



Labour Migration Governance for Development and Integration in Africa

A BOLD NEW INITIATIVE **PROGRAMME DOCUMENT**

Prepared on behalf of

**African Union Commission
and partner organizations:
International Labour Organization
International Organization for Migration
Economic Commission for Africa
United Nations Development Programme**

Revision with final REC inputs

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1. IMPLEMENTING AGENCY AND PARTNERS

Name of the implementing agency:	<u>African Union Commission</u>
Date of establishment:	26 May 2001
Ongoing contract /Legal Entity File number	
Legal status	International Organisation
Co-ordinating and Lead Partner :	Name: <u>International Labour Organization</u> Date of establishment: 1919 Legal status: International Organisation EuropeAid ID number: CH-2008-AUC-1801681243
Partner 2:	Name: <u>International Organization for Migration (IOM)</u> Date of establishment: 1951 Legal status: International Organisation CH-2007-CRV-2711158923
Partner 3	Name: <u>UN Economic Commission for Africa (ECA)</u> Date of establishment: 1958 Legal status: International Organisation EuropeAid ID number:
Partner 4	Name: United Nations Development Programme (UNDP) Date of establishment: 1966 Legal status: International Organisation

2. SUMMARY OF THE PROGRAMME

Title of the action	AUC/ILO/IOM/ECA/UNDP Joint Labour Migration Governance for Development and Integration in Africa Programme : Popularly known as the Joint Labour Migration Programme (JLMP)
Location of the action	Africa Region; specific operations in Central Africa, East Africa, Horn of Africa, North Africa, Southern Africa, West Africa
Total duration	<i>48 months as region-wide effort; (including 3 months start-up organizing and 3 months conclusion and evaluation period.)</i>
Amount (in EUR)	Euros 26, 346,647
Objectives	<p>Overall objective:</p> <p>To strengthen effective governance and regulation of labour migration and mobility in Africa, under the rule of law and with the involvement of key stakeholders across government, legislatures, business, social partners and migrants, international organizations, NGOs and civil society organizations:</p> <ul style="list-style-type: none"> - Its specific objectives are to: <ol style="list-style-type: none"> 1. Strengthen effective governance of labour migration and mobility in Africa; 2. Foster regional integration and inclusive development through decent work <p>Results:</p> <p>1. Strengthen effective governance and regulation of labour migration and mobility in Africa:</p> <p>To achieve this objective, the following outcome level results will be delivered:</p> <p>1.1 Increased ratification and domestication of key international standards on labour migration</p> <p>1.2 Increased ratification and domestication of key AU treaties of relevance to facilitating labour migration</p> <p>1.3 Free circulation regimes and coherent labour migration policy elaborated, adopted and implemented in the RECs (Regional Economic Communities).</p> <p>1.4 Labour institutions and social partners are strengthened to develop and better implement labour migration governance, policy and administration.</p> <p>1.5 Effective regional mechanisms for tripartite policy consultation and coordination on labour migration issues, and consultation and technical cooperation with other regions are established.</p>

	<p>1.6 Public awareness and political will fostered through Africa Human Development Report on governing human mobility for sustainable development.</p> <p>2. Promote decent work for regional integration and inclusive development:</p> <p>To achieve this objective, the following outcome level results will be delivered:</p> <p>2.1 Enhanced collection, exchange and utilization of gender and age disaggregated data on migrants' economic activity, employment, skills, education, working conditions, and social protection.</p> <p>2.2. Social Security extended to migrants through access and portability regimes compatible with international standards and good practice.</p> <p>2.3. Harmonised policies to foster mobility of skills and better align skills with labour market needs are adopted and implemented across Africa.</p> <p>2.4. Decent work for migrants with effective application of labour standards to migrant workers in recruitment and treatment</p>
Target groups	<ul style="list-style-type: none"> - Regional Economic Community (REC) Structures and Commissions - National Institutions responsible for labour, migration, education and training, social protection - Social Partners: Employers and Workers (Trade Union) Organizations - Concerned Migrant and Civil Society Organisations
Final beneficiaries	Migrant Workers and cross-border populations in and from Africa as well as their origin and destination communities.
Expected results	<p>Listed according to the specific objectives</p> <p>1. Labour Migration Governance:</p> <p>1.1.1 Increased ratification of key International Standards regarding labour migration</p> <p>1.1.2 Enhanced domestication of the ratified standards in national law</p> <p>1.2.1 Increased AUC capacity to support the ratification of AU treaties</p> <p>1.2.2 Enhanced domestication of AU treaties and incorporation in national development plans</p> <p>1.2.3 Greater harmonization in AU treaty ratification across RECs</p> <p>1.3.1 Increased adoption and/ or implementation of free movement regimes by RECs.</p> <p>1.3.2 Strengthened regional labour migration policy frameworks</p> <p>1.3.3 Labour codes progressively harmonized at the level of RECs</p> <p>1.4.1 Roles and responsibilities of labour/employment ministries in labour</p>

	<p>migration governance expanded</p> <p>1.4.2 Enhanced engagement of social partner organizations and organizations representing migrants on labour migration governance.</p> <p>1.5.1 National tripartite policy and administration mechanisms on labour migration established in selected countries</p> <p>1.5.2 REC tripartite consultative and coordination forums on labour migration established or strengthened</p> <p>1.5.3 AU tripartite consultative-coordination body on labour migration established with links to REC forums/mechanisms</p> <p>1.5.4 Labour migration consultation and dialogue undertaken with other priority destination continents (regions).</p> <p>1.6.1 Heightened public awareness of human mobility interactions with sustainable development and role of governance in improving outcomes (public and stakeholder consultations)</p> <p>1.6.2 Strengthened capacity and collaboration among African research institutions</p> <p>1.6.3 Improved evidence base for policy development and migration governance (series of background papers)</p> <p>1.6.4 Increased public awareness and political will to address human mobility on the African continent in a collaborative fashion (Launch and dissemination of Africa HDR)</p> <p>2. Decent work for regional integration and inclusive development</p> <p>2.1.1 Strengthened capacities on migration data collection and analysis of relevant national institutions and RECs.</p> <p>2.1.2 Increased utilization of international statistical standards and labour migration indicators,</p> <p>2.1.3 Extended use of common indicators and expanded exchange of data within and among RECs.</p> <p>2.1.4 Data sharing and coordination among national institutions and RECs; data interfaced among labour market and labour migration databases, with topical research studies on specific aspects of and interaction among labour migration, free circulation, regional integration, and development.</p> <p>2.2.1 Unilateral, bilateral and regional measures developed to extend social security coverage and portability to migrant workers in origin and employment countries with increased implementation of relevant ILO conventions</p> <p>2.2.2 REC social security cooperation frameworks applying to migrants elaborated in designated RECs</p> <p>2.3.1 Established consultative processes among regional and national educational/training and accreditation entities;</p>
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	<p>2.3.2 Adoption of continental policy and administrative measures to implement harmonized qualifications and training standards.</p> <p>2.3.3 Pilot data on current skills and labour needs and pilot forecasting on trends and future needs established.</p> <p>2.4.1 Increased application of International Labour Standards and OSH protections for the recruitment of migrant workers.</p> <p>2.4.2 Extended capacity for labour inspection where migrants are concentrated.</p> <p>2.4.3 National action plans against discrimination and xenophobia in selected countries developed</p>
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3. RELEVANCE OF THE PROGRAMME

3.1 CONTEXT AND JUSTIFICATION

Increasing cross-border labour and skills mobility has made labour migration an ever more urgent challenge for governance across Africa. The African Union (AU) Migration Policy Framework (2006) rightly recognized that “migration will be a major topic in the 21st Century and will therefore pose certain social, economic and political challenges for policy makers in the future management of migration for the betterment of African societies”. Indeed, the recent global developments, particularly within the last year provide the clear evidence that strategic action needs to be taken very urgently.

The International Labour Organization (ILO) estimated the number of migrant workers in the continent at 8.4 million in 2010, out of a total of 19.3 million migrants (persons living outside their country of origin) in Africa that year¹ while the World Bank estimated that 31 million African people were living in countries other than their birth place, with 77% of the 31 million from Sub Saharan Africa². These figures do not count millions more Africans involved in short term, seasonal and temporary migration nor the hundreds of thousands of cross border commercial and other mobile workers. Moreover, it was estimated in 2013³ that there were 18.6 million migrants in Africa in 2013, including about 3 million citizens of other countries. In addition, 46% of all African migrants are women, who are increasingly migrating for work and Africa hosts the highest proportion of young persons among all international migrants (30%). Demand for cross-border mobility will increase in Africa in the foreseeable future. Thus, effective governance of migration is one of the critical challenges for African States.

Socio-economic, poverty, political, security and environmental factors are contributing to significant migration and forced displacement in Africa. Globalization has also accelerated structural causes that prompt cross-border migration flows, including labour market imbalances, technological changes, economic restructuring, and demographic factors.

Global Drivers

The International Labour Organization (ILO) estimated that 105.4 million persons were economically active out of the 214 million people living outside their country of birth or citizenship in the year 2010.⁴ The ILO further highlighted that “these (105.4 million) and family members accompanying them will account for almost 90 per cent of total international migrants.”⁵ The global estimate of total migrant stock was

¹ □ ILO, 2010. International Labour Migration A rights-based approach. International Labour Office, Geneva. P. 17

² □ Bilateral Migration Matrix, World Bank, 2010

³ UN (2013) Trends in International Migrant Stock: The 2013 Revision - Migrants by Age and Sex. United Nations Population Division, September 2013

⁴ □ Op cit ILO, 2010. Page 17

⁵ □ Ibid. Page 2

updated to 235 million in the new 2013 estimate.⁶ These figures do not fully account for significant numbers of persons in temporary or itinerant migratory situations.

Demographic pressures -- ageing and increasing deficits in labour forces -- have become prominent in many developed and developing countries. At the same time, Africa confronts a growing, youthful population coupled with jobless growth and a dearth of formal employment. This combination translates into increasing mobility of skills and labour within, from, and to Africa.

The global skills shortage is set to worsen. A recent international study calculated that by 2020, global shortages of high skilled professionals will reach "38 million to 40 million fewer workers with tertiary education (college or postgraduate degrees) than employers will need", and "another 45 million too few workers with secondary education in developing economies".⁷

Features of African Migration

Several important features characterizing African migration include:

1. The predominance of intra-regional labour and skills migration in Africa.
2. Prevalence and growing economic importance of labour and skills mobility within Regional Economic Community (REC) spaces.
3. The importance of migrant remittances (economic, social and political) for many African countries.
4. Increasing feminization of labour mobility.
5. Inadequate protection for migrant workers and their families from exploitation and hostility.
6. Lethargic implementation of regional free movement schemes.
7. Weaknesses of pertinent labour market legislation, institutions
8. Inadequacy of policy relevant data on labour migration and understanding of human development impacts.
9. Inadequate or ineffective arrangements to regulate labour and skills mobility.
10. Inadequate, training and education to meet current and future labour market needs.
11. Absence of comprehensive and effective intra-African compatibility and recognition of training and experience qualifications.
12. Extra-continental emigration of skilled Africans contributing to 'loss' or sometimes 'waste' of talent
13. Minimal migrant access to and portability/transferability of social security

African labour migration flows generally follow three main directions: intra-African migration detailed below; overseas flows towards former colonial powers (France, UK, Italy, Portugal, Spain, etc.) but now increasingly to other destinations (USA, Asia

⁶ UN (2013) Trends in International Migrant Stock: The 2013 Revision - Migrants by Age and Sex. United Nations Population Division, September 2013. See "Wallchart" for useful summary overview. Available at: <http://esa.un.org/unmigration/wallchart2013.htm>

⁷ □ McKinsey Global Institute: *The world at work: Jobs, pay, and skills for 3.5 billion people, June 2012* | by Richard Dobbs, Anu Madgavkar, Dominic Barton, Eric Labaye, James Manyika, Charles Roxburgh, Susan Lund, Siddharth Madhav. See: http://www.mckinsey.com/insights/employment_and_growth/the_world_at_work

and Arab States). The third direction is inflows from other regions to Africa, notably from Europe and Asia.

The intra-regional migration proportion for Africa overall is estimated at 52.6%, comparable to 59% in Europe and 54.7% in Asia. However, Sub Saharan Africa has a higher intra-regional rate estimated at 65%. This intra-regional mobility (migration within the region) represents close to 80% in ECOWAS (The Economic Community of West African States). This proportion is about 65% in Southern Africa, 50% in Central Africa, 47% in East Africa, although only 20% in North Africa.

As African economies are largely dominated by urban informal economy and agriculture, migrant workers in the continent are often found in settings characterized by low incomes and wages, lack of social protection, precarious jobs and workplaces, abysmal working conditions, and low skills portfolios. Many migrants are self-employed or employed in agriculture and informal activity, while significant numbers may be found in industry and services.

There is also significant cross-border, 'circular' mobility of commercial tradespeople, accompanied by increased cross-border trade flows that promote local growth and employment.

Reports of labour and other rights abuses of migrant workers, incidences of xenophobic attacks on migrants, and arbitrary expulsions highlight the challenges of realizing decent work, equality of treatment and protection of human rights according to the standards many African states have ratified.

Regional Economic Integration:

Free movement of persons is a key pillar of economic integration and development in Africa. Free movement ensures availability of skills and labour where needed to spur investment and economic development. It is also the practical means for expanding free trade, as well as commerce of locally produced goods and services.

ECCAS (Economic Community of Central African States), ECOWAS and EAC (East African Community) have each adopted legal regimes for labour circulation among member countries. COMESA (Community of Eastern and Southern Africa) and IGAD (Inter-Governmental Authority on Development) recently developed agreements on mobility that await adoption and implementation by participating countries. Though the SADC Protocol on Facilitation of Movement of Persons has faced challenges to ratification, a new policy framework on Labour Migration was adopted in 2014 with the aim to support harmonisation of labour migration policies across SADC member states.

These Regional Economic Community (REC) legal frameworks are generally consistent with international standards and more than half of all AU member states have ratified at least one of the three core international migrant worker Conventions.

Impediments to good governance of labour mobility

Labour mobility is still too often impeded instead of facilitated, by a heavy focus on security rather than a comprehensive development optic. In addition, the absence of

implementation of free movement protocol rights and mechanisms, by the prevalence of rigid border formalities, by the abundance of road blocks and security checkpoints on international highways, by malpractice at borders and along transportation routes, and by lack of coherency between labour migration, regional commerce, migration monitoring, and security.⁸ Member states of African RECs remain characterised by a lack of comprehensive national labour migration strategic and policy frameworks, although several countries are moving in this direction. The link to existing bilateral labour agreements or absence of such a link, with the sub-regional labour circulation frameworks will be a major area of concern when formulating the LM frameworks for the RECs.

Migration often results from low and inappropriate human security, and represents a strategy for people to cope with risks of income inequality, high unemployment and underemployment rates, conflicts, and environmental degradation. However, the *security* agenda often limits the broader understanding of labour migration as a fundamental issue for development, regional integration and social welfare. A major challenge remains the lack of holistic policy approaches, aggravated by the dominance of security concerns at the expense of labour market integration.

The evident tensions between the security concerns addressed by Ministries of Interior/ Home Affairs and the rights-based, labour market and social partnership competencies of the Ministries of Labour represent a major hurdle for governance of labour mobility, especially as Ministries of Interior/ Home Affairs and their security control approaches have assumed pre-eminent responsibilities for migration in many countries.

Lack of political will, capacity gaps and poor institutional coordination are central concerns at national level. These are compounded by poor systems of data collection and management,⁹ absence of migration policy links to fundamental economic, labour market and employment factors, difficulties for national labour institutions and civil society to reach populations, and weak judicial systems¹⁰.

Non-transparent labour markets, the lack of harmonization of legal frameworks, and the absence of accurate labour information are acute constraints faced in labour migration administration in Africa. Harmonized legal and policy frameworks are indispensable to obtain integrated labour markets based on coordinated labour, social security, and investment codes, and compatible education and skills recognition frameworks.

A major constraint is absence of reliable, accurate and comprehensive data on labour migration, on migrant workers as well as on labour markets. Existing data is primarily 'movement' data, at best providing some indication of stocks and flows,

⁸ Factors cited in the Final Communiqué of the *Mini Summit of Heads of State and Government on the creation of a borderless ECOWAS, Abuja, 2000*, and in the *ECOWAS Common Approach on Migration*, 2008.

⁹ The lack of comparability of national statistics makes it difficult to undertake regional analysis based on national data.

¹⁰ OECD/SWAC (2009), *Regional Challenges of West African Migration*, African and European Perspectives, (Ed.) Trémolières Marie, West African Studies.

while there is little or no data on migrants' skills and employment profiles, labour market participation, conditions of work, or social protection coverage.

International technical support and capacity building

ILO and IOM have provided considerable support through technical cooperation and advisory services in Africa on governance of labour migration over the last decade.

Technical cooperation and capacity-building projects have been implemented on labour migration in East, West, and Southern Africa, the Maghreb and more recently, the Horn of Africa region.

In North Africa, the ILO is implementing a project funded by the Swiss Agency for Development and Cooperation (SDC) on 'Improving the governance of labour migration and the protection of migrant workers' rights in Tunisia, Morocco, Libya and Egypt. This project aims at promoting good governance of labour migration and protection of male and female migrant workers' rights in the selected countries with a view to enhancing the development benefits of labour migration. Hence, the project provides national stakeholders with the capacities and practical tools to elaborate and implement coherent rights-based and gender-sensitive labour migration policies/strategies, through a highly participative process of consultation with social partners and relevant civil society organizations; support the strengthening of national laws and practices concerning labour migration and the protection of migrant workers in light of relevant international instruments; and support intra-regional dialogue on labour mobility and protection of migrant workers.

With funding from the European Union and within the project "Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the GCC States, Lebanon and Sudan", the ILO works with other partners to foster regular migration more accessible to domestic workers and ensure safety and rights for the migrants. The project provides support to the Ethiopian government on migration governance and the development of bilateral agreements.

The Global Action Programme on Migrant Domestic Workers also undertakes promotional activities to protect the rights of migrant domestic workers in the Zimbabwe-South Africa – Lesotho corridor. Within the ambit of SADC, and with the technical and seed funding support of the ILO, Ministers of Labour and Employment and the Social Partners approved the SADC Labour Migration Policy Framework. The Framework provides a basis for all SADC member states to develop rights-based national labour migration policies by 2019.

In ECOWAS, the project "Support to Free Movement of Persons and Migration in West Africa" (2013-2018) is being implemented by the ILO in collaboration with the IOM and ICMPD and funded by the 10th European Development Fund. The project focuses on maximising the development potential of free movement of persons and migration in West Africa by supporting the effective implementation of the ECOWAS Free Movement of Persons' Protocols and the ECOWAS Common Approach on Migration. The ILO has been providing technical support to the ECOWAS Commission in strengthening Social Dialogue through the ECOWAS Tripartite Social Dialogue Forum, harmonization of labour laws of ECOWAS member states, establishment of labour market information system, protection of migrant workers' rights and extension of social security and portability of social security rights for

migrant workers and their families and building capacities on labour migration, data collection and management and counter-trafficking.

African Policy Frameworks

Over the last decade, a comprehensive set of migration policy commitments and recommendations have been elaborated under the auspices of the African Union. Many of these largely complementary documents have been adopted at heads of State levels. Together, they add up to a comprehensive guidance framework for national and regional labour migration policy across the continent. They include:

1. The 2004 **AU Plan of Action on Employment Promotion and Poverty Alleviation** pressing for equity in international governance and for facilitating labour migration in Africa.
2. The 2006 **AU Migration Policy Framework** that devotes a main chapter to Labour Migration.
3. The **AU Social Policy Framework** of 2008 that recommended regional integration and collaboration of social security schemes in Africa to ensure benefits of labour circulation.
4. The AU **Plan of Action on Boosting Intra African Trade** (2012) recognizing the key role of free movement of people and labour migration regulation. Regional agreements are deemed central to developing and facilitating regional labour migration.
5. The 9th Ordinary Session of the **AU Labour and Social Affairs Commission** (April 2013), identified regional labour migration as an important factor in sustainable development and regional integration and also adopted the Youth and Women Employment Pact including "Promotion of regional and sub-regional labour mobility". The Pact called for an **AU and RECs Labour Migration Plan**.
6. The **AUC Strategic Plan 2014-2017** pursuing the strategy to "Promote labour migration to support cross border investment and to fill the skills gap".
7. The 24th AU Assembly adoption of the Joint Labour Migration for Development and Regional Integration (JLMP) as the continental programme to foster regular migration in Africa (January 2015)
8. The 25th AU Assembly Declaration on Migration (June 2015) which highlights skills mobility and the continental free movement as core priorities for Africa.

In addition to the continental policy frameworks above, the following inter-continental agreements are relevant for labour migration

9. The **Joint Africa-EU Declaration on Migration and Development, Tripoli, 22-23 November 2006**.
10. The **Joint Africa-EU Strategy (JAES) Action Plan Partnership on Migration, Mobility and Employment (MME)**

Furthermore, a number of **African Union treaties and instruments** spell out relevant norms, principles, and objectives for improving labour migration governance, including in particular:

11. The African (Banjul) Charter of Human and People's Rights (1981)
12. The Abuja Treaty Establishing the African Economic Community (AEC) (June 1991)
13. The African Youth Charter (July 2006)
14. The AU (Niamey) Convention on Cross-Border Cooperation (July 2014)

A major challenge remains their application. Until now, very limited resources and consequently little effort have been dedicated to promoting and supporting the actual implementation of the labour migration related dimensions of these collective regional legal and policy commitments.

3.2 PRIORITY CHALLENGES FOR ACTION

Based on a broad regional consultation on December 16, 2013 in Addis Ababa among RECs, the African Union, African social partners and international organizations identified priority challenges and set the direction for a joint Africa-wide cooperation effort to support governance of labour migration across the region. Participants included delegates from the AUC, ECCAS, ECOWAS, IGAD, SADC¹¹, ILO, IOM, ECA, UNAIDS, UNESCO as well as Business Africa and ITUC (International Trade Union Confederation) Africa.

The Consultation agreed on seven main findings identified as common across all the RECs:

1. Paucity of disaggregated data on characteristics and conditions of labour migrants, data required for policy in economic, labour, enterprise development, investment, education, and social protection areas.
2. Lack of implementation of free circulation regimes where these are defined and limited of domestication of international standards, and a generalized absence of coherent national labour migration policy.
3. Prevalence of sub-standard, abusive employment relations and conditions of work for migrants
4. Absence or inadequate social protection and social security for many migrants
5. Growing gaps between labour market needs versus number and types of skills produced in Africa
6. Absence or inadequacy of capacity, coordination and policy involvement on migration by labour institutions
7. Lack or inadequacy of dialogue and coordination on labour migration among labour actors and institutions, at political and technical levels.

The following summary fleshes out these common concerns which were identified and validated in the 1st AUC - REC Technical Consultation on Labour Migration held on December 16, 2013 with the support of the ILO, IOM and the ECA. These findings also build on ILO and IOM research and project activities over the last decade as well as the direct experiences of the RECs.

1. Paucity of disaggregated data on characteristics and conditions of labour migrants.

1. Non-existence or limited relevant data to shape effective policy on labour migration and to reinforce labour institution roles in labour migration governance and administration.

¹¹ Prof Marius Olivier, in his capacity as EU consultant, reported on SADC initiatives; particularly on social security.

2. Inability to obtain valid and reliable data describing labour migration and outcomes, such as stock and net flow data, longitudinal surveys, assessments of impact on destination and origin countries, and intra-regional remittances and their usage.
3. General absence of labour market needs assessment and forecasting and absence of vacancy data that would enable setting up shortage lists.
4. Non-identification of data *categories* and *indicators* relevant to labour migration
5. Absence of sharing and coordination of relevant data among concerned institutions. Existing data (for instance, data drawing on administrative records/border control data and household surveys).are not used in an efficient way.
6. Non-obtaining of internationally comparable data.
7. Limited capacity, technical competences and equipment for data collection, data measurement and data management.
8. Non-application of relevant data to policy-making, implementation and practice.

2. Non-implementation of free circulation regimes where defined; non-definition in certain RECs; generalized absence of coherent national labour migration policy.

1. Lack of or limited political will to realize and implement existing free circulation regimes
2. Non-ratification of regionally agreed regimes by some REC member States
3. Non-existence or inadequacy of requisite labour administration and labour code measures
4. Existence of legal, administrative and control measures that objectively impede REC circulation, establishment, access to employment, and business activity.
5. Obstacles to the adoption and implementation of “regional citizenship” schemes.
6. Lack of information and awareness-raising activities about existing provisions on free circulation and the right for residence and establishment.

3. Prevalence of sub-standard, abusive employment relations and conditions of work

1. Generalized high rates of discrimination excluding migrants from formal employment
2. Concentration of migrant workers in demeaning, dirty and dangerous jobs and/or informal work without protection
3. Absence of or inadequate labour inspection, or inspection 'neutralized' by immigration enforcement
4. Absence of unions and other mechanisms for self- and collective defense
5. Generalized absence of regulation on OSH, working conditions and employment relations protections in general, and fair recruitment practices for migrants in particular.
6. Direct xenophobic violence, attacks and killings of migrants and migrant workers
7. Accentuated detrimental impact on women of sub-standard employment relations and conditions of work.

4. Absence of social protection and social security for many migrants

1. Non- or restricted access to social security in countries of employment
2. Non-portability of social security rights and earned benefits
3. Absence of adoption of international standards & national legislation covering migrants
4. Challenges arising from the different social security regimes among countries within RECs.
5. Lack of awareness-raising about benefits of social security for migrants.
6. Absence of effective policies and measures linking labour laws and social security.
7. Lack of coordination between social security systems of countries of origin and destination of migrant workers.

5. Growing gaps between skills needs versus numbers and types produced in Africa

1. Acute global shortages of skilled workers; a predicted deficit of 45 million technical-vocational-skilled in developing countries by 2020 will largely affect Africa.
2. Paradox of high vacancy rates for skilled personnel alongside high unemployment rates in African countries
3. Existing training often provides inappropriate, obsolete or inadequate skills and qualifications
4. Restrictions on mobility, circulation impede the linking of existing skills to markets and employers
5. Non-recognition of skills, educational and experience qualifications wastes existing potential
6. Lack of regional technical and vocational education and training policies and institutions to address the skill mismatches.

6. Inadequacy of policy and administrative responsibility, capacity and coordination by labour institutions

1. Non or limited involvement of labour/employment-concerned ministries in labour migration policy and administration
2. Non-existence or limited capacity of focal points or units in labour institutions to address labour migration/mobility, Non- or ineffective engagement of social partner organizations
3. Very limited capacity and competence in labour institutions and social partners to assume roles and activity

7. Absence of required tripartite dialogue, cooperation, and coordination on labour migration

1. Non-existence or inadequacy of tripartite consultative forums and processes at national level
2. Non-existent or inadequate tripartite consultation and coordination at REC level
3. Lack of inclusive continental policy exchange, dialogue, coordination fora
4. Lack of implementation of recommendations following tripartite dialogue on labour migration.

3.3 STAKEHOLDERS

The economic actors of Africa, the Member States and Regional Economic Communities, migrants and their families as well as migrant organizations, and the peoples of the region are the beneficiaries and ultimate stakeholders in free movement and migration.

The immediate stakeholders in obtaining realization of facilitated labour mobility are the African Union Commission, CEN-SAD, COMESA, EAC, ECCAS/CEMAC, ECOWAS, IGAD and SADC Commissions and structures -- in particular their relevant departments addressing mobility and labour; as well as the social partner institutions representing respectively, employers and enterprises and workers including migrant workers; the national government institutions addressing migration and free movement issues; concerned civil society organizations and NGOs (notably migrant-based organizations), and the private sector generally.

In national governments, the project implicates in particular Ministries of Labour/Employment, Public Employment Services, and Social Protection/Social Security Ministries/Agencies. It will also engage Immigration departments, Home Affairs/Interior Ministries as well as national institutions involved in the production of economic, labour and migration-related data (particularly National Statistical Offices).

Project efforts will focus on governance roles, activity and coordination among the key economic actors represented by employers' organizations and national unions, and with governments. Civil Society Organizations, including migrant and diaspora associations will be supported in provision of services and information on protection of migrants and refugees and policy advocacy for free movement. In border areas, involvement of Local Authorities on both sides of borders will be supported to improve the conditions of mobility of cross-border populations.

3.4 CONSTITUENT PARTICIPATION, VETTING AND OWNERSHIP

The initial draft terms and content for this programme were proposed, discussed and agreed upon at the 1st AU-RECs Technical Consultation on Labour Migration held in Addis Ababa, December 16 2013(referred to above). Executives and experts of the co-sponsoring agencies (AUC, ILO, IOM and ECA) reviewed two subsequent editions of the draft programme document in detail in February and March 2014.

On 22 April, 2014 at a full day session in Windhoek, Namibia, 50 government and social partner experts and REC officials from all regions of Africa reviewed section by section the proposed JLMP needs assessment, programme framework and activity areas and introduced refinements. They vetted the component areas of action and explicitly endorsed the initiative. The JLMP was then formally endorsed on 26 April 2014 by the Ministers during the Extraordinary Session of the AU Labour and Social Affairs Commission (LSAC) in Windhoek, Namibia. All 54 AU member states were represented at the Extraordinary Session, some with tripartite delegations.

Further extensive Stakeholder Consultations were held from September to December 2014 towards establishing a coalition of strategic partners. A detailed programme budget for the first four year period was drawn up over the same period,

In January 2015, the AU-ILO-IOM-UNECA Joint Programme on Labour Migration was adopted by the African Heads of States and Government during the 24th Session of African Union Assembly in Addis Ababa, the first time ever a migration cooperation programme has been adopted internationally by heads of State.

In February 2015, a JLMP sensitization meeting was organised by the AUC to brief development partners in Addis. This briefing elicited further buy-in by key AUC partners at the ambassadorial level; notably the EU delegation to the AU and Mexico. The UNDP also consecutively joined the programme partnership. Furthermore, in March 2015, a day long JLMP implementation priority setting consultation took place among representatives of all eight AU-recognized RECs (including UMA) in Kigali, Rwanda, following a two day IOM-AU-ILO Consultation on Labour Mobility and Labour Migration in Africa. Participants from member countries as well as REC secretariats and social partners identified priority initial steps for JLMP operations in the respective Regional Economic Communities.

In August 2015, two further rounds of consultations took place, one with representatives of all concerned AU departments, the other with delegates of seven RECs, to refine the JLMP interfacing with labour migration activity programmes of the respective RECs.

3.5 PILOT ACTIVITIES JOINTLY LED BY THE AUC AND THE ILO

On the basis of the priority challenges identified in these consultative rounds, the AUC and the ILO agreed to develop three pilot activities in 2015 on the following areas: Labour migration data harmonisation; Extension of social protection to migrant workers; and Skills recognition across the region.

A series of technical training and validation meetings held throughout 2015 at REC and regional levels have resulted in the coordination of over 30 member states to date to produce the first ever report on the state of labour migration data in Africa by early 2016. Drawing on technical expertise provided by the ILO and member states' national statistical agencies, a review and analysis of currently existing data will form the basis of this report.

Two baseline state-of-the-art reports on the respective issues of Extension of social protection to migrant workers and Skills recognition across the region are being produced. Available by the end of 2015, these reports will provide particularly useful guiding recommendations to activities developed in several components of the JLMP.

The Terms of Reference of the tripartite AU Labour Migration Committee has been drafted to foster the establishment of the inclusive tripartite body on labour migration.

3.6 PILOT ACTIVITIES JOINTLY LED BY THE AUC, ILO and IOM

The two regional consultative meetings on migration and labour mobility which were held in Kigali (March 2015) and Accra (September 2015) provided the fora for an inclusive dialogue with the participation of the RECs, AU Member States, representatives of organisations of employers, workers, diaspora and other civil society groups. It also facilitated dialogue between the different institutions

responsible for managing the different facets of migration for a comprehensive response.

4. DESCRIPTION OF THE PROGRAMME

4.1 OVERVIEW AND OBJECTIVES

In a bold and timely new initiative, the African Union Commission together with the International Labour Organization, the International Organization for Migration and the Economic Commission for Africa have developed a regional programme on *Labour Migration Governance for Development and Integration in Africa*, in cooperation with Africa's Regional Economic Communities (RECs). The 9th Ordinary Session of the AU Labour and Social Affairs Commission argued "RECs should consider the issue of regional labour migration as an important factor in sustainable development." This effort is initially structured in a four-year cooperation and capacity-building programme to support achieving better governance of labour and skills mobility within Africa, in particular in RECs.

Responding to the needs explicitly identified by RECs and social partners, as well as to those defined in AU regional policy instruments, the programme focuses on critical areas for facilitating free movement of workers as a crucial means of advancing regional integration and development in Africa.

The overall objective is to:

Strengthen the effective governance and regulation of labour migration and mobility in Africa, under the rule of law and with the involvement of key stakeholders across governments, legislatures, social partners, migrants, international organizations, NGOs and civil society organizations.

Its immediate objectives are to:

- * Strengthen effective governance of labour migration in Africa; and*
- * Promote decent work for regional integration and inclusive development*

The Joint Programme is anchored on the AU Migration Policy Framework (2006), and will significantly contribute to the effective and orderly implementation of the Section of the Framework on Labour Migration. The JLMP will facilitate the implementation of the strategy of the AUC Strategic Plan 2014-2017 "Promote labour migration to support cross border investment and to fill the skills gap". It also relates to other relevant AU Policies and will build on the cooperation on South-South labour migration, through the AU Intra-African Technical Cooperation Platform (2013) which aims at enhancing the capacity and professionalization of the labour market institutions in Africa.

The structure of the programme follows strategic themes of the AU Migration Policy Framework and carries forward relevant priority actions of the AU-EU Strategic Framework and Action Plan on migration, mobility and employment. It takes account of the AU Youth and Women Employment Pact, and is guided by international standards and regional labour migration legal and policy regimes in which the RECs are engaged. Initial programme activity is harmonized with current labour migration priority goals and activities set by the respective Regional Economic Communities, as indicated below.

This project is formulated around a four-year term programme of action, in full recognition that achievement of its objectives will require a coherent and sustained effort over at least ten years. This time frame assumes that the political and economic context will remain more favourable than not for elaboration and implementation of governance and administration under the rule of law. The programme objectives are similar to those pursued in other regions of the world and they reflect international policy consensus reiterated at World Conferences and other international forums over the last twenty years. Experience continues to demonstrate that achieving good governance of labour migration is a complex, sometimes contentious process that spans decades and can never be realized by short term, 'quick fix,' measures.

A primary focus on support to the Regional Economic Communities (RECs) was agreed at the December 16, 2013 meeting among African Stakeholders. This approach is translated into a more targeted sub-regional focus in some project components on enhancing capacity of REC secretariats, on structures for tripartite dialogue on labour migration in RECs, and on (sub) regional standardised models for data collection. Emphasis is also placed on sharing of experience and practices among and across the RECs and on linking policy development among the Communities and with the AUC and the AU Migration Policy Framework.

This jointly designed program demonstrates incremental value by building on and complementing relevant past and current interventions. These include the 10th EDF project on free movement of persons and migration, including labour migration in West Africa (led by IOM with ILO and ICMPD partners), ongoing ILO and IOM activity on labour migration in several RECs, and recent activity conducted or proposed by the AU-EU strategic partnership MME component. This programme also takes account of collaboration between RECs and member states on issues such as labour migration, skills development, policy frameworks, data, and social security

The progress achieved with this four-year programme will contribute significantly to **obtaining the development potential of labour and skills mobility in Africa by promoting and supporting effective governance of labour migration**, in particular by implementation of free circulation regimes, enhancement of labour and social protection, and improved tripartite consultation and coordination on labour migration at Regional Economic Communities and continental levels.

4.2 PURPOSES: THE POLICY GOALS

The project purposes are defined as policy goals that derive from the long-term aspirational vision of achieving a coherent and effective regime of labour mobility for integration and development across Africa. These immediate objectives are framed to mark progress in the next four years towards realizing long-term outcomes.

The project purposes are to:

1. **Strengthen effective governance of labour migration in Africa:**

- 1.1 Increased domestication of key international standards on labour migration
- 1.2 Increased domestication of key AU treaties relevant to labour migration
- 1.3 Free circulation regimes and coherent labour migration policies are elaborated and adopted by the RECs.
- 1.4. Strengthened capacities of labour institutions and social partners in RECs and national governments for labour migration governance, policy and administrative responsibilities
- 1.5 Regional mechanisms for tripartite policy consultation and coordination on labour migration issues established, and consultation and technical cooperation with other regions strengthened.
- 1.6 Shared vision on key investments for strengthening the role of human mobility in achieving the SDGs fostered through Africa Human Development Report on human mobility for sustainable development.

2. **Promote decent work for regional integration and inclusive development :**

- 2.1 Enhanced collection of gender and age disaggregated data on migrants' economic activity, employment, skills, education, working conditions, and social protection situations.
- 2.2 Social Security extended to migrants through access and portability regimes compatible with international standards and good practice
- 2.3 Harmonised policies to foster mobility of skills and better alignment of skills with labour market needs are adopted and implemented in Africa.
- 2.4 Decent work for migrants with effective application of labour standards to migrant workers in recruitment and treatment promoted

4.3 PROJECT STRATEGY

The overall strategy of the project is to provide concrete support and guidance to building up political will, legal and policy frameworks, institutional capacities and stakeholder participation needed for effectively governing labour migration in the key institutions in Africa. The strategy gives effect to the comprehensive, multi-faceted and rights-based approach deemed essential by global policy guidance and experience worldwide. The strategy recognizes that “quick fixes” or isolated “priorities” in one or another area alone will not achieve viable or sustainable governance in the long term.

As agreed by key stakeholders, the project conducts coordinated and simultaneous interventions across two main interconnected, mutually reinforcing and inter related components which are also the specific objectives: enhanced labour migration governance; and promoting decent work for regional integration and inclusive development. The *governance* component addresses the critical need to develop in concert the four cardinal aspects of labour migration governance: law based on international and regional standards, establishing viable and coherent policy, strengthening the core institutions, and engaging tripartite participation and cooperation among the main economic actors. It also seeks to foster public and political support for key investments in collaborative migration governance.

The decent work for regional integration and inclusive development component covers key inter-dependent technical operational areas: decent work and social protection for migrant workers and their families, fostering skills mobility as well as addressing the key constraint of skills shortages, obtaining essential data and knowledge for governance of labour migration and protection of migrants. Each of these reflects a specific area of standards and policy and technical competences, each addresses distinct institutions and constellations of stakeholders, and each intersects with different international actors and distinct structures within institutions such as the ILO.

The project itself is strategic in addressing the multiple needs for a shared vision and political leadership, legislation, policy, institutions and stakeholder participation; these are required to obtain a viable labour migration governance “package” that will work and be sustainable.

Further to the overall strategy, each project component is achieved through a set of inter-dependent actions required to achieve progress towards these objectives. Common strategic operational steps across the components can be characterized as: establishing baseline assessments and data; inspiring evidence-based political and public debate, generating momentum for action; guiding policy and practice with international and regional standards and good practices; promoting policy implementation; supporting institutional consolidation; and conducting training and capacity-building of actors to enable their success in practice.

Implementation will be conducted in phased, sequential steps by actions determined within each REC. In most cases, the initial assessment, capacity building and policy elaboration activities will provide the basis for subsequent project support to obtain needed legislation and policy commitments with the collaboration of newly trained and *capacitated* stakeholders. The establishment or harmonization of appropriate

law and policy together with capacity building and training of the key actor-stakeholders will provide the basis for implementing better governance and regulation of labour migration in the respective RECs.

The inter-related assessment, training, topical expert and policy-maker consultations will develop the content of advocacy and prepare the key labour stakeholder actors to be vectors for policy development and implementation in the respective regional and national contexts. Training will include methodology and practical experience in how to achieve implementation of coherent migration governance as well as its content. South–South collaboration and other institutional twinning arrangements will be utilized to foster longer term and sustainable capacity enhancement at the institutional level.

Equipping of staff responsible for labour migration/free circulation in the respective RECs secretariats is a key element of the project. This is strategically necessary to ensure capacity, ownership and ongoing following by the entities that must assume the permanent oversight, promotion and supervisory responsibilities for good governance of labour migration to succeed in Africa.

A key strategic line for project implementation is ensuring coordination and complementarity with other existing labour migration governance initiatives in Africa. For coherency and effective stewardship of resources, relevant project activities will be interfaced and coordinated as appropriate with actions, including notably the 10th EDF EU-funded project addressing free movement of persons and migration, including labour migration in West Africa.

Dialogue has been established with the architects of the next implementation phase of the AU-EU Strategic Partnership Migration and Mobility programme, with a view to ensure complementarity of interventions. Other relevant actions in the region by the AUC, RECs, ILO and IOM will also be taken account of. The overall vision of this programme will facilitate a comprehensive approach in each REC by helping identify the full agenda and supporting actions not covered by other initiatives and potentially strengthening those that are.

The strategic thrust of the project main actions are as follows:

1. Strengthen effective governance of labour migration in Africa:

1.1 Increased domestication of key international standards on labour migration

Provide technical and promotional assistance for actions and campaigns on ratification of key international standards for labour migration governance: ILO C-97, ILO C-143 and the ICRMW; labour standards ILO C-87, C-181 and C-189, and ILO social security conventions C-102 and C-118.

1. Facilitate technical advisory services to support consideration of ratification.
2. Promote these instruments as foundations for migration policy frameworks

Normative references: Conventions cited; ILO Multilateral Framework on Labour Migration (MLF) part V

1.2 Increased domestication of key AU treaties of relevance to labour migration

Provide technical and promotional assistance for actions and campaigns on ratification of key AU treaties that have direct bearing on labour migration governance

1. Strengthen AUC capacities (Legal Office) to support consideration of ratification by member states.
2. Promote domestication in national law and incorporation in national development strategies
3. Promote cited AU treaties as references for regional migration policy frameworks and support harmonization across RECs

Normative references: Conventions cited

1.3. Free circulation regimes and coherent labour migration policies are elaborated and adopted by the RECs

1. Advocate for political will by governments to realize relevant Protocols by ratifying and adopting national implementing legislation, policy and administrative measures.
2. Promote and advise on the elaboration and implementation of national legislation and labour migration policy frameworks
3. Mainstream migration into employment, labour market and vocational training policies. Facilitate harmonizing labour codes in RECs

Normative references: Existing/emerging REC treaties, protocols and executive decisions in CEMAC, COMESA, EAC, ECCAS, ECOWAS, IGAD, and SADC; ILO-MLF parts IV, VII, IX

1.4. Enhanced capacity of labour institutions in RECs and national governments to carry out labour migration governance, policy and administrative responsibilities.

1. Obtain assignment of labour migration governance responsibilities to labour/employment concerned ministries, with designated focal points or units in labour institutions to address labour migration/mobility and to build institutions that help in poverty reduction and social protection
2. Encourage engagement of social partner organizations through training and capacity building for labour institutions and social partners on labour migration roles and activity.

Normative reference: ILO MLF part IV

1.5. Regional mechanisms for tripartite policy consultation and coordination on labour migration issues established and consultation and technical cooperation with other regions strengthened.

1. Convene national tripartite policy and administration mechanisms (select countries)
2. Strengthen REC tripartite consultative and coordination forums
3. Establish an AU specific consultative and advisory body on labour migration, with links to and communication with REC sub-regional forums/mechanisms

4 Effective regional mechanisms for **tripartite policy consultation and coordination** on labour migration issues established, and consultation and technical cooperation with other regions strengthened.

Normative references: ILO C-143 (involvement of social partners) and Social Dialogue and labour administration conventions, ILO-MLF part IV

1.6 Shared vision on role of collaborative governance in harnessing human mobility for achieving the SDGs fostered through Africa Human Development Report.

1. Heightened public awareness of human mobility interactions with sustainable development and role of governance in improving outcomes (public and stakeholder consultations)
2. Strengthened capacity and collaboration among African research institutions on migration (network of research institutions and international advisory group)
3. Improved evidence base for policy development and migration governance (series of background papers)
4. Increased public awareness and political will to address human mobility on the African continent in a collaborative fashion fostered through Africa Human Development Report launch and dissemination
5. Coalitions of stakeholder mobilized to take actions on HDR recommendations

2. Promote decent work for regional integration and development

2.1. Decent work for migrants with effective application of labour standards to migrant workers in recruitment and treatment promoted

1. Promote adoption and application of International Labour Standards, particularly those applying to places and conditions where migrants are working
2. Ensure adequate occupational safety and health (OSH) protection for migrants in all workplaces through extended capacity for labour inspection in sectors and workplaces where migrants are concentrated, making sure to "firewall" labour inspection from immigration control.
3. Support definition and implementation of national action plans against racism, xenophobia, and discrimination.

References: All International Labour Standards, ILO C-81 (labour inspection), CEACR rulings; and ILO OSH conventions C-155, C-161, and C-187 plus over 30 others on specific branches or specific risks. ILO Multilateral Framework parts I & IV.

*2.2. **Social Security** extended to migrants through access and portability regimes compatible with international standards and good practice*

1. Advocate for immediate unilateral measures to extend social security coverage and portability to migrant workers in both origin and employment countries. Promote wider implementation of ILO C-102 (social security) and C-118 (social security portability).

2. Support for regional efforts to incorporate and harmonize social security access in regional integration spaces through promotion of a social protection culture among labour migrants, especially rural and informal economy workers, and development of gender-sensitive policies on social security in the context of feminization of labour migration.

Normative references: UDHR, ICESCR, ILO C-102, C-118; ILO-MLF part VIII

2.3. *Harmonised policies to foster mobility of skills and better align skills with labour market needs are adopted in Africa.*

1. Take stock of existing initiatives such as the African Higher Education Harmonization Initiative and lessons learnt from the progress in some RECs such as ECOWAS.

2. Foster commitments at regional and national government levels for reform, renovation and expansion of technical and vocational education and training

3. Foster commitments to harmonize qualifications and training standards

4. Convene consultative processes with regional and national educational/training and accreditation entities regarding reform, renovation

5. Define processes and responsibilities for determining harmonized/compatible educational and qualifications standards

6. Facilitate dialogue, exchange and cooperation among training institutions and actors within and among RECs

Normative references: UNESCO Conventions; international occupational classifications, REC protocols.

2.4. *Enhanced collection, exchange and utilization of gender and age disaggregated data on migrants' economic activity, employment, skills, education, working conditions, and social protection.*

1. Undertake baseline assessment of existing data collection activities and content, actors, extent of interfacing, and capacity building needs.

2. Obtain agreement on utilization and phased implementation of international labour migration database indicators.

3. Establish data sharing and coordination among national institutions concerned, and encourage application of international statistical standards to obtaining data on labour migration

4. Interface data with relevant international labour market and labour migration databases

5. Support provision of competencies, training, and appropriate hardware & software

Normative references: International Labour Statistics Standards, ILO MLF part III

4.4 PROJECT ACTIVITY COMPONENTS

Specific Objective 1: **STRENGTHEN EFFECTIVE GOVERNANCE OF LABOUR MIGRATION**

Result 1.1: Increased domestication of key international standards on labour migration

International standards provide the essential normative base for legislation and policy on labour migration. Half of all AU member states have ratified at least one of the three core international Conventions on migration governance and migrants rights: ILO Convention 97 on migration for employment, Convention 143 on migrant workers (supplemental provisions) and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (IMRWC). However, half have not yet ratified any. Among countries that have ratified core instruments, domestication of international standards into national law, policy and practice is far from achieved.

As highlighted in the ILO Multi-Lateral Framework on Labour Migration, all International Labour Standards apply to all migrant workers. Several are especially noteworthy, including Conventions 87 and 98 on freedom of association and rights to collective bargaining, Convention 181 on regulating private employment agencies, and the recently adopted Convention 189 on decent work for domestic workers.

The extension of social security coverage to migrant workers and their families and arrangements for international portability of migrant contributions and benefits also require a sound and internationally compatible legal foundation, making wider adoption of ILO Convention 102 on social security and Convention 118 addressing portability core instruments for establishing national legislation and policy to extend social protection

This programme element is intended to provide technical and promotional assistance for actions and campaigns on ratification of key international standards for labour migration governance: ILO C-97, ILO C-143 and the ICRMW; labour standards ILO C-87, C-181 and C-189, and ILO social security conventions C-102 and C-118.

Core deliverables:

a-i) Conduct rapid assessments of possibilities and existing initiatives for ratification of Conventions in member countries of participating RECs. Based on assessments, identify priority target countries, specific instruments as well as actors supporting action to focus promotion on. Criteria for identifying focus countries include possibilities for rapid action and where ratification is anticipated to make a difference in policy and practice.

a-ii) Drawing on identification of country ratification of key instruments, assess extent of enactment of provisions in national law in select countries.

b) Based on assessments, determine advocacy and action strategies, and campaign approaches on ratification for target countries/instruments. Promotion may involve multi-stakeholder ratification committees, targeted 'lobbying', promoting media attention and supportive editorials, public education materials and support from public figures, institutions, social partners and civil society groups.

c-i, ii) Provide specific country advice and technical advisory services to concerned governments and legislatures on ratification procedures and implications and/or on domestication of standards in national legislation in line with ratified instruments

Result 1.2: Increased domestication of relevant AU treaties

A number of treaties and instruments adopted by AU member states are of direct relevance to legislation and policy on labour migration at the sub-regional and national levels. In particular, these include:

1. The African (Banjul) Charter of Human and People's Rights (1981), which lays out the fundamental rights to be enjoyed by all persons including equality before the law; freedom of association; and equal pay for equal work, as well as movement specific rights, such as the right to freedom of movement within the confines of one's country; the right to seek and obtain asylum; the right to leave any country and to return to one's country; and protection from arbitrary and mass expulsions.
2. The Abuja Treaty establishing the African Economic Community (AEC) (June 1991), which foresees the realization of free movement of persons at a continental scale;
3. The African Youth Charter (July 2006), which includes chapters specifically on education and skills development as well as employment and livelihoods for youth and calls on Member States to, among other, "Revitalise vocational education and training relevant to current and prospective employment opportunities and expand access by developing centres in rural and remote areas"; "Promote the equivalence of degrees between African educational institutions to enable the youth to study and work in State Parties"; and "Adopt preferential recruitment policies for African youth with specialised skills amongst States Parties".
4. The AU (Niamey) Convention on Cross-Border Cooperation (July 2014), which seeks to "promote cross-border cooperation at local, sub-regional and regional levels" and to "transform border areas into catalysts for growth, socio-economic and political integration of the continent". The Convention calls for the establishment of Regional Border Consultative Committees at the continental and RECs levels to support implementation.

Effective ratification and implementation of these AU treaties could go a long way in strengthening the governance of labour migration and the protection of migrants' rights in Member States. It is also critical for the AU to achieve its vision of a peaceful, prosperous and integrated continent as articulated in the AU's Agenda 2063.

Levels of ratification and domestication for the targeted instruments vary. Perhaps unsurprisingly, the 'youngest' treaty – the Niamey Convention – has so far received the lowest number of signatures and ratifications, yet it provides an important framework for guiding cross-border cooperation and addressing some of the bottlenecks that impede the practical realization of free movement agreements. Even where instruments are widely ratified, such as the Banjul Charter, they are not always effectively domesticated into national law, policy and practice.

The AU has identified four key factors that can explain low rates of ratification and implementation of AU Treaties and will be addressed as part of this programme, including:

- Lack of capacity within the AU to support treaty ratification:

Legal Counsel oversees ratification processes and, as part of its mandate to promote the ratification of AU treaties, the Office: holds an annual 'AU Treaty Signing Week'; publishes the status of ratification on its website; and submits a biennial report to the AU's Executive Council on the status of ratification. This confines the AUC to a monitoring and reporting role, rather than an entity empowered and capacitated to provide countries with tailored assistance and support in the process of ratification and domestication exemplified in the drafting of national implementing legislation. While the Office of Legal Counsel works closely with Member States on signing and depositing treaties, its capacities are not sufficient to engage in constant exchange and follow up - let alone the promotion of the various treaties – or to serve as a source of support to Member States on ratification and implementation.

- Fragmented approach amongst regional entities:

While the RECs serve as key building blocks for economic integration in Africa, cooperation between the AU and the RECs on the harmonization of legal frameworks is limited and remains a significant challenge. This risks wasting precious resources, contributes to overlaps, and creates significant gaps in the collaboration between these entities, which should be mutually reinforcing. Fostering a harmonized approach among the RECs, which are guided by AU agreements and principles, is expected to impact on relations within but also between the RECs and facilitate cooperation for human mobility, trade and human security in border regions.

- Diverse legal systems and mixed level of capacity for domestication at national levels:

No common standards exist for ratification, as different legal systems adopt varying constitutional, legislative and legal methods. The national procedure for ratification depends on the framework set in the countries' respective constitutions, its national laws and on levels of political will. Assuming, however, that the political will for ratification exists, lengthy and sometimes bureaucratic processes can still delay the ratification process. Similarly, capacity within government administrations concerning the domestication of international agreements is often low, as this may require significant legal capacity (beyond existing national law-making), and a solid understanding of regional processes and institutions. Committees and line Ministries tasked with pursuing ratification and developing subsequent legislation can either be challenged by a capacity gap or set their priorities differently.

- Low levels of awareness amongst general public of multilateral treaty processes and their benefits:

Levels of awareness amongst national civil society organizations and the general public is a missed opportunity for the AU and national governments. Increased knowledge and awareness of the multilateral treaties that have been signed by governments enables both civil society organizations (CSOs) and the general public to hold their governments accountable to deliver on these continental agreements. This, in turn, helps to create momentum for swifter ratification, thereby increasing the impact and relevance of AU treaties. Public knowledge and awareness of AU work can also serve to bridge the gap between the general public and AU operations at the political level.

Core deliverables:

a) Conduct rapid assessment of the status of ratification and domestication of targeted AU treaties and, in consultation and coordination with programme partners, identify priority regions and target countries for the promotion of specific instruments so as to realize synergies with other programme components. Build advocacy coalitions and strategies for public education and targeted 'lobbying', which may involve multi-stakeholder ratification committees, promoting media attention and supportive editorials, public education materials and support from public figures, institutions, social partners and civil society groups.

b) Strengthen the capacity of the AU Legal Counsel in providing country support: Set up a dedicated support structure within the Office of Legal Counsel, allowing Member States to tap into knowledge and capacities to accelerate treaty ratification and focus on implementation. This support structure could include: i) a focal point system within the Office of Legal Counsel charged with increasing the level of exchange on progress and bottlenecks; ii) the development of a "Toolkit" that sets standards for ratification and domestication, and which offers guidance on addressing specific challenges; iii) services for proper translation of legal texts into AU official working languages and training for Member States on legal drafting; iv) a monitoring and evaluation mechanism; and, v) the development of an open data tracking and visualization tool that will also be used for monitoring and outreach; vi) facilitation of South-South peer-learning among member states.

c) Facilitate harmonization of legal frameworks between the AU and RECs through annual collaborative dialogue between the Legal Advisers of the AU and RECs.

Result 1.3: Free circulation regimes and coherent labour migration policy elaborated, adopted and implemented in the RECs (Regional Economic Communities)

Obtaining integration and development benefits through labour and skills mobility requires the real implementation of REC legal and policy instruments on free movement. However, relevant REC instruments remain only partially ratified or implemented by Member States in ECOWAS and CEMAC. Full implementation of the free circulation provisions of the EAC Common Market is hampered by national restrictions and absence of compatibility between national social security systems in member countries. Recent free movement instruments in COMESA and IGAD have not been adopted by member states. SADC adopted a Protocol on the Facilitation of

Movement of Persons in 2005 that is still pending the minimum number of ratifications for implementation. In 2014, a SADC Labour Migration Policy Framework was adopted by Ministries of Labour which, among other things, caters for the development and harmonisation of national labour migration policies.

This result area aims to advance the implementation of existing REC free movement regimes, and to encourage elaboration and adoption of similar regimes in RECs currently developing these. Specific activities are undertaken to support ratification and implementation of regional instruments, policies and guidelines in Member States. Sensitization strategies will be elaborated to encourage decision makers' as well as public support for implementation.

The Ouagadougou 2004 Plan of Action urges the harmonization of labour and social security, and of investment legal frameworks. This should be completed with harmonization of frameworks for education and skills acquisition systems. All together these constitute essential and indispensable platforms for better regulation and administration of labour migration within and between the regions. An important element addresses harmonizing labour codes.

Intermediate Results:

1.3.1 Facilitate ratification of free movement regimes

1.3.2 Elaboration or strengthening of national labour migration policy frameworks

1.3.3 Progress in harmonization of labour codes in RECs

Result 1.3.1 Facilitate ratification of free movement regimes

Core deliverables

a) Obtain baseline reviews of status or conduct as needed rapid assessments of ratification and implementation of the REC instruments in EAC, ECCAS/CEMAC, and ECOWAS, to identify progress, gaps and impediments to full implementation in the respective member states, as well as addressing gaps in implementing the African Union policy instruments.

b) Obtain state of play status reports on development of REC regimes in COMESA, IGAD, IOC and SADC.

c) Establish free movement regime implementation monitoring and evaluation mechanism for each respective REC (ECOWAS covered by EU-EDF/IOM project)

d) Based on assessment findings in each REC, provide technical advisory services on legislation, institutional, and practical implementation of REC regime (EAC and ECCAS/CEMAC; ECOWAS covered by EU-EDF/IOM project)

e) Develop and implement regional sensitization and promotion strategies for implementation of free movement regime. Activity includes development of public information tools (website postings, brochures, TV and radio and press messages, posters, etc) targeted to needs identified in the baseline assessment; translation of tools into REC official languages; and dissemination in partnership with ministries, employer and trade union federations, and civil society organizations.

e-i) Development of basic public information tools (website – hosted at PSU, basic blueprint/model materials for use in various RECs)

e-ii) Development, translation, dissemination of information tools (brochures, media messages, posters, etc) specific to/for each REC

f) Organize two region-wide technical training seminars per REC (over 4-year period) on implementation/operationalization of free movement regimes (ECOWAS covered by EU-EDF/IOM project) for national focal point officials engaged in promotion of implementation of the relevant Protocols or instruments and their accompanying measures.

g) Commission policy-oriented studies in each REC on key aspects of free movement of persons and migration in the region as per priority needs identified; research recommendations to be shared through respective regional labour migration consultative mechanisms.

h) Commission study (with recommendations) early in project on issues of overlapping/ competing/parallel regional processes and constraints and prospects for achieving Africa-wide compatibility (harmonization) among REC circulation regimes.

i) Provide technical advice and promotional support to national legislative bodies via specific concerned committees as appropriate towards obtaining legislative changes to ensure conformity with regional instruments.(included in 1.1 c above)

j) Provide training for legislators and administrators (one day seminars at parliament in selected concerned countries), (ECOWAS under EU-EDF IOM project)

Result 1.2.2: Regional free movement regimes and labour migration policy frameworks elaborated

Core deliverables:

Support preparation and adoption of National (Labour) Migration Policy Frameworks in four selected member countries in each REC

a-i) Provide training and policy and process advisory support to support national stakeholder policy development processes

a-ii) Expert technical support to national Labour Migration Policy drafting and revision

★ Policy development processes involve government, social partner and civil society stakeholders and promote mainstreaming migration as a 'whole of government' concern, including re development frameworks.

★ The processes draw on experiences of drafting labour migration policy frameworks in Nigeria, Zimbabwe and elsewhere.

★ National policy processes involve convening policy consultation/training seminars to interface and facilitate full participation and ownership by all concerned stakeholders.

b) Support elaboration of REC regional labour migration policy frameworks which can serve as guides for respective national frameworks. The regional frameworks may include guidelines for member country national migration policy development. Provide for expert technical, process and drafting support for each REC policy development.

Result 1.2.3: Harmonized labour codes in selected RECs

Core deliverables on 1.2.3:

a) Conduct comparative assessments of REC member national labour legislation and labour codes to identify compatibilities and divergences in view of International Labour Standards, relevant REC instruments and comparability among REC member states. These will be conducted where there are no existing sub-regional studies; a regional synthesis report and conclusions will be obtained for each REC.

b) Provide expert labour law technical advisory services in REC member countries as per needs and responses identified in the respective comparative assessment. (Presume ILO expertise is most appropriate)

c) Organize at least one regional training consultation exercise in each REC to facilitate contact and coordination among concerned national focal points to facilitate harmonization processes. Specific tasks comprise:

- ✦ Developing the content and curriculum for the training exercises.
- ✦ Planning and preparing at least 1 specific training event in each REC
- ✦ Setting criteria and identifying participants
- ✦ Arranging and overseeing the training events

Result 1.4: Labour institutions and social partners are strengthened for enhanced labour migration governance, policy and administration

The fourth result of the Governance Component of the project aims to strengthen the necessary core involvement of labour institutions in labour migration governance, policy and administrative responsibilities. A major deficit in national engagement on implementation of labour and skills mobility and requisite REC free circulation regimes is the absence of the government institutions with the relevant competences and responsibilities for labour and skills, labour markets, industrial relations, enterprise development, productivity, social dialogue, etc. Capacities in general and specifically on labour migration/mobility of these key national institutions in RECs require strengthening.

First, the project will enhance the engagement, capacity and ownership by national labour/employment ministries on labour migration. Areas of attention include labour migration data collection and analysis and evidence-based policy development, supported by project Component 2.4; policy formulation, implementation and evaluation; the multiple areas of administration such as labour market measuring and forecasting, technical and vocational skills formation, recognition of qualifications, labour inspection, etc., supported by the complementary project elements. Attention will be given to identifying and training responsible focal points in both concerned Ministries and social partner organizations to promote requisite institutional engagement, competence and continuity.

All activities aim to promote and support implementation of regional instruments, policies and approaches referred to under Component 1.2 above, obtaining decent work addressed in component 2.1, and to ensure informed engagement with the tripartite dialogue and coordination mechanisms developed under component 1.4 below.

Intermediate Result:

1.4.1 Expanded roles and activities of labour/employment concerned ministries and agencies in labour migration governance responsibilities, with labour migration focal

points established in labour institutions. Enhanced capacity and training of labour institutions and social partners on labour migration and circulation regimes

1.4.2 Expanded engagement of national social partner organizations on labour migration.

Core deliverables on 1.4.1: Expanded roles and activities on labour migration governance responsibilities by labour/employment concerned ministries.

a) Conduct a rapid assessment baseline survey across each REC to identify existing activity, engagement and/or lacuna of involvement on labour migration governance and administration, by national labour institutions, including labour ministries, departments and services dealing with employment, labour and related issues, and prioritize needs for advisory services and training.

✦ The survey will assess overall knowledge and capacity building needs on labour migration, take into account institutional mandates, capacities, challenges and resources, and identify coordination mechanisms and collaboration practices.

✦ Primary focus will be on ministries responsible for labour and employment; national public employment services and other distinct labour-related agencies may be included as relevant.

✦ Survey will identify and prioritize needs for expanded involvement and for technical competencies needed to effectively carry out responsibilities, on country-by-country basis in respective RECs. The assessment and this identification of prioritized needs will serve to orient the training in Activity 1.5.

b) Provide expert advice, counsel and training sessions, selected countries, on enhancing labour migration policy and administrative roles, responsibilities of labour institutions.

c) Advocate and facilitate participation by delegates from labour institutions in REC, regional and international migration policy dialogues and forums.

d) Identify an 'inventory' listing of existing labour migration/free circulation focal point contacts and/or assigned units in the national labour/employment ministries and labour institutions in each REC, and cross reference with rapid assessment data on labour institution architecture and activity on labour migration and free circulation.

e) In each REC, identify an outreach strategy to obtain designation of focal point contacts and responsible units in labour ministries and other relevant labour institutions where not yet established. The strategy should identify training needs for focal points and incorporate them in overall project training activities.

Action to be delivered on 1.4.2: Expanded engagement of national social partner organizations engaged on labour migration.

a) Compile an inventory of existing national trade union and employer federation policy commitments, activities, mechanisms and focal points explicitly addressing migration, mobility and free circulation.

b) In close coordination with tripartite activities of Component 7 and training elements 6.4 and others, determine an outreach strategy and training programme modules in each REC to support policy and practical engagement of the

representative national employer and union organizations (training modules integrated in activity 1.4.4 training plan below).

c) Support specific attention to, action on and formulation of policy and practical action recommendations by national as well as regional employer and trade union organizations on relevant concerns of free movement and related economic, labour and enterprise promotion issues; this to be coordinated with supporting development of national and regional tri-partite mechanisms on labour migration in Component 1.5.

d) Develop and implement a comprehensive training plan with a tripartite integrated approach for national focal points and other concerned officials and technical staff of labour institutions, employer organizations and trade unions, within and across RECs.

✈ (d-i) comprises design of course approach and methodology, preparation of specific training curricula and materials to be utilized in the various project training activities, as well as preparing and servicing the training events.

✈ (d-ii) Four training exercises are foreseen for each concerned REC in order to accommodate representative participation from all concerned member countries and to offer continuing capacity development over the four-year project period.

✈ Will be organized in cooperation with Africa regional trade union/employer training entities and ILO-ITC Turin

✈ The content of trainings will include modules on competencies and capacities on free movement and skills/labour mobility governance; labour migration data collection, analysis and policy application; international and regional legal standards and legislation; labour/labour migration administration; migrant protection and decent work; social protection and social security; labour and skills assessment; employment demand, and planning; etc.

✈ Specific modules will address social partner specific issues, social dialogue on migration, and roles of social partner in policy and programme formulation, implementation and evaluation.

✈ Specific trainings for employer and union participants may be organized.

✈ Certain training events will be utilized as validation reviews of project research and recommendations.

Result 1.5: Effective regional mechanisms for tripartite policy consultation and coordination on labour migration issues, and consultation and technical cooperation with other regions are established.

The absence of tripartite dialogue, cooperation, and coordination on labour migration law, policy and practice across Africa remains a major hindrance to development and implementation of coherent, stakeholder-owned, and therefore effective policy and practice.

While tripartite social dialogue mechanisms exist in a number of countries, there are very few national level mechanisms on labour mobility and migration concerns. Only two RECs have mechanisms which are used to foster tripartite discussion of migration issues. There is no dedicated space at the Africa-wide level for tripartite

policy exchange, dialogue, coordination or harmonization on migration and labour and skills mobility.

Experience in the region and elsewhere shows that without specific, dedicated spaces properly convened and serviced, the specific dialogue among knowledgeable specialized actors in ministries of labour/employment, employers organizations and trade unions does not happen. This component aims to remedy this serious lacuna by supporting, facilitating and where needed convening specific mechanisms for tripartite exchange and coordination on labour migration. These will be developed at national, REC and continental levels, in consultation with existing mechanisms for social dialogue.

These mechanisms will promote both intra- and inter-RECs cooperation by facilitating dialogue, exchange and technical consultations among the respective social partners as well as REC secretariats and the respective oversight mechanisms for regional circulation/mobility regimes.

At the regional level, the tripartite forum would facilitate and service as appropriate labour migration-related agenda items and discussions at the AUC-RECs annual coordination meetings, the Pan-African Parliament, the AU Specialised Technical Committee on Social Development, Labour and Employment (STC-SDLE) and other AU statutory bodies and meetings. It should also reinforce information sharing and coordination between the RECs and the AU as well as the AU and other continental bodies like the EU.

It is expected that this effort will consolidate an ongoing structured and results-oriented dialogue on migration among social partners and relevant government entities, namely ministries of labour/employment. This dialogue will support and facilitate national and regional governance of free movement and migration and enhance the adoption and implementation of regional instruments and policies.

Intermediate Results

1.5.1 National tripartite policy and administration mechanisms on labour migration convened in concerned countries

1.5.2 REC tripartite consultative and coordination forums on labour migration established or strengthened

1.5.3 AU consultative-advisory body on labour migration established with links to REC forums/mechanisms

1.5.4. Results based dialogue and consultation undertaken with other regions

Core deliverables on 15.1: National tripartite policy and administration mechanisms on labour migration convened in concerned countries

a) Conduct an inventory of existing national tripartite mechanisms addressing labour migration;

✦ In concerned countries identify focal point officials in the representative national employer and trade union federations and ministry of labour/employment;

✦ Assist focal points to develop terms of reference and organize and

b) Convene initial tripartite meetings; provide guidance and support to developing agendas, work plans and road-maps for ongoing tripartite consultation, policy and legislative advocacy, and participation in implementation of labour migration and free

circulation policies, programmes and administration. Similar support provided to tripartite mechanisms on labour migration in countries where they already exist.

Core deliverables on 1.5.2: REC tripartite consultative and coordination forums on labour migration established or strengthened.

- a) Assess existing REC level social dialogue/tripartite consultative mechanisms to identify where, or potentially where, existing structures address labour mobility/migration;
- b) Define with the appropriate tripartite actors: terms and modalities for a specific REC mechanism where non-existent to substantively address labour and skills migration/mobility;
- c) Support focal point officials/institutions in representative RECs to convene REC level tripartite mechanisms (where mechanisms non existent); provide guidance and support to agendas, work plans and road-maps as well as delegate participation, in COMESA, ECCAS/CEMAC, and IGAD. (Mechanisms already existent in EAC, ECOWAS, and SADC)
- d) Provide guidance and support to defining agendas, work plans and roadmaps for ongoing tripartite consultation as well as for REC policy and legislative advocacy on labour migration/free circulation; and
- e) Assist in ensuring tripartite and social partner participation in implementation and monitoring of free circulation legislation, policies and programmes.

Core deliverables on 1.5.3: AU tripartite consultative-coordination body/mechanism on labour migration established with links to REC forums/mechanisms.

- a) Compile inventories of REC level and national tripartite consultative mechanisms addressing or potentially addressing labour mobility/migration;
- b) Define with appropriate regional tripartite actors the terms and modalities for the specific Africa regional tripartite mechanism addressing labour and skills migration/mobility; Provide guidance and support to define the agenda, participation, work plans and road-maps for ongoing Africa regional tripartite consultation as well as for AU-wide policy and legislative advice and advocacy on labour migration/free circulation;
- c) Assist in supporting tripartite participation by delegates from REC mechanisms and from national mechanisms/representative organizations as appropriate, in the meetings of the Africa tripartite consultative-advisory body on labour migration;
- d) Identify modalities of tripartite mechanism linkages, consultation and cooperation with AU-ECOSOCC, LSAC, the Pan African Parliament, the AUC-RECs annual coordination meetings, and other AUC Commissions and meetings.
 - Development by this regional tripartite consultative-advisory body of an Africa regional policy and action 'road-map' on labour migration and free circulation may be proposed.

Core deliverables on 1.5.4: Results based dialogue and consultation with other regions.

- a) Establish contact and exchange of information with relevant regional organizations and RECs in other regions with free movement/labour mobility regimes

b) Organize, co-convene and service consultations with staff/officials/experts responsible for labour migration/free circulation in relevant regional organizations/RECs in other regions to exchange knowledge, experiences and good practices.

✦ A minimum of four such meetings among a limited number of specialist officials is anticipated, with, as possible, entities in Asia, Caribbean, Europe, Gulf States and South America.

✦ Contacts and dialogue with counterparts in ASEAN, CARICOM, Council of Europe, the EU, GCC, MERCOSUR, and OAS may be anticipated.

Result 1.6 Africa Human Development Report on governing human mobility for sustainable development

The global Human Development Report is UNDP's annual flagship publication. Independent in its analysis, it usually receives worldwide media attention and has influenced political discourse and policies on development over the past three decades, including in the area of migration and development. The 2009 Human Development Report entitled 'Overcoming barriers: human mobility and development' highlighted the large benefits that migrants stand to reap from moving, as well as the disproportionate effects that obstacles to mobility have on the poor and low-skilled, who have the most to gain.

UNDP prepared its first Human Development Report for the African continent in 2012 (previous HDRs focused on Southern Africa). UNDP proposes to dedicate the next Africa HDR to the topic of 'governing human mobility for sustainable development', dovetailing with the adoption of the 2030 Agenda for Sustainable Development and the inclusion of migration, migrants, and displaced persons in the Sustainable Development Goals (SDGs).

The report offers the chance to contribute to charting a path towards the realization of SDG commitments – such as target 10.7 “facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies” – by bolstering the case for collaboration and collective action on migration in Africa. Coming to the SDGs through the prism of human mobility, it will examine the ways in which this lens challenges traditional ways of ‘doing business’ in development, forcing states and development actors to think and work transnationally and to address the ‘geographies of inequality and marginalization’ within and across state territories that underpin much of today’s movements. The report will address the political challenges involved in mustering a regional approach to migration and mobility, and discuss some of the trade-offs that arise in accommodating security vs. economic development vs. human rights related interests and concerns with a view to clearly articulating the sustainable development gains and economies of scale that arise from enhanced cooperation and joint investments. Areas for exploration include: harmonization of documents (such as biometric identity to facilitate visa-free travel across the continent) and of legal frameworks, standards and policies on labour migration; joint mechanisms for skills development (such as regional centres of excellence), and investments in border management and cross-border cooperation; burden sharing and solidarity in the face of massive protracted displacement;

infrastructures for peace and early warning; and cooperation on consular protection and migrant resource centres on the continent.

The conceptualization of and data collection for the Africa HDR will be closely coordinated with other programme results areas, especially those related to the Skills for Africa Initiative and efforts at improving and harmonizing data collection on labour migration (results 2.3 and 2.4).

The main expected contribution of the HDR in the context of the JLMP is to generate public and political debate about the benefits of free movement on the continent; inspire a shared vision of priorities and objectives and momentum for cooperation among AU Member States, RECs and relevant non-governmental stakeholders; and galvanize coalitions of interested and committed Member States and stakeholders to make progress around concrete recommendations dovetailing with the activities of the programme.

Intermediate results:

1.6.1. Heightened public awareness of human mobility interactions with sustainable development and role of governance in improving outcomes (public and stakeholder consultations)

1.6.2. Strengthened capacity and collaboration among African research institutions on migration and displacement

1.6.3. Improved evidence base for policy development and migration governance

1.6.4. Increased public awareness and political will to address human mobility on the African continent in a collaborative fashion

1.6.5 Coalitions of stakeholder mobilized to take actions on HDR recommendations

Core deliverables:

For 1.6.1: Public and key stakeholder consultations organized, including with migrants, displaced persons, business, local and national governments, regional organizations, development partners, diaspora groups etc. The consultations will serve to collect data; test assumptions and recommendations; and identify priorities. UNDP will draw on its experiences using social media for large-scale public consultation campaigns such as in the run-up to the Rio+20 Summit, in the formulation of the post-2015 development agenda ('World We Want') and in preparation for G20 summit meetings to design appropriate engagement strategies for various target groups and audiences.

For 1.6.2: Network of African research institutions and international advisory group established to undertake research for the report and review findings.

For 1.6.3: Series of background papers produced and vetted by advisory group and through stakeholder consultations

For 1.6.4: Africa Human Development Report launched and disseminated through a variety of media channels, public events, and targeted promotion with institutional stakeholders across the continent

1.6.6 Follow-up projects and initiatives identified and initiated: Conceptualization of, and stakeholder mobilization for, concrete initiatives following-up on HDR

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recommendations will be undertaken during the report development phase with a view to ensuring a direct transition from advocacy to action. This will include linking report recommendations to some of the foreseen JLMP activities and results, such as the Africa Skills Initiative.

Specific Objective 2: PROMOTE DECENT WORK FOR REGIONAL INTEGRATION AND INCLUSIVE DEVELOPMENT

Result 2.1: Decent work for migrants with effective application of labour standards to migrant workers in recruitment and treatment promoted

This result area addresses a core concern. Available research data and anecdotes show that migrant workers across Africa as elsewhere face a prevalence of sub-standard, abusive employment relations and conditions of work – this despite formal commitments to international standards made by a large number of African States. Migrants tend to be concentrated in 3-D – dirty, dangerous and degrading jobs and/or in informal work without protection. Regulation on working conditions, occupational safety and health and employment relations is weak at best, and labour inspection is largely absent. Unions and other mechanisms for collective self-defence often don't reach migrant workers. At worst, as recent crises in several countries demonstrate, migrants are the first victims of xenophobic violence with attacks on and killings of migrant workers and their families.

Ensuring protection for migrant workers and family members is a fundamental concern of all Africa-wide and many REC policy commitments; it is at the heart of the first chapter of the 2006 AU Migration Policy Framework. While legal and policy commitments have been adopted by many States across Africa, much needs to be done to support and monitor realization of Member States' protection of migrants' rights within the framework of international and regional standards. Institutional Capacity, personnel training, and technical support for implementation of international and national law on human and labour rights protections is urgently needed at all levels, in particular among the labour institutions and actors.

The result addresses major migration concerns and institutions heretofore largely unaddressed in migration cooperation and capacity building: application of labour standards to migrant workers, enhanced workplace protection and effective labour inspection reaching migrants, challenging discrimination, and combating xenophobia. It seeks to expand adoption and application of relevant international labour standards, to extend occupational safety and health protections, to provide support, guidance and training to labour inspectorate services, to address specific risks and situations faced by migrant workers, and to generate and support public education discourse, activities and campaigns to prevent discrimination and xenophobia against migrants at local, national and regional levels.

Intermediate Results

2.1.1 Increased adoption and application of International Labour Standards on recruitment and conditions for migrant workers

2.1.2 Extended capacity for labour inspection where migrants are concentrated.

2.1.3. Developed national action plans against discrimination and xenophobia in selected countries

Core deliverables on: 2.1.1 Increased adoption and application of International Labour Standards on recruitment and conditions for migrant workers

a) Conduct rapid REC overview inventory assessments identifying member country ratification of key labour standards concerning migrant worker protection at work (listed in the ILO Multilateral Framework on Labour Migration); the assessment should obtain basic data on state of play of recruitment, labour inspection, OSH, and any specific attention directed to migrant workers and/or worksites where migrants may be prevalent

b) Elaborate advocacy and action strategies with local stakeholders to promote application of ILS in concerned countries;

c) Provide advisory services and technical support to effective implementation as needed.

d) Identify priority countries and elaborate advocacy and action strategies with public health; labour inspection and social partner stakeholders to promote enhanced OSH protection for workers both migrant and national in concerned countries.

e) Provide advisory services and technical support for labour standards and OSH promotion and implementation activities as needed and requested.

Core deliverables on 2.1.2: Extended capacity for labour inspection where migrant workers are concentrated, especially in rural and informal sector workplaces.

a) Based on survey findings regarding state of play of labour inspection and countries where attention is or is not paid to the specificity of migrant worker situations, identify priority countries for support to expanding commitment, attention, and capacity to supervision of migrant worker protection.

b) Determine REC plans to provide advocacy, training and technical guidance in extending specific labour inspection attention for migrant workers' protection as appropriate.

c) Organize two specialized training activities in each REC region on extending labour inspection attention to migrant workers. Specific steps include:

- Developing the content and curriculum for the training exercises
- Planning and preparing 2 specific training events in each REC
- Setting criteria and identifying participants
- Arranging and overseeing the training events
- Supporting participation by responsible officials from countries.

Core deliverables on 2.1.3: Developed national action plans against discrimination and xenophobia in select countries

a) Draw up an African model national action plan on discrimination, xenophobia and equality of treatment, based on the Durban World Conference Programme of Action recommendations, existing national models and national state of play assessments of conditions, legislation and policy. Based on assessments and REC stakeholder inputs, identify 6 priority countries to propose national development of action plans.

- b) Provide support, encouragement, advisory services and technical cooperation for defining and initiating processes of national consultations, elaboration and eventual enactment of national action plans.
- c) Organize at least one training seminar in each REC for core action plan promoters in the concerned countries, ensuring representative participation from concerned government agencies, social partners, and engaged civil society and migrant organizations.

Result 2.2: Social Security extended to migrant workers, access and portability regimes compatible with international standards and good practice established in all RECs

Legal and social protection mechanisms and their application are crucial pillars to effecting free movement of people across Regional Economic Communities. The majority of Member States have ratified relevant international instruments on protection of rights of migrants and refugees. Implementation by ratifying States of international protection standards and national legislation remains inadequate to assure protection of migrants and refugees in practice. The AU Social Policy Framework of 2008 recommends regional integration and collaboration of social security schemes in Africa to ensure portability of social security rights and benefits of labour circulation, developing labour market data and information on migration flows.

The extension of access to and coverage by social security for migrant workers, and of international portability of contributions and benefits, is a key pillar of enabling free movement to work, particularly for migrants and their families. Access to social security is a universal right, but often denied to workers employed outside their country of citizenship due to nationality restrictions on participation and/or non-portability of earned contributions and benefits. These benefits include old age income as well as health, disability and other social protection coverage. Non-transferability represents denying migrant workers social protection if and when they return 'home,' and imposes significant uncompensated costs on home country governments.

Relevant ILO Conventions 102 and 118 establish standards for social security coverage and international portability, as noted above. Elaboration of regional instruments on social security such as the recent ECOWAS General Convention on Social Security are major steps towards obtaining common and compatible approaches in each region. However, only two RECs, ECA and ECOWAS, have regional instruments on social security effectively addressing migrants in their free circulation regimes.

Furthermore, the ILO Conventions and regional instruments need to be adopted by Member States, compatibility achieved among different systems, and data harmonized in order for social security to be accessible and transferable for migrant workers in or returning to Africa. Project activity will build on precedent ILO and REC actions to obtain progress in these long-term efforts.

In particular, steps will be taken to facilitate dialogue, consultation and eventual cooperation among the national social security administrations in each REC as a key step towards obtaining the compatibilities and collaboration necessary for migrant access and portability across the respective regions. The process will include

studies and policy dialogue among the relevant administrations and experts as well as through the competent sub regional decision-making bodies. Studies produced by the ILO Project "Strategies for Extending Social Security to Migrant Workers and their Families from and within Africa" (2008-2011) serve as building blocks for strengthening policies and strategies. Technical cooperation mechanisms will be established between social security institutions and mechanisms in respective countries of concerned RECs.

Intermediate Results

2.2.1. Unilateral measures extending social security coverage and portability to migrant workers enacted in origin and employment countries. Consultations established among national social security administrations in select RECs, and increased ratification and implementation of ILO C-102 (social security) and C-118 (social security portability) conventions.

2.2.2. Enhanced REC incorporation and harmonization of social security access in regional integration spaces

Core deliverables on 2.2.1: Unilateral measures extending social security coverage and portability to migrant workers enacted in origin and employment countries. Consultations established among national social security administrations in select RECs, and increased ratification and implementation of ILO C-102 (social security) and C-118 (social security portability) conventions.

a) Conduct REC overview assessments of national social security legislation, schemes and administrations, regarding conditions of and barriers to access, coverage and portability of social security applicable to migrant workers, in view of relevant ILO Conventions and assessing the degree of consistency of social security legislation between countries and with existing regional frameworks (such as the ECOWAS General Convention on Social Security) in each REC.

✦ The assessments should identify standard unilateral measures applied or that could be applied to enhance coverage in the short terms.

✦ The assessments should identify for each REC a country by country listing of legislative adjustments and administrative measures to permit REC member nationals social security access, coverage and portability in other member States, and determine a strategic plan of action to advocate for and support identified changes through advisory services and technical cooperation.

✦ The assessments would also devise an REC level strategic plan of action to facilitate regional compatibilities if not harmonisation.

b) Conduct a rapid assessment of ratification situations of ILO Conventions 102 and 118 including data on recent initiatives for parliamentary action, reasons for inaction and identification of actors supporting action. Based on the assessment, determine countries where action is feasible and define together with national actors plans of action to promote adoption and implementation of standards in legislation and practice. Provide advisory services and technical assistance to support implementation as needed.

✦ Based on regional and national assessment findings, provision of targeted advisory services and technical assistance can be foreseen to facilitate adoption of instruments to extend social security access, coverage and portability for migrants.

Core deliverables on 2.2.2: Enhanced REC incorporation and harmonization of social security access in regional integration spaces.

a-i) Identify concerned actors, including national social security institutions, ministries of labour, social partners and concerned civil society organizations, and determine a representative working group in consultation with stakeholders.

a-ii) Co-convene REC level working groups including tripartite participation, with relevant REC unit and provide support; support will comprise providing models and references, convening meetings and preparing drafts for consideration in close coordination with the relevant REC units and staff.

b) REC country assessments of legislation and administrative systems to formulate legislative adjustments and administrative measures necessary for intra-REC social security cooperation and coordination on coverage and portability. 5 surveys (average) per REC across 6 RECs concerned.

c) Convene regional (REC) meeting spaces among the respective national social security administrations for dialogue and coordination on migration and mobility issues, particularly migrant access to and portability of social security.

- These meeting spaces will build on working group (activity a-1 and a-ii) outputs to apply recommendations and mobilizing dialogue and cooperation directly among different national social security systems among REC member countries, towards:

- Harmonization of social security data and procedures among REC Member States social security institutions to facilitate exchange of data and verification of entitlements and payments and inter-country transfer of entitlements.

Result 2.3: Harmonised policies to foster mobility of skills and better align skills with labour market needs are adopted and implemented in Africa.

Africa is characterised by growing gaps between skills needed by employers and by development imperatives versus the actual numbers and types produced in the region. This parallels acute and growing global shortages of skilled workers; a predicted deficit of 45 million technical- and vocational-skilled in developing countries by 2020 will largely affect Africa. Existing training across the continent often provides inappropriate, obsolete or inadequate skills and qualifications to a small proportion of the available and needed youth. Furthermore, restrictions on mobility and inadequate implementation or non-existence of REC free movement regimes impede linking existing skills to markets and employers. A major issue across Africa and within RECs is non-recognition and non-compatibility of skills, educational and experience qualifications, that waste existing potential, reduces productivity and frustrates employers in obtaining the skills they need to do business.

No other regional or global institutional body is tackling these huge, inter-related and vital challenges to making Africa work and develop. This component takes initial steps to spur renovation and renewal of technical and vocational education and training on the continent and to initiate consultative stakeholder processes on obtaining international recognition, compatibilities and harmonization of occupational qualifications and training standards. This effort is inspired by the success of the higher education components of the Migration-Mobility-Employment-Education (MME) action plan (2010-2013) under the AU-EU Strategic Partnership. This initial impetus recognizes that upgrading Technical and Vocational Education and Training (TVET) and harmonizing standards across Africa are immense, complex and long

term efforts, requiring promotion, coordination and support efforts beyond the scope and capacity of this project.

This element will be defined and branded as the Skills for Africa Initiative to stimulate meeting emerging and future technical, vocational, trade, professional and scientific skills needs by expanded Technical and Vocational Education and Training in the region. The initiative will adapt emerging forecasting methodologies and conduct pilot studies in African countries to identify current gaps as well as trends and likely future needs for skills. It will identify gaps and indicate priorities for training and education, and promote updating, reform and new initiatives in government ministries, educational administrations and training institutions (public and private) to better meet skills needs in both quality and quantity. This promotion will include facilitating knowledge exchange and training events for relevant stakeholders, in cooperation with professional and technical networks, regional institutions and observatories. The ultimate aim is to improve employability and employment in Africa.

Complementing the Skills for Africa initiative, a harmonization of qualifications initiative will organize and stimulate processes seeking common standards and approaches to recognition of skills and qualifications across the different RECs and across Africa as a whole. Following on progress of the MME African Higher Education Harmonisation and Tuning, this Initiative aims to establish a region-wide effort obtaining transnational recognition of skills qualifications and training certificates in Africa. The initiative will explore application and implementation of a Quality Rating Mechanism and 'tuning' approaches to the hundreds of occupational categories and specialties required in contemporary economies. Establishing transnational recognition and transferability will usually depend on identifying each occupation or job category's generic competences, transferable skills, knowledge base and quality standards, as well as identifying respective approaches to training, learning outcomes, assessment and so on. This initiative will mutually inform the Skills for Africa initiative. Both of these initiatives expect support from and cooperation with relevant international institutions, in particular UNESCO, as well as social partners.

Intermediate Results

2.3.1 a) Established consultative processes among regional and national educational/training and accreditation entities;

b) Commitments for updating and expansion of technical and vocational education and training and for addressing skills – education mismatches.

a) Defined processes for obtaining harmonized/compatible or mutually-recognized occupational qualifications, training and experience in select RECs;

b) Adoption of REC and national legislation, policy and administrative measures to implement harmonized qualifications and training standards.

a) Pilot assessments of current skills needs and job matching opportunities

b) Pilot forecasting data on trends and future skills and labour needs in select countries

Core deliverables on 2.3.1: Skills for Africa consultative processes established among regional and national educational/training and accreditation entities with commitments at regional and national government levels for updating and expansion of technical and vocational education and training.

a) Identify in each REC the key regional and national governmental institutions and agencies, accreditation bodies and professional organizations, as well as social partner experts concerned with defining, supporting and delivering vocational and technical education and training (VTET).

b-i) Identify a select number of technical and vocational occupations in demand among migrant workers; research relevant databases and surveys to identify with quantitative and qualitative indications the technical and vocational occupations prominently represented among migrant workers.

b-ii) Conduct a comparative assessment of existing qualifications and vocational and technical training and education (VTET) training and recognition systems for the selected occupations in RECs, with reference to international occupational definitions.

✦ Identify, summarize, compare and assess existing qualifications and vocational and technical training and education (VTET) training and recognition systems and mechanisms

✦ Studies may be defined by sector system and/or by occupational categories.

✦ Determine options for enhancing compatibility of standards and measures for selected categories on a regional basis, in dialogue with similar initiatives in other RECs.

✦ Elaborate proposals for developing vocational and technical standards compatibility for RECs with Africa-wide consultation to facilitate eventual continent-wide harmonization of qualifications recognition standards.

✦ Identify and recommend measures to enable labour migrants to have access to training programs when their credentials and skills are not recognized in the destination countries.

c) Identify any complementary existing initiatives at REC and Africa regional levels to ensure coordination.

d) Identify model approaches, relevant experience in Africa, Europe and elsewhere, formulate strategic options, prepare initial formulations for needed activity and action plans.

e) Prepare and convene an initial consultation among identified key actors to define common goals and approaches and to determine a strategy and plan of action for engaging and advocating with member state governments and REC decision-making bodies to obtain policy commitments.

f) Convene follow-up working meetings to develop support materials, exchange experience, monitor progress, and determine further steps, as well as to elaborate common standards for upgrading VTET. Working meetings are intended to strengthen cooperation and mutual support among concerned institutions, countries and RECs.

Core deliverables on 2.3.2: Defined processes for obtaining harmonized/compatible or mutually recognized occupational qualifications. REC and national Policy

Commitments established to harmonize qualifications standards and recognition of education, training and experience.

a) Inventory in each REC key MS and regional institutions, professional bodies, other actors on qualifications, experience. Reference may be made to approach and actors under Activity 2.3.1; there may be some overlap between institutions addressing training and education standards and those addressing qualifications standards and recognition of qualifications. Ensure inclusion of concerned employer and worker/trade union entities.

b) Identify complementary initiatives in RECs (such as in ECOWAS) and at Africa regional level to establish synergies and coordination.

c) Compile model approaches and relevant experience in Africa, Europe and elsewhere, formulate strategic options, and prepare initial formulations for needed activity and action plans.

d) Prepare and convene an initial Africa-wide working consultation among identified key actors to review experiences and data, vet pilot studies (activity 2.3.3) and define strategy and plans of action for advocating with member state governments and REC decision-making bodies to obtain supportive decisions and policy commitments.

e) Convene follow-up working meetings to exchange experience, review research and progress, determine further steps, as well as to vet common standards emerging from comparative studies. Working meetings should enhance cooperation and mutual support among concerned institutions, countries and RECs. This project activity should be identified as a qualifications harmonization and recognition initiative to obtain visibility and encourage broad support.

- Agendas to include vetting materials, exchanging experience, monitoring progress, elaborating common approaches to harmonization, upgrading qualification recognition, etc.

Core deliverables on 2.3.3: Pilot forecasting data on trends, emerging and likely future skills and labour needs (in selected countries)

A) Conduct pilot national skills and labour needs forecasting studies in selected countries (2 per REC), using recently developed methodologies.

✦ The surveys will identify trends and likely future needs for skills, and labour, differentiating between what is likely available domestically and those which would need to be drawn from elsewhere.

✦ Surveys comprise labour force and training output assessments interfaced with projected future labour market needs, quantifying gaps between anticipated domestic labour and skills availability, anticipated demand and consequently, predictable needs for migrant skills and labour.

✦ Studies to be conducted in cooperation with relevant international agencies and the Employment and TVET Observatories in Africa.

✦ Data and findings of these studies will be utilized to inform the activities of the Skills for Africa working group of Activity 2.3.1.

✦ Priority skills areas may be identified, taking account of the predominance of informal work in Africa as well as formal employment.

Result 2.4: Enhanced collection, exchange and utilization of gender and age disaggregated data on migrants' economic activity, employment, skills, education, working conditions, and social protection.

Efforts across Africa to develop evidence-based labour migration and free movement policies are hampered by the absence of reliable and comparable data describing labour migration and outcomes to shape effective policy and to reinforce labour institution roles. Relevant data is usually collected by several different institutions within countries, but data obtained is not often reliable or comparable within and among countries, nor is it adequately shared inside countries, let alone among countries. Even when relevant data is obtained, it is not effectively applied in policy formulation, implementation and evaluation. Evidently, many countries lack the capacity, technical competences and equipment for collection of relevant, reliable and comparable data.

The implementation of standardized approaches to collect, process and utilize labour migration-relevant data is therefore a priority of this project. In that regard, the project will support the respective REC Commissions to promote harmonized methodologies for labour migration data, including supporting the appropriation and use by member states of international standards, methodologies and compatible operating procedures for migration data collection and analysis. On the basis of improving national data sets the project also foresees the compilation of regional data sets providing overviews of labour migration and employment data and trends in the respective REC sub-regions. Use of several forms of data sets is anticipated to strengthen data collection on labour migration. These include: field studies using multi-site areas, special studies, administration record systems, national census Population Surveys, and longitudinal surveys.

This result area will build on previous ILO studies on labour migration data collection (12 country studies conducted in East and West Africa and Maghreb countries) and will draw on relevant assessments conducted under auspices of the ACP Observatory on Migration and the baseline assessment currently underway in ECOWAS under an EU-supported labour migration project implemented by IOM with ILO and ICMPD.

Intermediate Results

- 2.4.1. A baseline assessment of existing labour migration data collection activity and content, actors, extent of interfacing, and capacity building needs.
- 2.4.2. Strengthened capacities on migration data collection and analysis of relevant national institutions and RECs.
- 2.4.3 Increased utilization by countries of international statistical standards and labour migration database indicators, extended use of common indicators, and expanded exchange of data in and among RECs.
- 2.4.4 Data sharing and coordination among national institutions and RECs concerned; data interfaced among labour market and labour migration databases
- 2.4.5 Topical Research Studies on specific aspects and interaction among labour migration, free circulation, regional integration and development.

Core deliverables on 2.4.1: Strengthened capacities on migration data collection and analysis of relevant national institutions and RECs

a-i) Conduct baseline assessment surveys to identify what relevant labour migration data is currently collected with what indicators and standards, by which institutions, with what degree of internal sharing, compilation and analysis in 4 concerned countries in each REC.

Relevant international labour migration database indicators will be utilized as references. The survey will use an existing ILO survey approach. Criteria for identification of pilot countries will vary by REC; surveys have been done and published on six ECOWAS, three EAC and three Maghreb countries.

✦ The baseline assessment will identify 1) Labour migration data collected; 2) Indicators utilized, 3). International LM data standards applied, 4) which national Institutions engaged and how, 5) degree of domestic sharing of LM data 6) extent of data analysis, dissemination, and policy application.

✦ Regarding institutions, it will review mandates, institutional capacities, challenges and financial constraints and thus specify knowledge, capacity building and material needs on labour migration data.

✦ The survey will also assess the extent and gaps in internal and international data exchange and coordination.

✦ Interfacing national surveys in each sub-region will permit REC-wide assessment of available data and prioritization of efforts for regional exchange of comparable data as well as improving national data collection and application.

a-ii) Conduct REC level comparative assessment studies to inventory and analyze existing types of labour migration data collection, indicators utilized, extent of coincidence with international labour migration database key indicators, extent of application of international labour data standards, extent of and barriers to national LM data sharing and harmonization, and other issues of data analysis and policy application of concern at REC level.

- The assessment should review advantages and limitations of each of the existing types of data collection (for instance: longitudinal data collection).

b-i) Develop and implement training plans in each concerned REC to provide training seminars for decision making officials in relevant institutions in concerned REC member countries as well as concerned REC officials in labour migration and statistics departments.

✦ Content of the training will include international standards, harmonized definitions, indicators and methodologies, and guidelines on application of data to migration policy formulation, implementation and evaluation, as developed in activity 1.3.

✦ Developing the content and curriculum for the training exercises, both a general common core and specific elements for each REC as needed and appropriate, with particular reference to the guidelines, priority indicators and procedures developed in other relevant project Activities as well as findings of the relevant national/regional data assessments surveys.

✦ Planning and preparing 2 specific training events in each REC

✦ Setting criteria and identifying participants

✧ Arranging and overseeing the training events

✧ This Activity (1.2) may include support for participation of key experts from RECs and member countries in international training courses

✧ This activity is to be linked with other work of the RECs on LMIS

b-ii) Training courses on LM data collection, coordination, and application for key institutions – 2 per REC. Content will include application of international labour migration data standards and indicators, inter-agency data coordination, development of reliable data, appropriate analysis, dissemination and application to policy formulation, implementation and evaluation.

Action to be delivered on 2.4.2: Increased utilization by countries of international labour statistical standards, labour migration database indicators, extended use of common indicators, and expanded international exchange of data in and among RECs.

Promote utilization of international standards and harmonised indicators and methodologies, including labour migration modules in census and household surveys, by

a) Determination of priority indicators for common use and identification of regional guidelines and common operating procedures for sharing and exchange of labour migration data

- Comprehensive review of national and regional LM data studies (see 2.4.1) to identify and prioritize labour migration data indicators as well as harmonized regional guidelines and operating procedures for RECs

b) Organisation of a regional expert meeting in each concerned REC to consider and validate proposed priority indicators, guidelines and common operating/exchange procedures;

c) Organisation of a Training of Trainers (TOT) on labour migration data, targeting key experts of concerned national institutions, to extend to technical staff and complement the policy training of activity 1.2.

- Content to cover priority indicators, statistical standards, operating and data exchange guidelines and procedures, analytical approaches and promotion of policy application

Core deliverables on 2.4.3: Data sharing and coordination among national institutions and RECs concerned; data interfaced among labour market and labour migration databases

Promote data sharing and coordination among institutions concern and interfacing among labour market and labour migration databases by

a) Develop relevant models, including modules and questions, in consultation with the ILO Statistical Department and other expertise and elaborating implementation guidelines at Africa regional level for use in RECs based on international and African standards, models and practices; including review and validation of these in the REC regional expert meetings in Activity 3.1

b) Incorporate these models and guidelines in policy trainings and TOT exercises of Activities 1.2 and 1.3;

c) Conduct specific national advisory missions to selected countries to support obtaining national plans institutional commitments and processes of exchange and coordination on national labour market/labour migration data interfacing, coordination, analysis, etc. Also interface national data with/into regional databases, systems, etc.

d) Commission two overview research and analysis studies on state of play and relationships among labour migration, free circulation, regional integration and development; incorporating sub-studies in each REC and an Africa regional synthesis report. Terms of reference to be determined by the PSU taking into account the results of the several REC member country and regional assessment surveys in project component activities above.

- These are to be comprehensive studies interfacing concepts, data, legal regimes and practices on labour migration, free circulation, regional integration and development to identify relationships, inter-dependencies, and producing recommendations for enhancing migration-integration development synergies in Africa.

e) Conduct or arrange for conducting on a regular basis inclusion of labour migration modules in national censuses and longitudinal surveys including monitoring and follow up in respect to labour migration within and outside Africa.

5. IMPLEMENTATION OF THE ACTION

5.1 ACTORS AND THEIR ROLES

The Joint Labour Migration Programme will be implemented under the overall leadership of the African Union Commission and the technical coordination of the International Labour Organization (ILO), in close collaboration with the International Organization for Migration (IOM), the UN Economic Commission for Africa (ECA) and the United Nations Development Programme (UNDP).

The relevant mandate and role of each organization in the JLMP is described below:

African Union Commission

The AUC brings to the Joint Initiative its comparative advantages on policy dialogue and setting, policy harmonization and coordination, M&E, knowledge management best practice sharing, and advocacy. These competencies are exerted through policy organs such as the AU Summits, the Labour and Social Affairs Commission, the Conference of Ministers of Education, etc. Other organs can be concerned, such as the Pan African Parliament and the African Court of Human Rights.

The AUC is also engaged into close cooperation with the EU, which is one of the main regions of destination of African migrants. As partner for JAES MME (Joint Africa-Europe Strategy on Migration, Mobility, Employment and Education), the AUC has been involved in implementing many of its components, including inter-regional Dialogue on migration, setting up the African Institute for Remittances, the Human Trafficking Initiative, the AU Diaspora Initiative, the Nyerere (enhanced scholarship) Programme, the Pan-African University, and the African Higher Education Harmonisation and Tuning initiative.

The AUC is the overall 'lead agency' for the programme implementation, responsible for providing overall vision and political perspective, for organizing, supervising and reporting on operations, for mobilizing consultation with and participation by the respective Regional Economic Community officials and for facilitating communication and coordination with concerned entities in member country governments.

In addition to convening and servicing the programme governance bodies, the AUC is responsible for ensuring that full consultation and coordination is ongoing with the RECs. It is also responsible for providing interpretive guidance on and monitoring the implementation of the multiple application recommendations in AU policy decisions and instruments. It is further expected to ensure dialogue and relevant operational coordination with and among the several AUC institutional bodies concerned with labour migration governance and labour market promotion and regulation as well as related issues such as education and training. This includes notably the Labour and Social Affairs Commission (LSAC) and the AU Commission itself as well as the African Parliament.

The AUC has a central role in resource mobilization, carrying the credibility, representation and political *concertation* responsibilities for the African continent.

International Labour Organization (ILO)

The International Labour Organization (ILO) is the largest specialized agency of the United Nations system; it brings together representatives of governments, employers and workers to jointly shape policies and programmes promoting Decent Work for all. Its mandate comprises drawing up, promoting and supervising *International Labour Standards*; *Employment promotion* including enterprise development, sectoral activity and cooperatives; obtaining *Social Protection* and social security worldwide; and facilitating *Social Dialogue* among government, employers and workers organizations. It provides technical cooperation, advisory services, capacity building and training and operates the International Training Centre (ILO-ITC) in Turin, Italy. Established in 1919 in the Treaty of Versailles, the ILO today comprises 185 Member Countries, including all AU Member States.

The ILO mandate on protection of migrant workers was established in its Constitution of 1919 and elaborated by the 1944 Declaration of Philadelphia, the 1998 ILO Declaration on Fundamental Principles and Rights at Work and the Conclusions of the 2004 International Labour Conference. It pioneered technical conventions on migration for employment (Conventions 97 and 143) and grounded content of the International Convention on the protection of migrant workers and their families. Its Multilateral Framework on Labour Migration (2006) provides a comprehensive guide for national migration policies. In addition, through tripartite social dialogue undertaken in 2013, the ILO has adopted the Fair Migration agenda (2014) which positions the ILO principles on labour migration in the context of globalisation.

Within the project, ILO is responsible for general coordination as well as conceptual and technical oversight, guidance and operational support as lead agency. It contributes general knowledge and expertise on labour migration, rights protection, employment, social security and social dialogue. Specific expertise is provided on labour legislation and administration; technical and vocational education and training; recognition and portability of qualifications; economic planning; regional integration and development; international labour statistics (including administration of the International Labour Migration data-base); collection, analysis and policy application of labour market data; and labour migration training in partnership with the ILO-ITC in Turin.

Given its institutional as well as thematic competences, the ILO assumes responsibility for overall financial and technical administration of programme operation, in direct collaboration with the AUC and coordination with the other two international partner agencies, IOM, ECA, and UNDP. As noted below, an inter-agency governance structure will oversee the elaboration of project policy as well as technical administration.

ILO brings to bear institutional commitment, technical expertise and technical resources, including its network of specialists in relevant topical areas in its offices throughout the continent. It also interfaces this programme and its activities with other relevant ILO programmes and projects in Africa and elsewhere, particularly those relating to RECs.

ILO is expected to actively engage in resource mobilization for this programme distinctly and specifically, with international and regional institutions and bodies, with concerned governments and their development cooperation agencies, and other concerned entities. It also facilitates cooperative engagement in the programme of its partner institutions, such as the ILO International Training Center in Turin, and encourages the involvement of ILO constituent government ministries and social partner organizations.

International Organization for Migration (IOM)

Established in 1951, IOM is the leading inter-governmental organization in the field of migration, with a current membership of 132 States (including most African Union Member States) and further 17 States holding observer status. The Headquarters of the organisation are in Geneva. With the overall objective of “promoting humane and orderly migration for the benefit of all», IOM provides services and advice to governments and migrants. IOM acts with its partners in the international community to: i) assist in meeting the growing operational challenges of migration management; ii) advance understanding of migration issues; iii) encourage social and economic development through migration; and iv) uphold the human dignity and well-being of migrants. IOM works in the four broad areas of migration management: migration and development, facilitating migration, regulating migration, and addressing forced migration. Crosscutting activities include the promotion of international migration law, policy debate and guidance, protection of migrants’ rights, migration health and the gender dimension of migration.

As the global agency on migration, IOM will contribute its knowledge and expertise across all areas of migration policy, governance and practical operations. It will also bring to bear its organization presence and capacity represented in field offices with specialized staff located in nearly all African countries.

The IOM likewise contributes institutional commitment, technical expertise and technical resources. It also interfaces this programme and its activities with other relevant IOM programmes and projects, particularly those relating to labour migration and to RECs. Notably, it mobilizes contributory support to relevant programme activities by its specialists and its field and project offices located in many concerned countries across Africa.

The IOM is expected to actively engage in resource mobilization for this programme distinctly and specifically, in coordination with the other partner agencies. In doing so, it draws on its relations with international and regional institutions and bodies, with concerned governments and their development cooperation agencies, and other concerned entities.

UN Economic Commission for Africa

Established by the Economic and Social Council (ECOSOC) of the United Nations (UN) in 1958 as one of the UN's five regional commissions, ECA's mandate is to promote the economic and social development of its member States, foster intra-regional integration, and promote international cooperation for Africa's development. Made up of 54 member States, and playing a dual role as a regional arm of the UN

and as a key component of the African institutional landscape, ECA is well positioned to make unique contributions to address the Continent's development challenges.

ECA's strength derives from its role as the only UN agency mandated to operate at the regional and sub-regional levels to harness resources and bring them to bear on Africa's priorities. To enhance its impact, ECA places a special focus on collecting up to date and original regional statistics in order to ground its policy research and advocacy on clear objective evidence; promoting policy consensus; providing meaningful capacity development; and providing advisory services in key thematic fields.

ECA will contribute expertise, knowledge resources and advisory services to the project from its relevant thematic focus areas, particularly regional integration and trade, social development, innovation and technology, gender, and governance.

The ECA also provides institutional commitment, technical expertise and technical resources. It interfaces this programme and its activities with other relevant ECA programmes and activities, particularly those relating to integration and development, related trade issues, technology and training, and governance generally.

United Nations Development Programme (UNDP)

The United Nations Development Programme (UNDP) is the lead development agency in the UN system. UNDP maintains a network of field offices in all 54 countries in Africa, supported by a Regional Office in Addis Ababa, making it well placed to support the implementation of a comprehensive and sustainable regional development programme.

UNDP has recently been taking stock of its work on migration and displacement, and has adopted a new corporate strategy and guidance on this subject as well as creating a high-level steering group composed of all UNDP Bureaus.

UNDP's strength derives from its institutional partnerships with the AUC and RECs; its role as neutral and trusted government partner and convener at country level; and network of cooperation with local governments and civil society; as well as its ability to offer expertise, knowledge resources and advisory services in relevant thematic focus areas, particularly on governance, conflict prevention, livelihoods and social protection.

UNDP will contribute through the discourse-shaping and agenda-setting role of its flagship Human Development Report, which will be leveraged to support analysis and advocacy as regards the importance of free movement of labour and skills for regional integration, human development and human security on the continent.

UNDP and the AUC will further leverage their collaboration on the domestication of AU treaties under the TICAD process to strengthen the normative framework underpinning labour migration governance by (a) the speeding up signature of relevant, targeted treaties by Members States, (b) the ratification and deposit of relevant, targeted treaties, and (c) domesticating the treaties through legislations and their inclusion in national development plans and subsequent implementation.

UNDP also provides institutional commitment, technical expertise and technical resources, including its network of policy specialists and advisors in relevant topical areas. It interfaces this programme and its activities with other relevant UNDP programmes and projects in Africa, particularly those relating to RECs. And, drawing on its global footprint, it will be able to facilitate South-South and Triangular cooperation beyond the continent.

5.2 Participation of beneficiaries

Consultation with stakeholders and beneficiaries is an essential consideration in programme design and implementation. First and foremost, the Africa regional social partner organizations participated in the consultations shaping this programme; they will be represented in the project governance and consultative mechanisms. Similarly, RECs social partner and/or social dialogue mechanisms will be part of the consultative and operational modalities, and similarly involved where specific national actions are undertaken.

While in principle employers' organizations and trade unions should incorporate and represent, respectively, migrant entrepreneurs and businesses and migrant workers, all do not necessarily include or fully represent these constituencies. At the same time, there are organizations of cross border traders, local businesses and diaspora groups that do reflect beneficiary constituents of concern to the programme. An initial project assessment activity will be to identify those organized groups potentially relevant to the programme agenda so that programme means of constituent dialogue and consultation can more adequately include these relevant stakeholders.

Representatives of migrant entrepreneurs' groups, migrant worker associations and organizations of other relevant constituents will be incorporated in the training and capacity building activities. The programme will endeavor to encourage and facilitate appropriately their involvement in policy development processes at national and REC levels.

5.3 PROGRAMME GOVERNANCE AND MANAGEMENT STRUCTURES

To coordinate the implementation of the planned actions, a comprehensive governance and management structure will be established. At the policy level, a Programme Coordination Council (PCC) composed of the five partners will govern the action. At the operational level, the implementation of the programme will be coordinated and executed by the Programme Support Units (PSU).

Programme Steering and Coordination Council (PSCC)

A Programme Steering and Coordination Council (PSCC) shall be set up to ensure multi-stakeholder ownership of the project, in particular by participating RECs and regional social partner organizations. The PSCC will oversee and validate the overall direction and policy of the programme, and ensure that activities of all components are in line with the AU strategy on migration and REC frameworks and common approaches.

The PSCC will be co-chaired by AU and ILO as project co-lead agencies, include senior officers from each IOM, ECA and UNDP, and comprise a senior operational officer on migration/mobility from each COMESA, EAC, ECCAS, ECOWAS, IGAD and SADC as well as from Business Africa, ITUC-Africa and the Organization of African Trade Union Unity (OATUU).

Where appropriate, participation to the PSCC meetings will be open to observers (e.g. donors, representatives of AU/REC member States, civil society representatives, research institutions, etc.) for specific purposes and upon invitation. The PSCC shall meet every 3 months during the first year of programme implementation. The frequency of meetings can then be revised and a new calendar established by consensus of its members. As possible, meetings will be scheduled in conjunction with project activities and/or related AU or other regional meetings to enhance efficiencies of time and resource use.

Programme Support Unit (PSU)

A Programme Support Unit (PSU) will be established to manage the implementation of the programme. The PSU will comprise managerial, technical, financial and administrative staff of the project as well as representatives of the three implementing agencies (AU, ILO, IOM).

The PSU will be coordinated by a Chief Technical Advisor (ILO). The CTA will ensure the overall coordination and management, and will carry the final responsibility for the implementation of the project. Five Expert Specialists will provide expertise and will be in charge of implementation of specific project component activities: a Labour migration policy expert (Component 1), a labour migration data specialist (Result 2.4), a social protection specialist (Result 2.2), Skills Specialist (Result 2.3) Training Coordinator (Cross cutting), and a Labour Standards Specialist (Cross Cutting). The CTA will also oversee coordination with RECs.

This team will be complemented by a Labour Migration Officer existing or placed in each partner REC.

The financial management of the programme will be assured by an International Resource Management Officer who will be assisted by one National Finance Assistant. The PSU will further include a National Programme Officer and Programme Assistant. The PSU *Organigram* and detailed Terms of Reference of the staff members will be made available during further consultations (Appendices 4 and 5).

The PSU staff members will be selected by a selection group representing the five implementing agencies and recruited by the Lead Technical Partner. In addition, Short Term Technical Assistants will be identified, selected and recruited for carrying

out operational activities as per programme needs. Expertise will be drawn from in-house staff of implementing partners where appropriate, but also from public or private entities. Particular attention will be given to the use of regional expertise.

The PSU will be based in Addis. Depending on the possibilities and taking into account logistical and security requirements, the PSU may be hosted in the premises of the AU Commission or will hire adequate office space nearby the AUC headquarters for the duration of the project.

ILO Addis will have the overall administrative management responsibility over the programme. The ILO Regional Office for Africa in consultation with the ILO International Migration Branch and other relevant technical units and the ILO International Training Centre will provide strategic guidance and technical support, including the facilitation of training activities and international dialogue meetings, review of draft policy and strategy documents, endorsement of programme reports. The AUC, the IOM, the ECA and the UNDP will provide technical backstopping in their respective areas of expertise.

REC Departments

Each participating REC has a lead migration/free circulation-related and/or labour department involved in the implementation of the project, while other departments may be involved. REC statistics departments where they exist will be engaged in data development, harmonization and international exchange activities described in Component 2.4. To ensure the operational involvement of the various concerned departments in implementation of relevant activities, it is expected that technical level REC coordinating meetings will be held on a monthly or bimonthly basis between the lead unit and other concerned departments.

In order to enable the RECs to fully play their role in programme implementation, measures are anticipated to upgrade staffing capacity and competence in the targeted Departments. A staff position in each will be supported through the programme during the first four years. The expectation will be that the respective regional communities take over this responsibility before the beginning of the second four year programme phase and integrate them in the permanent staff structure. These positions would be the equivalent of a Principal Officer in Migration in the Free Movement or Labour Department, whichever has lead responsibility for free circulation in the respective REC secretariat.

The REC Staff supported by the programme will be hired using the recruitment procedures of the PSU.

5.4 PHASES IN THE PROGRAMME IMPLEMENTATION

Programme activity for the initial four-year phase will be initiated once financial resource commitments are obtained for a substantial level of activity on at least three of the programme priority components.

The four year programme phase will be implemented in 3 general phases: (i) the inception phase, (ii) the implementation phase, and (iii) the closure phase.

Programme activity implementation time frames and levels may be adjusted according to financial support commitments.

Phased start-up, implementation and completion of different components is anticipated given the sequential nature of some activities. The timing and levels of funding commitments may also determine timing and degree of implementation of activities.

Inception Phase

The inception phase will cover the first 6 months of the project. During this phase, the following activities will be conducted:

- Recruitment of the programme staff members by AU, ILO and IOM;
- Establishment of the programme governance and management structures;
- Implementation of the baseline surveys, needs analyses and capacity assessments foreseen under each thematic area of the project;
- Elaboration of training plans for the respective REC Departments (activities);
- Revision of the programme activities and budget, based on the results of the baseline surveys, needs analyses and capacity assessments, and development of a detailed Work Plan for the Implementation Phase of the Programme as well as the level of commitments to date of resources.

A detailed Work Plan for the Inception Phase of the Programme is attached (Appendix 3).

Implementation Phase

The full implementation phase of the programme will last approximately 40 months. During this phase, the project activities under the eight elements of the action will be implemented. A Mid-Term Review will be conducted half way through the programme implementation phase to monitor progress towards achieving the set results. On the basis of this review, adjustments may be made in the programme implementation as needed to ensure the effectiveness of the action.

Closure Phase

The closure phase covers the last three months of the first four year phase of the programme. During this phase, the Final Evaluation of the four year programme will be conducted and the Final Narrative and Financial Reports of the programme will be prepared and submitted to the donor agencies.

5.5 REPORTING

The implementation of the action will be documented through regular project reports, including Project Progress Reports, Interim Narrative and Financial Reports and a Final Narrative and Financial Report. The format and details of the reporting formats will be provided for in the Standard Contribution Agreement.

Programme Progress Reports

Brief Programme Progress Reports will be submitted every six months. Each report will provide an overview of the programme activities implemented during the reporting period, achievements, and difficulties encountered as well as planning for the next six months.

Interim Narrative and Financial Report

A comprehensive Interim Narrative and Financial Report will be submitted every 12 months during project implementation. The Interim Narrative Report will provide the following information:

- Programme description;
- Activities implemented so far under the two main Components of the action and respective elements;
- Assessment of the results of the action so far (achievement of outputs, outcomes and impact in relation to overall and specific objectives) against the final logical framework and evaluative indicators;
- Difficulties encountered in the programme implementation and potential risks;
- Relationship with programme partners and beneficiary institutions;
- Visibility of the action;
- Recommendations for the further implementation of the action and updated Action Plan;
- Conclusion

The Interim Financial Reports will give a detailed overview of the programme expenditure per budget line for every 12 months of the action.

Final Narrative and Financial Report

At the end of the first four year phase of the programme, a Final Narrative Report and Final Financial Report will be submitted. The Final Narrative Report will cover the entire duration of the programme (48 months) and will provide the following information:

- Project description;
- Activities implemented under the four Components of the action;
- Results (achievement of outputs, outcomes and impact in relation to overall and specific objectives) against the final logical framework;
- Difficulties encountered in the project implementation;

- Relationship with project partners and beneficiary institutions;
- Visibility of the action;
- Recommendations;
- Conclusion

The Final Financial Report will give a detailed account of the actual expenditures per budget line.

5.6. COMMUNICATION AND VISIBILITY

To ensure adequate visibility of the programme and its activities, a visibility strategy will be developed at the project start in close coordination with the Africa Union Commission and the respective REC executive bodies. The communications and visibility manual of the European Union shall be used as a reference.

The visibility strategy will guide the development and use of communication and visibility tools by the project, including the creation of a project website and the elaboration of regular press releases to advertise the major project events and achievements.

All printed materials that will be produced will include the AU, ILO, IOM, ECA and UNDP logos and that/those of the project donor agency/ies, and will acknowledge that the project is funded by the named donor(s). Public events such as public forums, training activities, press briefings undertaken in the framework of the project will equally acknowledge the donor support.

6. MONITORING AND EVALUATION

6.1 Monitoring

The programme will be subject to permanent follow up and assessment. The Programme Coordination Team will: (i) regularly review outputs as compared with objectives and indicators as set out in the logical framework; (ii) prepare regular project progress reports; (iii) ensure the observation of the contractual obligations as indicated in the contract, project document, work plan and budget; and (iv) ensure close monitoring of the financial aspects of the project, including monitoring of expenses against agreed budgets, assistance in budget revision and preparation and finalization of financial reports.

The ILO and IOM Regional Offices in Addis Ababa will provide monitoring support. The Regional Offices will conduct minimum one internal monitoring mission each year to verify that all activities are developed as planned and progress towards expected results. The reports of the other monitoring missions will be shared with the implementing partners and the project donors and the European Commission in order to take into account any recommendations that may result from such missions.

6.2 EVALUATION

After 24 months of project implementation, a comprehensive Mid Term Evaluation will be conducted. The Mid Term Evaluation will assess the relevance, performance and success of the activities implemented so far and will analyse the progress made towards the achievement of the project's objectives.

On the basis of the results of this assessment, adjustments may be proposed to the project implementation strategy in order to ensure effectiveness of the action. The implementing partners together with the donor agency/s will analyse the conclusions and recommendations of the Mid Term Evaluation and jointly decide on the follow-up action to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

During the Closure Phase of the project, a Final Evaluation will be conducted. The Final Evaluation will analyse whether the project's objectives have been achieved and objectively assess the success of the action. The Final Evaluation will be an external evaluation conducted by (an) independent expert(s).

Tentative evaluative indicators and measures for assessing outputs, results and outcomes are identified in Annex 6.

7. SUSTAINABILITY

7.1 RISKS AND ASSUMPTIONS

Risks/potential adverse impact	Level	Risk management/strategy measures
Lack of political will and absence of progress of in national adoption and implementation of existing Free Movement Protocols by Member States or in establishing free movement regimes in RECs where not yet in place.	High	Project design and efforts focus on knowledge sharing combined with advisory services, advocacy, and technical assistance to REC Member State governments and mobilization of government, economic actor, civil society and public opinion to promote progress on regional integration and development through skills and labour circulation. Specific measures include constituency training, building public awareness and information activities as well as deliberate promotion of adoption of standards and elaboration of national policy frameworks.
Lack of confidence from Member States in REC regional regulatory and governance capacities	Medium	The capacity building of the RECs should reinforce REC institutional competence as well as strengthen links between national and regional actors to raise confidence level
Discussion of and advances in implementing free circulation regimes and labour institution governance of labour migration are precluded or undermined by the predominance of the «security agenda.»	High	The programme content and form makes the case for implementing free circulation/labour and skills mobility as essential for regional development and integration. It provides labour actors and institutions with the capacity and tools to assume their necessarily large role in migration governance. However, these measures may not necessarily overcome major internal and external interests, pressures and resource allocations that favour the security agenda approach, and benefit from its predominance.
Regional dialogue and other meetings and trainings result in resource-consuming meetings without clear results nor measurable outcomes in policy or practical terms	Medium	Project aims at promoting structured, fact-based, and result-oriented dialogue and cooperation at both policy and technical levels, supported by effective reporting and monitoring systems. Design and implementation of regional dialogue process, trainings and other meetings are based on needs assessment, knowledge building and deliberate leadership to ensure deliberate purpose, focus, preparation, participation and content for each event

Insufficient REC Member States' institutional engagement and coordination	High	Project efforts address building national commitments and engagement through dialogue and joint national policy elaboration as well as strong emphasis on training and knowledge sharing with national government and other constituents.
Low absorption capacities of project stakeholders	Medium	REC staff competence and capacity to be upgraded with support from the project
Low interest of REC Member States to request technical assistance other than on security, border management and anti-trafficking.	Medium	The project will raise awareness of the relationship between facilitating circulation of labour and skills, and regional economic development and integration, and will actively engage a wide range of institutional stakeholders in coordination on migration governance
Lack of coherency between national, regional and extra-regional standards, policies and activity interventions	Medium	Dialogue and coordination platforms enhanced or established to ensure law, policy and practice harmonization across RECs as well as with their neighbouring countries and regions.
Lack of coordination among AU REC and international organization interventions	Medium	Inter-agency project design and implementation is seen as key to obtaining synergies among the main international and Africa stakeholder institutions. A project oversight and monitoring body also incorporating participation from key REC practitioners and regional social partner organizations is expected to enhance multi-stakeholder coordination.
Complexity of programme ambitions, its several components and multiple actions lead to management failures and result in inability to deliver on expected activities and outputs.	High	<p>The highly organized, clearly structured programme definition with detailed specification of actions, outputs and measures is the first line of defense for producing on expectations.</p> <p>Activities will be progressively phased in and conducted according to financing obtained and realization of prerequisite actions at each stage.</p> <p>The project will require and depend on selection of highly qualified management staff with relevant technical knowledge and experience in Africa. Project delivery will also require competent and experienced technical staff for respective regional and REC responsibilities.</p>
Lack of sustainability of results	Medium	See below

7.2 SUSTAINABILITY OF THE ACTION

Several key elements will contribute to the sustainability of the action. First of all, the programme has been designed and will be implemented in close collaboration among the AU, ILO, IOM, ECA, and UNDP, and in cooperation with REC stakeholder practitioners. The proposed project governance arrangements ensure involvement of REC and social partner representation. Provision of support for upgrading staffing in the respective REC and regional social partner specialized departments will ensure realization of project activities and expectations, as well as enhance engagement of governments and social partner stakeholders at national level in respective member countries.

At the national level, activities to enhance adoption and implementation of legal instruments will ensure binding commitments to ongoing action and supervision of implementation. Extensive public engagement, knowledge sharing and training will enhance political will and capacity to implement the multiple measures to sustain free movement, and to implement the necessary accompanying measures such as harmonized labour and trade law and social security portability.

Finally, the extended programme implementation period is an important feature contributing to sustainability of the action's objectives by providing more adequate time to put in place the complex web of inter-related measures and training and knowledge bases, and to institutionalize constituent ownership and support for the consultative and cooperation mechanisms.