to take into consideration at a local level. But the success of the GCM depends and rests on every single country's commitment to work together to implement it.

Session 7: Addressing Vulnerable Groups and Gender Issues within the Context of Free Movement

This session provided an opportunity to discuss vulnerability in the context of human mobility with a specific focus on gender and youth. Discussants will identify the specific needs, challenges and situations of vulnerability in relation to gender and youth and outline what African governments can do – through laws, policies and programs – to respond to the various issues.

The session was chaired by Mr Appadu of the Government of Mauritius and moderated by **Mr Manneh LAMIN**, *Director, UNDP Regional Service Centre for Africa*. Discussants included Ms. Vivienne Oyela from the Government of Uganda, a representative from the Government of Zambia and Ms Lalini Veerasamy (IOM).

Key deliberations:

The meeting was informed that while the free movement of people brings significant benefits to migrants as well as to countries of origin and destination, policy makers must also be prepared to effectively respond to the challenges associated with increased

movement. The reality is that migration is not always regular and safe. All too often, migrants are caught up in vulnerable situations, where their human rights are violated. Vulnerable groups include women, unaccompanied minors and youth. Gender also influences how people migrate, and also shapes the vulnerabilities and risks that migrants are exposed to. It is therefore significant for African governments to devise comprehensive policies that protect and assist migrants in vulnerable situations as well as address gender specific issues throughout the migration process.

The concept of vulnerability does not stop with the identity of a person. Socio-economic factors such as the route and climate need to be considered. Some migrants are exposed to significant heat, arid regions, camps with poor living conditions and home to many diseases. Governments have a significant challenge of tackling vulnerability faced by migrants in Africa. This is particularly highlighted by the plight of both women and children. According to the UNODC, 51% of trafficking victims are women. According to UNICEF, there were five times as many children estimated to be migrating alone in 2015-2016 than in 2010-2011. It is important to reflect on how Africa integrates women and children in social protection programs and policies so their basic needs are met.

Zambia, for example, is a country of transit for most migrants on their way to South Africa from East Africa. Most migrants are in search of employment opportunities to earn a living. In order to ensure that Zambians are not deprived of employment opportunities, the State has firm immigration policies to control and manage labour migrants and migrants in transit. Those migrants who are in transit are vulnerable when they are processed at an entry point and placed in refugee camps. It is in these camps that migrants are most vulnerable. In some cases, Zambia has apprehended migrants and taken them to court. The country has not implemented laws that protect migrants or encourage free movement.

In Uganda, the meeting was informed that the country has different types of vulnerable groups. The country has been working closely with both the UNDP and UN Women to build women empowerment. More than half of the country's population is women. The aim of the program is to empower women who are moving within and beyond Uganda's borders in search of employment. The government believes that gender equality and women empowerment are a prerequisite for increased socioeconomic transformation. As a result, Uganda has created the Women Development plan with the aim to ensure women have greater access to land and credit.

Further, Uganda began focusing on migrant rights after observing appalling human rights violations (including the loss of life), especially in the U.A.E. As a result, the country has signed bilateral agreements with Qatar, Oman and the U.A.E. The bilateral agreements establish a joint monitoring mechanism for purposes of protecting the rights of Ugandan migrant workers. Uganda exports over 50, 000 youths to the Arab world to work as housemaids, guards, waitresses, clerks and drivers and therefore has an interest in engaging with stakeholders to protect their young citizens. The most vulnerable category within Uganda is refugees. In order to support refugees, Uganda has implemented liberal and integrative policies that focus on settlement and protection. The country has

implemented a gender equity policy to protect women and ensure that they are being heard, irrespective of their nationality.

Key Summary of the Session

It is evident that migrants are in a vulnerable situation. It does not matter which entry point a migrant is received, governments need to assess their level of vulnerability to prevent (further) exploitation, protect, assist and / or repatriate them. As migration becomes a bigger theme for countries, it may become more and more difficult to identify and support vulnerable migrant groups. Finally the continent must consider that not all countries have concluded bilateral agreements like Uganda with the Arab world. Governments should consider inviting countries from the Arab World for dialogue to find solutions to support different vulnerable groups.

Session 8: Summary of Outcomes & Recommendations of the Meeting and Decision on the Hosting for the Next PAFoM in 2019

This session provided a wrap up of the 2018 PAFOM and will provide the opportunity for the participants to go through the report and outcome of the meeting; agree on the venue for the 5th PAFOM together with its theme.

The session was chaired by H.E. Amb. Ajay BRAMDEO: Representative; Permanent Mission of the African Union to the United Nations and other International Organizations, Geneva; while Mr. Geoffrey Wafula, Migration Coordinator, Department of Social Affairs.

The following was a summary of the meeting:

1. Discussions on strengthening coordination migration and human mobility agenda in Africa

Coordination between AUC and RECs

Key Outcome:

- There is a need for a harmonized and coordinated approach between the AUC and RECs on migration and human mobility issues on the continent.

Recommendation:

- Establish a coordination and follow-up mechanism between the AUC and RECs on migration issues in the continent.

2. Harnessing the benefit of free movement

a) Free movement and security concerns

Key Outcome:

- The facilitation of free movement on the continent does not necessarily increase security issues in countries of destination if borders are properly managed.

Recommendations:

- Member States and RECs will enhance research and data on the relationship between free movement and security in order to demystify the negative perception and disprove the hypothesis that an increase in migration leads to an increase in migrant related crimes.
- Build the capacity of Member States to address security challenges in their border management

b) Free movement and the promotion of continental trade

Key Outcomes:

- Free movement can be a catalyst for increased intra Africa trade and tourism opportunities.
- Trade, commerce and tourism are closely linked to the free movement of people.
- If Africa remains pessimistic about the benefits of free movement, she will continue to rely on imports instead of realizing growth from within.

Recommendations:

- Address the infrastructural gaps among Member States to facilitate trade and tourism opportunities in Member States.
- Support the capacity building of relevant institutions in Member States to promote trade and tourism opportunities.
- Establish necessary policy and legislative framework to enhance conducive environment for intercontinental trade and tourism through free movement of persons.
- Support the sharing of best practices among Member States on trade and tourism
- Link the CFTA and the protocol on Free Movement in all advocacy strategy by Member States.

c) Free movement, labour mobility and skills transfer

Key Outcomes:

The free movement of persons is a catalyst for facilitating the transfer of skills and closing of skill gaps. But, skills must be recognized across borders.

- Frameworks are necessary to protect labour migrants who are exploited (trafficking, exploitation of women and children, high recruitment fees).
- Data and information are essential to help develop evidenced based labour migration frameworks and policies.
- Bilateral agreements and cooperation is necessary to resolve issues related to labour migration.

Recommendations:

- Support and strengthen the labour migration information systems in Member States to enhance data on labour migration.
- Establish at the national and regional level programs to develop a formal registration and IDs for labour migrants to enhance social protection and portability of social benefits.
- Establish necessary mechanisms to ensure fair recruitment to deter exploitation of migrants.

3. Migration Data and Research

a) Data, research and policy making

Key Outcomes:

Data is essential if Africa wants to develop, implement and monitor evidence based migration policies.

- There is a lack of adequate data on migration trends and characteristics on the continent.
- There is a need for Member States to embrace accurate and reliable data and research for sustainable policy making.

Recommendations:

- Countries should leverage existing technologies to invest in national and regional statistical systems to collect and share data.
- The African Union Commission should support Member States and RECs to put in place relevant platforms to share information.
- Member States and RECs should involve academia in migration research activities.

4. Follow up on the Global Compact on Migration (GCM)

a) Implementation of the GCM after the Marrakesh meeting

Key Outcome:

Member States and RECs should put necessary mechanisms in place in the implementation of the GCM after the Marrakesh meeting.

Recommendations:

- There is a need to have a national, regional and continental follow up mechanism on the implementation of the GCM on the continent.
- Member States and RECs should involve all stakeholders in the implementation and follow up of the GCM on the continent.
- PAFoM may be used to contribute to the follow up mechanism for the GCM.

- Member States and RECs should strengthen the existing national and regional dialogue framework with the support of the AUC and other partners to contribute to the follow up of the GCM on the continent.

5. Free movement and the protection of vulnerable groups

Protection of forced migrants, women and children and senior citizens

Key Outcome:

There is a need to address vulnerability associated with the free movement of persons especially women, children and senior citizens.

Recommendations:

- Member States and RECs will mainstream disabilities issues in migration management.
- Adopt protection sensitive reception and holding centres of vulnerable groups in Member State border management strategies.

CHAPTER 3: CONCLUSION AND WAY FORWARD

Future of PAFOM

The meeting discussed at length the organization, ownership and leadership of the PAFOM moving forward. The meeting agreed that as an AU led forum, the AUC should take leadership and ownership of the meeting supported by other partners including IOM, ECA and other relevant partners. The meeting also agreed to link the forum with the AU decision making process including the Ministerial Committee in Charge of Migration, Refugees and IDPs to ensure that the report emanating from the PAFOM is submitted to the STC on Migration, Refugees and IDPs for consideration.

Hosting of the Next 2019 PAFOM

Before the end of this session, the Chair asked if any Member State would volunteer to host PAFoM 2019. Egypt and Senegal both offered to be the host country. After consultations between the representatives from both countries and the Chair of the Session, an agreement was made that **Republic of Egypt will host the 2019 PAFoM** in Cairo before September next year.

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