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5th PAN-AFRICAN FORUM ON MIGRATION (PAFoM 5)

REPORT OF THE SENIOR OFFICIALS MEETING

14th – 15th SEPTEMBER, 2019

CAIRO, EGYPT

I INTRODUCTION

1. The Senior Officials Meeting of the African Union's 5th Pan-African Forum on Migration was held in Cairo, Egypt from the 14 – 15 September 2019. The theme of the meeting was ***“Strengthening Migration Data and Research for Evidence-Based Policy Development and Implementation Towards Effective Migration Governance in Africa.”***
2. The meeting aimed to provide policy guidance and recommendations on how the continent can strengthen the collection of verifiable data and Migration Statistics for effective migration governance at national, regional and continental level.
3. The main objective was to open dialogue on ways of developing and strengthening the collection and utilization of accurate and disaggregated migration data and statistics for effective migration governance in the continent.

II ATTENDANCE

4. The meeting was attended by the following AU Member States: Algeria, Angola, Benin, Burkina Faso, Burundi, Cameroon, Democratic Republic of Congo, Djibouti, Egypt, Eritrea, Eswatini, Ethiopia, Gabon, Ghana, Guinea, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Niger, Republic of Congo, Rwanda, Saharawi Arab Democratic Republic, Senegal, Seychelles, Sierra-Leone,, Somalia, South Sudan, Sudan, Tanzania, Togo, Uganda, Zambia and Zimbabwe.
5. The following Regional Economic Communities (RECs) were also present: Common Market for Eastern and Southern Africa (COMESA), East African Community (EAC), Economic Community for Central African States (ECCAS), Intergovernmental Authority on Development (IGAD), Arab Maghreb Union (UMA) and the East African Standby Force (EASF) as a Regional Mechanism.
6. In attendance also were the following UN Agencies that include Food and Agricultural Organization (FAO), International Labor Organization (ILO), International Organization for Migration (IOM), UN Women, United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF).
7. In attendance also were international development partners, organizations and members of foreign government accredited by the African Union attending as observers: : Delegation from the European Union (EU), Deutsche Gesellschaft für Internationale

Zusammenarbeit (GIZ), International Centre for Migration Policy Development (ICMPD) and Interpol.

8. Present also were social partners that included civil society organizations, trade unions and diaspora organizations which included the Refugee Consortium of Kenya (RCK), West African Observatory on Migration, Business Woman Botswana; Representatives from the Trade Unions included: International Trade Union Confederation (ITUC) and Organization of African Trade Union Unity (OATUU)
9. Present also were members of the academia that included Centre for Migration Studies, University of Ghana.

III OPENING SESSION

10. The meeting was officially opened by **H.E Amb. Ehab Fawzy**, Assistant Minister for Multilateral Organizations and International Security, Republic of Egypt. He highlighted the importance of migration in economic development and social enrichment while at the same time noting the negative rhetoric around the migration phenomenon that overshadows the benefits and opportunities of migration. He underscored the importance of the meeting as it gives an opportunity to the AU Member States and other stakeholders and opportunity to consider the challenges faced in migration data collection, analysis and dissemination. Noting the need to deal with data gaps and improve the quality of migration data management within the continent.
11. **Mrs. Cisse Mariana**, Director for Social Affairs, African Union Commission in her welcoming remarks thanked the Egyptian government for the warm reception and support in the preparations for the meeting. She also acknowledged and welcomed the Member States, Regional Economic Communities (RECS), UN agencies and other stakeholders represented in the meeting. She referenced the PAFOM as a growing platform for interaction among stakeholders with the view of building a common understanding and reaffirming the shared values on the AU migration Agenda towards an integrated, prosperous and peaceful Africa. She further reiterated the need for the forum to be synchronized with the political decision-making structures within the African union and re-assured continued support to the forum. The director echoed the need to invest in evidence based continental migration data trends in order to shape informed migration policies and narratives on African Migration.
12. **Ms. Aissata Kane**, Senior Regional Advisor for Sub-Saharan Africa, International Organization for Migration (IOM), in her opening remarks thanked the government of Egypt and commended the African Union for its continued leadership in addressing migration issues. She highlighted the importance of the PAFOM as laying a foundation

for cooperation, coordination and networking among various stakeholders. She acknowledged the importance of the availability of migration data and its linkages to attaining sustainable development and poverty reduction. She acknowledged that despite the achievements and strides made in data collection there is still gaps in migration data collection and analysis. She reiterated IOM's continued support to the African Union and its Member States in mobilizing technical expertise needed to strengthen migration data collection, analysis and reporting.

IV SESSION DELIBERATIONS, OUTCOME AND KEY RECCOMENDATION

SESSION I: STRENGTHENING CONTINENTAL, REGIONAL AND NATIONAL CONSULTATION MECHANISM ON MIGRATION TO ENHANCE COLLABORATION AMONG AFRICAN UNION MEMBER STATES, FOR SUSTAINABLE MIGRATION GOVERNANCE IN AFRICA

- 13.** The Commission presented the draft program of the meeting highlighting key thematic areas of discussion, emphasizing the need to strengthen collaboration between continental, regional and national migration institutions and mechanisms in migration governance. The draft program was adopted by the Member States.
- 14.** Presentations were made by the International Organization for Migration (IOM), the Regional Economic communities (IGAD, ECCAS, COMESA and UMA), and the Department of Social Affairs, AUC. These presentations noted the need to strengthen data collection and research on migration in order to inform effective migration policies.
- 15.** A brief overview of the structures and functioning of the Inter-State Consultation Mechanisms on Migration (ISCMs), including regional and continental initiatives on migration governance were highlighted. The current challenges on migration governance, data collection and research were deliberated, reiterating the importance of reliable data for effective migration governance and policy formulation. The importance of financing and sufficient budget allocation towards migration research and data collection was also underscored.
- 16.** Deliberations made by the Member States noted the importance of tackling the root causes of irregular migration, identifying the gaps in migration governance within national, regional and continental institutions as well as issues of security concerns. It was noted that more importance should be paid to the transit countries and awareness on the challenges these countries face.
- 17.** The vital role of governments in migration governance and data management was stressed, underscoring the importance of partnerships and synergies in migration management. The role of other stakeholders particularly the civil society was highlighted,

emphasizing the need of enhancing the participation and involvement of the CSOs in migration governance.

18. The issue of coordination and collaboration among different migration institutions, mechanisms and partners was highlighted recognizing the need for combined efforts in understanding and managing the migration processes.
19. Further discussions drew attention to the overlapping nature of membership among Member States within the various RECs, with duplication of work and initiatives becoming prominent as well as strain on the financial resources.
20. The following recommendations were proposed:
 - (i) The need to synchronize the agendas of the Inter-State Consultation Mechanisms on migration (ISCMs) among the different RECs in order to avoid duplication of work.
 - (ii) The need to develop national migration policies that are in line with the regional and continental policies.
 - (iii) Increased collaboration between national, regional and continental migration mechanisms and institutions
 - (iv) The need to promote the ratification of the Protocol on Free Movement of Persons in Africa as a way of fostering AU's Agenda 2063 initiatives.
 - (v) The need to develop and invest in ICT which will help in improving data collection, analysis and management on migration
 - (vi) Increased coordination between Human Rights Commissions and Peace and Security Council.

SESSION II: CONSIDERATION AND VALIDATION OF THE DRAFT PAFOM TERMS OF REFERENCE

21. The Commission presented the Terms of Reference (TORs) for the PAFOM, highlighting key issues pertaining to the structure and organization of the Forum prompting discussions on key thematic areas presented
22. On the objectives of the PAFOM, the meeting adopted them as they were with slight amendments to para 2 (ii).
23. On Membership and Participation, there were recommendations that a different categorization or naming should be given to the Non-State actors from Africa other than membership to the PAFOM. It was also suggested that the AU Member States should verify the NGO's and civil society organizations selected to participate in the PAFOM. It was further suggested that the civil society be given a separate and distinct category

from other non-state actors, in order to facilitate greater participation in the subsequent PAFOM meetings.

- 24.** There were deliberations on the structure, leadership and technical support of the PAFOM, with concerns being raised on the selection of the chairperson, subsequent handovers and the Secretariat. The commission clarified the concerns emphasizing the leadership will be accorded to the host country of the PAFOM.
- 25.** With regards to the PAFOM secretariat it was noted that it will be hosted within the Department of Social Affairs, African Union Commission in order to avoid cost implications and structural adjustments within the Commission. The Commission underscored its close working relationship and collaboration with the UN partners, particularly the International Organization for Migration (IOM), the UN Economic Commission for Africa (UNECA) and other relevant organizations and the need for them to continue working together and supporting the Secretariat.
- 26.** Funding of the forum was also deliberated with concerns raised on budget allocation and who is to fund the forum. The Commission clarified this issue, saying that, the funding and financial costs of PAFOM will be under the annual plan of activities of the Department of Social Affairs In case of any deficit funds shall be mobilized jointly between the AU and the country hosting the Forum.
- 27.** The Draft Terms of Reference (TORs) of the PAFOM was validated by the senior officials subject to the proposed amendments by the Member States. The meeting agreed that the TORs will be presented to the ministerial meeting with onward transmission to the Specialized Technical Committee on Migration, Refugees and IDPs for validation and adoption.
- 28.** The following recommendations were made:
 - (i)** It was suggested that the use of non-state actors to be amended to a friendlier term as other entities including terrorist groups are considered non-state actors
 - (ii)** It was also suggested that the civil society be classified as a different category from other non-state actors, as they play a different and important role that distinguishes them from the other actors
 - (iii)** It was suggested that there should be proper guidelines and mechanisms for monitoring and evaluation of the PAFOM. It was also proposed that the meetings of the PAFOM be realigned with that of the Specialized Technical Committee (STC) on Migration, Refugees and IDPs as the recommendation made by PAFOM are to be forwarded to the STC which meets every two years.

SESSION III: INVESTING IN RESEARCH AND DATA COLLECTION ON THE IMPACT OF DIASPORA CONTRIBUTION TO NATIONAL, REGIONAL AND CONTINENTAL SUSTAINABLE DEVELOPMENT

- 29.** The discussions drew attention to the opportunities and challenges in diaspora data collection and research as well as highlighting the gaps in diaspora engagement among the Member States.
- 30.** The deliberations reiterated the need for a more comprehensive diaspora engagement and appreciated AU's definition of diaspora populations which is inclusive taking into account that the diaspora is not a homogenous community.
- 31.** The Commission echoed the need for the development of strategies among Member States to enhance data collection on the diaspora, including the establishment of diaspora data and research institutions as well as mainstreaming diaspora engagement across the relevant ministries.
- 32.** Concerns on issues of brain drain and the loss of technical skills within the continent was raised, underscoring the need for policies that attract return migration to the countries of origin.
- 33.** The meeting discussed the need to digitalise data collection and utilise technology as well as share information amongst Member States on how to collect and build data repositories for diaspora communities.
- 34.** Good practices on diaspora engagement was shared by Member States notably Egypt and Nigeria, who have enacted strategies that promote both cultural, social and economic involvement of the diaspora populations.
- 35.** The following recommendations were made:
 - (i) It was recommended that Member States invest in technological improvements and digitalisation of data collection as well as have different sources of data collection on diaspora populations.
 - (ii) It was proposed that the African governments should mainstream the issues of diaspora engagement across relevant ministries in order to have a comprehensive approach towards diaspora engagement.
 - (iii) It was also suggested that there should be increased collaborations and information sharing among Member States in order learn and share best practices in diaspora engagement.
 - (iv) It was also proposed that governments should have policies that create an enabling environment for diaspora engagement and also policies that promote return migration.

- (v) The need to develop a model for evaluating migration policies among Member States

SESSION IV: PROMOTING LABOR MIGRATION STATISTICS TO ENHANCE DECENT WORK AND LABOR MOBILITY

- 36.** The session discussed the various methodologies that can be utilized to ensure decent work and labour mobility for the continent. The need for a more collaborative response by the AU, the RECS, IOM, ILO and member states was emphasized.
- 37.** The need for evidence-based policy development linked to labour migration statistics was recorded as key.
- 38.** Best practices for migrant workers was highlighted by member states with the utilization of labour attaches in countries where embassies were not in place to ensure the rights of migrant workers are protected.
- 39.** The challenges of irregular labour migration were highlighted making it difficult to ensure protection for migrant labourers as well as data collection of labour migrants in country. The meeting further discussed the numerous labour migrant agencies and the need for a more central database for data collection purposes.
- 40.** Initiatives such as the Khartoum process, Valletta action plan and the inter RECs labour migration process between SADC, COMESA and EAC was highlighted. The need for ILO to ensure protection of migrants especially seasonal migrants was mentioned as well as the implementation of labour agreements between Members States with an emphasis on the rights of migrant labourers.
- 41.** The challenge of a growing population on the continent and the need for decent work for all was recorded. Legal pathways for migration was also mentioned as a hindrance that contributed to migrant labourers not being documented and contributed to their vulnerability in the country of destination.
- 42.** The following recommendations were proposed:
- (i)** The need for increased communication and coordination amongst Member State to ensure protection of migrant labourers, with improved methodologies of data collection and analysis.
 - (ii)** Awareness campaigns to ensure that migrant communities are informed of situations and risks at the countries of destination in order to reduce exploitation of migrant labourers.

- (iii) Enhanced mechanisms between countries of origin, transit and destination and bi-lateral agreements between countries in order to increase migrant protection and strengthen data collection of migrant labourers.

**SESSION V: ADDRESSING DATA COLLECTION AND RESEARCH
GAPS/CHALLENGES IN THE PREVENTION OF TRAFFICKING IN PERSONS (TIP)
AND SMUGGLING OF PERSONS (SOM) IN AFRICA**

43. The session discussed the challenges in data collection for the prevention of trafficking in persons and smuggling in persons. The definition of trafficking and smuggling was referred to and the need for training of law enforcements on the different definitions.
44. The meeting called for strategies to collect data on human trafficking and human smuggling as these were crimes and have security implications for member states. Suggestions were made on the need for a joint approach in investigations and mutual assistance and extradition agreements.
45. It was mentioned that traffickers may not be willing to collaborate making it difficult for data to be captured. The need for NGOs to work more closely with governments on cases of trafficking and smuggling was highlighted to ensure data can be captured centrally.
46. The need to address the issue of children moving across borders and susceptible to be exploited was an issue that required attention. Governments need to work together to address the plight of children. It was also mentioned that disabled people were also being exploited as they were no shelters for the disabled further making them vulnerable to exploitation.
47. Member states highlighted the need for a dedicated session on smuggling and trafficking to understand this phenomenon and address the issues in a more strategic manner. The need to also update current legislation to include online trafficking was mentioned.
48. Best practice was highlighted from SADC on data collection on smuggling and trafficking cases with information easily accessible and able to be analysed.
49. The following recommendations were proposed:
- (i) The need for collaboration, sharing of information and training of law enforcements on trafficking and smuggling was mentioned as a key mechanism to address smuggling and trafficking on the continent.
 - (ii) Expanded areas of collecting information beyond police station but the supply and demand, labour intensive areas such as transport and hospitality.

50. Referral mechanisms, awareness campaigns for service providers and the youth who could be potential victims of traffickers

**SESSION VI: STRENGTHENING RESEARCH AND DATA COLLECTION ON
TRANSFER OF REMITTANCES TO STRENGTHEN ITS CONTRIBUTION TO
NATIONAL, REGIONAL AND CONTINENTAL SUSTAINABLE DEVELOPMENT**

51. The session was introduced by the African Institute of Remittances (AIR) which gave a brief overview of the objectives, challenges and opportunities of collecting data on remittances. It was followed by a presentation of Naglaa Nozahie from the Egyptian Central Bank highlighting best practices in Egypt and the ECBs initiatives in the region.
52. Emphasis was put on the fact that cash remittances have surpassed other forms of foreign cash flows including development aid and foreign direct investment, making up a substantial part of national GDPs. The largest share of remittances is used on covering household expenses. At the same time, the costs for sending money across borders – especially within Africa – remain very high, reaching up to 20% in some states.
53. States are advised to invest in collecting and analysing data in order to design effective policies to increase the developmental impact for both households and states. In doing so, researchers must look at variety of aspects including remittance flows and channels, service providers and costs, profiles of senders and receivers, as well as the initial purpose and eventual utilization of funds.
54. It was highlighted that due to formal barriers, lack of trust or price discrepancies, migrants often use informal channels to transfer and exchange money. During deliberations the importance of women and refugees, as both senders and receivers of remittances, was also raised.
55. Member States acknowledged the need to reduce costs of remittance, ease access to formal transfer channels and providing investment opportunities. Egypt has implemented a range of successful measures such as effectively limiting transfer fees, expanding financial services in remote areas as well as improving knowledge and access to investment opportunities for remittance recipients
56. The African Union, as well as the Egyptian Central Bank, are working together with the African Export-Import Bank to strengthen regional integration and develop the capacity of financial institutions and governments.
57. The following recommendations were made:
- (i) It was proposed that data collection methods should be harmonized within and across Member States, including improving information sharing mechanisms.

- (ii) It was suggested that continental and regional cooperation of governments and financial institutions should be strengthened.
- (iii) States should work towards reducing transfer fees, ease the access of senders and recipients to formal financial institutions and facilitate alternative payment systems that circumvent the monopoly of expensive money transfer providers. ICTs such as mobile money transfer systems offer new opportunities in this regard.
- (iv) It was also proposed to facilitate small scale investment opportunities and micro finance schemes for remittance recipients.

SESSION VII: BUILDING SYNERGIES, COLLABORATION AND HARMONIZATION OF AFRICAN MIGRATION STATISTICS INSTITUTIONS AT NATIONAL, REGIONAL AND CONTINENTAL LEVELS.

- 55. The presentations in this session highlighted the complexity of the migration discourse and particularly in migration data collection. It was further noted that there is a mismatch scientific research on migration statistics and the research carried out by governments.
- 56. The meeting also noted that there was lack of coordination and proper monitoring mechanism in migration statistics as well as financial constraints when it comes to statistical research on migration
- 57. It was also noted that statistical data on migration is collected for a purpose, whether for research by the academia or for informing policies by policy makers. Furthermore, it was echoed that official statistical data on migration can only be approved by the national governments as they are the custodians of national statistical data in order to avoid wrong or incorrect information.
- 58. The meeting underscored the need for increased engagement with stakeholders on migration concerns, as well as creating awareness and sensitization on the importance of statistical data on migration.
- 59. The following key recommendations were proposed:
 - (i) Building synergies and partnerships by developing working groups on migration statistics and data collection at the national, regional and continental level to promote better coordination on migration data management.
 - (ii) Increased investments on ICT on migration data collection and analysis

- (iii) The need to develop academic research centres dealing with issues of migration as well as financing and investing in migration research and academic initiatives geared towards migration research and data analysis.
- (iv) The development of national and household surveys that are independent of the national census which are usually conducted after every 10 years
- (v) It was proposed that there is need to develop a standardized format, methodologies and tools to guide African Union Member States on comprehensive migration data analysis

SESSION VIII: ESTABLISHING OF NATIONAL, REGIONAL AND CONTINENTAL MIGRATION DATA BASE, DEPOSITORIES AND PORTAL FOR INFORMATION SHARING

- 60. The session discussed the various portals on the continent with an emphasis of the need for information sharing amongst different actors at national, regional and continental level.
- 61. IOM presented on their global migration data centre and invited member states and other actors to visit their website. It was mentioned that many member states were receiving countries yet lacked a data base and therefore were unaware of migrants in country.
- 62. The meeting noted the challenges of collecting and utilization of data on migration more effectively by member states. Data was collected by different departments, and the need to prioritize work in this area was key.
- 63. The need to develop national database in collaboration with state and non-state actors was highlighted as it would enable member state to come up with informed migration policies that can be escalate to regional and international level.
- 64. A proposal was made by the National Statistical Office of Egypt (CAPMAS) on the need for a New International Migration Survey in Africa. The proposal was in line with the Global Compact on Migration (GCM) and the SDGs migration related goals. The National Statistics office highlighted that the Migration Survey is line with first objective of the GCM which invites Member States to “collect and utilize data as a basis for evidence-based policies”.
- 65. The proposal by the CAPMAS is to work towards this objective working closely with the African Union Commission in collaboration with the international organizations and the National Statistics Offices of countries participating in the programme. The meeting

discussed the methodology of the data collection process, the need for it to be continental as well as to include data beyond household surveys.

66. This proposal was welcomed by the meeting and recommended that that Government of Egypt in collaboration with the Commission to prepare necessary project proposals documentation for consideration by the proposed Migration Statistics Working Group.

67. The following recommendation were proposed in the session:

(i) Member states to work collaboratively to improve on migration data research, with comparable methodologies and indicators. It was further suggested that the research should be conducted every five years to ensure that the information is up to date and relevant to the prevailing migration trends.

(ii) Develop mechanism of information collection at the AU level with focal points at member state level.

V MEETING SUMMARY AND KEY RECOMMENDATIONS

68. Need to improve and strengthen closer coordination and collaboration between the National, Regional and Continental Interstate consultative mechanism on research concluded on the continent and share results.

69. The need to link future PAFOM with national, regional and continental decision-making structures with clear and predictable leadership, ownership and participation for sustainable implementation of the outcome report.

70. The establishment and operationalization of National, Regional and Continental Working Group on Migration Statistics with clear Terms of Reference to support Member States in the implementation and follow up of the outcome report of this meeting, including the African Migration Survey initiative proposed by the Arab Republic of Egypt and the general migration statistics management.

71. The need for closer collaboration and partnership among different migration statistics institutions and agencies in Africa at national, regional and continental for a harmonised data possibility of developing a migration depository/portal or database at all levels.

72. The need to undertake technological improvements and digitalisation of data collection as well as have different sources of data collection on diaspora populations.

VI. CLOSING REMARKS

73. The meeting was officially closed by **Amb. Dina Elseihy, on behalf of H.E Amb. Ehab Fawzy**. In his closing remarks H.E Amb Fawzy thanked the organizers of PAFOM 5, for their efforts on the forum. He reiterated the forum as having given delegates the opportunity to discuss migration issues which is a developmental issue and a priority for countries. The need for accurate data and information is required and will continue to be discussed at the 21st thematic meeting on the Khartoum process.
74. **Amb Bramdeo Ajay Kumar**, the African Union Representative to the United Nations and World Trade organisation, Geneva; gave closing remarks **on behalf of Mrs Cisse Mariama**, Director for Social Affairs, African Union Commission who thanked the Egyptian government, and appreciated IOM and the other UN agencies for their support. She thanked the delegates for their enthusiasm and active participation during the forum. She noted the contributions made by the delegates to strengthen the proposals as per the TOR on PAFOM and looks forward to working closely with the next chair of PAFOM as preparations for PAFOM 6 in 2020 are undertaken.
75. In her closing remarks, **Ms. Aissata Kane**, Senior Regional Advisor for Sub-Saharan Africa, International Migration for Migration (IOM), thanked the Egyptian government and the AU for hosting a successful PAFOM. She pledged IOM's continued support on migration data management in Africa and recognized the development of the Terms of Reference as a key achievement for the forum.