

MIDSA

Migration Dialogue for Southern Africa

Report and Recommendations
of the MIDSA Conference on:

Managing Migration Through Regional Cooperation

Windhoek, Namibia
15 - 17 November 2010



IOM International Organization for Migration



Table of Contents

1. Recommendations	Page 1
2. Full Report	Page 2 - 23
3. Annexure 1 – MDSA Final Agenda	
4. Annexure 2 – MDSA Participant List	

Adopted Recommendations

The following recommendations, which were based on the presentations, discussions and group work, were revised and adopted at the ministerial level on Day Three of the workshop.

- The Chair in Office of MIDSA and IOM to pursue the integration of current and future recommendations of the MIDSA Ministerial meeting into SADC structures so that these recommendations lead to concrete actions.
- Enhance migration management coordination, including through the establishment of migration focal points in relevant ministries; agreement on common regional standard operating practices including minimum standards for migrants access to basic social services; capacity building; ongoing exchange of experiences and best practices; harmonised border management systems; and an integrated regional information management system.
- Encourage countries to expedite ratification of the SADC Protocol on the Facilitation of Movement of Persons in accordance with SADC decision.
- Address challenges of irregular migration by increasing public awareness in order to discourage irregular migration as well as promoting legal labour mobility channels and opportunities.
- Promote the participation of the diaspora in development and mitigate the effects of brain drain by, for example, increasing opportunities for skilled migrants to remain within the region, undertaking a regional assessment of remittance flows and developing a Regional Diaspora Engagement Framework.
- Improve the collection, analysis, dissemination and harmonisation of migration data, ensuring its application to policy-making and incorporation into national development plans, requiring capacity building of national statistical offices, national migration institutions and the SADC statistical department.
- The agreed frequency of MIDSA meetings as follows:
 1. Yearly: MIDSA workshop for Permanent Secretaries and senior government officials
 2. Every other year: MIDSA ministerial workshop

Introduction and Participants

The first Ministerial Migration Dialogue for Southern Africa (MIDSA) was held in Windhoek, Namibia on 15 - 17 November 2010. The overall objective of MIDSA is to support SADC member states in managing migration in a holistic and mutually beneficial manner, for the states involved and for the migrants themselves. Its specific objectives include:

- To create support and build partnerships on migration management in participating SADC states;
- To chart a course forward (governance framework) for MIDSA, whereby it can serve as a key tool for governments to address migration management issues and challenges in the SADC, not only through dialogue but also action;
- To share good practices of governmental and non-governmental initiatives to harness migration benefits from the SADC region as well as from other regions;
- To identify and agree on the key issues and main challenges with regard to managing migration in the SADC region, that can be addressed in a mutually agreed upon action agenda.

Participants included officials from Ministries of Home Affairs/Interior from 14 SADC countries namely: Angola, Botswana, DRC, Lesotho, Malawi, Mauritius, Mozambique, Namibia, South Africa, Seychelles, Swaziland, Tanzania, Zambia and Zimbabwe. Honourable Prime Ministers and Ministers from Botswana, Democratic Republic of the Congo, Lesotho, Malawi, Namibia, South Africa, Swaziland, Zambia and Zimbabwe attended the ministerial day. Other participants included the United Nations High Commissioner for Refugees (UNHCR), Southern African Migration Project (SAMP), Common Market for Eastern and Southern Africa (COMESA) and Embassies and High Commissions represented in Namibia.

Opening Session

As described below, presentations on Day One centred on migration management and maximizing the potential benefits of migration. Day Two focused on regional cooperation and resulted in specific proposals for action relating to coordination, migration information and the SADC Protocol on the Facilitated Movement of People. On Day Three, the participation was elevated to the ministerial level to discuss critical migration issues and adopt a series of action - oriented recommendations. Throughout the event, the presenters and participants thanked their hosts, the Government of Namibia, Land of the Brave, for their outstanding hospitality.

Ambassador Patrick Nandago, Permanent Secretary of the Ministry of Home Affairs and Immigration, Namibia, welcomed the delegations to the workshop, which his government was honoured to host. He touched on the migration challenges faced by the region, recognized the need for a collective approach and suggested that participants devise actionable recommendations for adoption by the participating ministers.

Mr. Bernardo Mariano, IOM Regional Representative, thanked the Government of Namibia for hosting the workshop. He reflected that from the outset of MIDSA, ten years ago, participants have suggested the event be elevated to ministerial level to provide the necessary political support for implementation of the agreed recommendations. Over the years, MIDSA has served as a platform to discuss migration issues, share best practices in migration management, identify gaps and better align policies in the region.

Honorable Deputy Minister for Home Affairs and Immigration, Government of Namibia, Elia Kaiyamo, MP, welcomed the participants. He noted that migration is a critical issue in the region and outlined several reasons for migration, including economic, political and social factors. The task of the conference was to explore different ways to manage these types of migration toward reducing the risks while maximizing the benefits. He

further emphasized the importance of generating clear and focused recommendations for presentation to ministers.

Through the **Tour de Table** participants were able to share the experiences of individual countries in addressing migration and development in the region, as well as to introduce new initiatives. Various participants recognised that migration contributes to the social and economic development of their countries. Many participants noted the increased complexity of mixed migration to, from and through their countries, including the effects of “brain drain” and the need to attract skills back in to the region. Participants also concurred on the need for a common, coordinated policy on migration that is cognizant of member state contexts as well as the importance of collecting and sharing information among member states. The need to improve border management as a means to address the impact of irregular migration and movement of refugees was highlighted by a number of participants.

Session 1: Migration Management: Maximizing the Benefits and Minimizing the Challenges

Ten Years of MIDSA

Professor Daniel Tevera, Southern African Migration Project (SAMP), provided an overview of the history of MIDSA, starting in November 2000 in Swaziland, where participants endorsed the value of MIDSA as a viable framework and requested further meetings. He noted that the aims and objectives of MIDSA had been achieved, but also acknowledged additional objectives since MIDSA’s inception, such as to assist SADC governments to respond to the African Union (AU) strategic framework on migration and the AU common position on migration for development; to stimulate discussion and debate on the SADC Protocol on the Facilitation of Movement of Persons; and to participate in global debate on migration, including through the Global Forum on Migration and Development.

In the discussion that followed, the possibility of making MIDSA a more powerful process to generate actionable recommendations was explored, as was the need to reflect on where MIDSA currently stands and revise its objectives. The potential to link

the regional consultative process with regional economic communities (e.g. COMESA, EAC and SADC) was raised as means of ensuring discussion on migration dynamics is undertaken at the broad regional level.

The Benefits of Data Collection and Utilization towards Addressing Migration Challenges and Opportunities

Mr. R. Khetsi, Lesotho Permanent Secretary, Ministry of Home Affairs, Public Safety and Parliamentary Affairs, illustrated the benefits that could be derived from better data by discussing the potential for informed policy - making in the areas of remittances and diaspora engagement. It was recognized that intra-regional migration is the most common form of migration, in particular in sub - Saharan Africa, and member states should aim to improve data collection at the national and regional level. The related challenges faced by many governments in the SADC region included lack of research capacity on migration; unavailability of data; outdated data sources; scattered migration information between different government departments, statistical offices and academic institutions; lack of analysis and dissemination of collected data; and inadequate linkages between research and migration policy. Accordingly, it was recommended that SADC make a concerted effort to establish migration observatories at the national and regional level, which can foster close collaboration between institutions and strengthen migration data collection and its application to policy making. Mr. Khetsi also suggested a SADC region - wide migration profile; incorporation of migration issues into development plans; and research on harmonization of policies and laws.

The delegates strongly agreed on the need to improve data on migration and ensure its application to policy formulation. Specific initiatives were discussed, including promoting the exchange of best practices among SADC states and the development of migration profiles.

Session 2: Migration Management for the Benefit of All

Harnessing Skills: Diaspora Engagement for National and Regional Development

Mr. Simon Kapilima, Assistant Labour Commissioner, Ministry of Labour and Social Security, Zambia, presented the steps taken by Zambia with respect to its diaspora, illustrating the government's commitment to engaging the diaspora in social and economic development. Diaspora engagement was perceived as critical in light of shortages of skilled human resources affecting the country – particularly in the education, health and mining sectors – resulting from the emigration of many qualified nationals. With support from IOM, Zambia has established an Office of Diaspora Affairs and reached several important achievements under the first phase of its diaspora engagement project, including capacity building; formation of a national technical working group; study visits to view established practices in the region; and development of a diaspora engagement framework. Diaspora engagement has been addressed as a cross - cutting issue at the inter - ministerial level, including the Office of the President and Ministry of Labour. Mr. Kapilima also outlined the activities foreseen under the second phase of the program, including temporary return of diaspora, skills transfers and investments in the social and economic development of Zambia.

Mr. Kapilima reported positively on progress to date, noting the high level of interest from the diaspora as well as commitment from the government. The challenges experienced include the time needed to build trust between diaspora and Zambian institutions, engagement with the private sector, and managing the high expectations, both domestically and overseas.

Participants queried how countries or the region could attract the diaspora to return, given competing economic factors. They also explored means of leveraging diaspora contributions without requiring their permanent return through, for example, short-term and virtual return programs.

Migrants' Rights, Responsibilities and Contributions

Mr. Daniel Redondo, IOM International Migration Law Unit, gave a presentation on migrants' rights and briefed the audience on the ratification and implementation of human rights instruments. Among the challenges faced by migrants, the following were emphasized:

- Discrimination, either causing migration (as a push factor) or during the migration route in countries of origin, transit and destination;
- Challenges in the enjoyment of political and civil rights;
- Lack of access to economic, cultural and social rights;
- Lack of access to justice at the national and international level;
- Lack of implementation and/or follow up of recommendations of the Human Rights system;
- Gender - based considerations: considering the gaps and traditional discrimination faced by
 - women and men, as well as the fact that in many cases the gender based discrimination turns into push factors.

International migration law is the main framework recognizing the rights and responsibilities of migrants and states. Of the eight core instruments that address the protection of human rights, the International Convention of the Protection of Migrant Workers and Members of their Families has the lowest ratification rate, with only 44 state parties ratifying the convention over 20 years. Mr. Redondo further noted different forms of protection mechanisms: treaty based procedures and the charter based procedures. He reiterated that the prime responsibility for ensuring the respect of the human rights of migrants lies with states. This task should be accomplished in conjunction with other stakeholders who might contribute and support this role, such as international organizations, the private sector, non - governmental organizations, host communities, communities of origin and migrants. The Chair noted that countries need to find ways to enforce their laws, while still protecting the human rights of the migrants.

A Balanced Approach: Border Control vs. Border Management

Mr. Mbarak M. Abdulwakil, Permanent Secretary, Home Affairs, Tanzania, and **Mr. Pär Liljert**, Chief of Mission, IOM Tanzania, gave a joint presentation aiming to provide lessons learnt related to border control vs. border management. The key issues identified by Tanzania were improved data and establishment of computerized entry and exit systems; harmonized training and capacity building on migration management; and long term solutions to irregular migration. In these processes, regional integration and dialogue should be recognized as fundamental. In East Africa, countries have applied a national, cross - border and regional approach. To reach successful agreements and implementation on migration related issues at a regional level, the initial initiatives need to be built on national buy-in and adopt a cross - border approach. The presenters informed the audience about a cross -border project on Capacity Building for Border Management for Tanzania and its borders with Burundi, Kenya, Rwanda and Uganda. The project includes the rapid assessment of border posts and existing training; a computerized border management system and basic infrastructural support; creation of border information centres to prevent irregular migration; enhanced collaboration at local cross-border points; and a case study towards the establishment of one-stop border posts. The chair noted that systems should be compatible if regional initiatives such as the SADC Protocol on the Facilitation of Movement of Persons or the UNIVISA are to be feasible. It was further suggested by IOM to consider a regional policy framework for SADC.

Labour Migration: Creating Legal Channels and Forming Bilateral Agreements for Mutual Benefit:

Mr. L.C. Museka, Permanent Secretary, Ministry of Labour and Social Services, Zimbabwe, informed of the large numbers of Zimbabweans who have migrated to South Africa, Botswana, Zambia and beyond due to a variety of push - pull factors. Hence, in order to harness the benefits and minimize the risks, formalized cooperation between migrant sending and receiving countries is advisable. Due to the cost of documentation and other factors, many Zimbabweans migrate irregularly and a large number obtain farm or domestic work in the Limpopo province where they face a variety of challenges, including difficulties to integrate and risk of exploitation.

Mr. Museka described efforts to regularize labour migration to South Africa through a Memorandum of Understanding, signed for three years in 2009, between the governments of Zimbabwe and South Africa. The MOU provides for institutional cooperation on labour migration and considers issues such as labour disputes and social dialogue, social security and occupational health. In order to operationalise the MOU, a pilot project is ongoing to facilitate labour migration from three provinces of Zimbabwe to the Limpopo Province in South Africa. He described also the Reception and Support Center located on the Zimbabwean border with South Africa, which provides humanitarian assistance to returned migrants. He recommended that the MOU be expanded to cover all migrant workers in all the provinces and different sectors.

Session 3: Regional Cooperation: Mechanisms, Best Practices and the Way Forward

Report from the IOM/UNHCR Regional Conference on Refugee Protection and International Migration: Mixed Movement and Irregular Migration from the East and Horn of Africa and Great Lakes Region to Southern Africa:

Mr. Sanda Kimbimbi, UNHCR Southern Africa Regional Representative, and **Mr. Mbarak Abdulwakil**, Permanent Secretary, Home Affairs, Tanzania, gave a joint presentation on this Conference, which was held in Tanzania in September 2010. The objectives of the conference were to better understand south - bound movements of refugees and migrants; examine the main challenges in responding to these flows in a protection sensitive manner; and identify actions to be taken to address these challenges.

The Tanzania conference concluded with a clear call for strengthened national, bi - lateral and regional cooperation on refugee protection, mixed migration and irregular migration issues. At the national level, the need was noted for the establishment of inter - ministerial task forces to ensure communication between different government agencies, as well as “mixed migration task forces” to bring together government officials, civil society and international organizations. At the regional level, the role of the AU and the regional economic communities as platforms for coordination was emphasized. Participants also concurred on the need for improved national policy and legal frameworks to address the challenges of mixed migration flows, in particular on such issues as national asylum procedures, detention of irregular migrants and asylum seekers, and local integration/livelihoods opportunities for refugees and migrants; as well as the need to strengthen national capacity, in particular with regard to border management, including the need for integrated training among different government departments and external stakeholders in the capital city as well as border areas.

Finally the conference highlighted the importance of more accurate refugee and migration data and analysis in order to ensure the development of evidence - based policies. The presentation concluded with the recommendation that regional fora, such as SADC and MIDSA, would be appropriate vehicles for discussions and action on these issues.

Operational Modalities for MIDSA

Ambassador Patrick Nandago, Permanent Secretary Ministry of Home Affairs and Immigration, Namibia, gave a presentation on the draft operational modalities of MIDSA, aiming to generate discussion on the way forward for MIDSA toward enhancing dialogue with relevant stakeholders on migration. Delegates were reminded that as a regional consultative process, MIDSA provides SADC member states with an informal and non - binding forum to discuss migration issues. Since its inception in 2000, MIDSA has addressed many issues including the need to harmonise policies and laws as well as data collection amongst member states, and has tackled issues such as irregular migration, migration for development, and migration health. MIDSA is open to all SADC member states and the responsibilities of members include to work collaboratively towards achieving the goals of MIDSA and participation in MIDSA processes.

In taking MIDSA forward, it was proposed that:

- The MIDSA Chair be aligned to that of the SADC Chair cycle. The role of the Chair would be to host MIDSA meetings at all levels, to work with the MIDSA secretariat to prepare agendas and to serve as a reference point amongst MIDSA member states.
- A steering group, consisting of the outgoing Chair, the incoming Chair and the secretariat, would support the Chair through providing continuity and smooth transition of responsibilities, as well as suggesting recommendations on the elaboration of existing operational modalities, rules and procedures.
- The Secretariat would consist of the IOM Regional Office, SAMP and relevant national offices. The Secretariat would provide operational and technical support to MIDSA.

- MIDSA ministerial meetings be held on an annual basis and would follow senior officials meetings. • Options for financing MIDSA need to be considered and could include contributions from member states, donors and other partners.
- MIDSA should enhance dialogue on migration in the region, expand collaboration with other regional consultative processes, and facilitate dialogue among regions of origin and destination.
- Observers, such as NGOs, diaspora organisations and academia, could be included in open sessions depending on relevance and only with prior approval of the MIDSA Chair.

After discussion of the paper, it was proposed that member states take greater ownership of the MIDSA process and that the SADC Secretariat be actively engaged so as to ensure that MIDSA is aligned to SADC. It was agreed that IOM and the current MIDSA Chair – in - Office (Namibia) should take the proposal to SADC for their consideration and further discussions.

Session 4: Regional Cooperation - Next Steps in Group Work

Group 1 on Migration Management Coordination looked at regional priorities and discussed practical mechanisms to be institutionalized and harmonized toward increasing efficiency in migration management. The guiding questions for the group work related to mechanisms for inter - ministerial coordination at national and regional level; the gaps and priorities on migration management in SADC; and how international organizations and regional economic communities could best assist governments in this process.

Group 2 on SADC Protocol on the Facilitation of Movement of Persons noted the continued relevance of the protocol and the need to encourage its ratification and discussed the current gaps and priorities in facilitating the movement of people in the region. To set the scene, a general overview of the protocol was provided and delegates were reminded that its objective is to promote free movement of people and enhanced integration in the region. Though signed by Angola, Botswana, Democratic Republic of Congo, Lesotho, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe, the protocol has only been ratified by Botswana, Mozambique, South Africa and Swaziland. It requires ratification by two thirds of member states

before it enters into force. The delegates highlighted the need expedite the ratification, while recognizing the ratification processes in each country and the importance of alignment with national laws. The main concerns regarding the protocol related to fears about the impact of increased number of migrants in countries and the impact on the labour market and social services. In addition, concerns were raised on irregular migration and the number of refugees and asylum seekers being hosted by many SADC countries. Finally the group acknowledged the potential to learn from the other regions.

Group 3 on Capacity Building and Migration Profiles in the SADC Region discussed the role of migration data, identified critical data for migration management and noted means of enhancing capacity in this field. The group agreed that data collection is a pertinent issue in the region and in the continent. As migration is multi - sectoral, challenges also need to be addressed in a comprehensive way. National migration profiles were mentioned as a useful framework for evidence based responses to migration. Participants concurred on the need for a broad - based SADC regional approach.

Lessons Learnt/Best Practices

Following the sessions, each group presented the key discussion points, best practices, lessons learnt and recommendations on their topic, the results of the group work were consolidated with recommendations emerging from prior presentations and discussion in the attached Summary of Plenary Discussions, Recommendations of Resolution and Action Agenda, which was presented for plenary review by Mandie Alexander (IOM) and Professor Daniel Tevera (SAMP) as follows:

- The countries of Mauritius and Zambia shared lessons learnt and emerging best practices around brain drain and brain gain.
- South Africa and Zimbabwe shared lessons learnt through managing migration by regularizing undocumented nationals through bilateral agreements
- Tanzania shared lessons learnt and emerging best practices in the area of inter - ministerial cooperation & coordination

- Day two groups work resulted in participants stating that promoting regular migration and improving border management is crucial as a cross cutting concern with a focus on:
 1. Reviewing and adoption legislative frameworks
 2. Increased technical cooperation and assistance
 3. Increased capacity building
 4. Development of a consolidated regional approach to migration management

From the participant presentations it was identified that migration profiles can be:

- Inter-disciplinary and facilitated by many different agencies
- Implemented through the national offices / agencies
- Participants stated that some data relevant to migration exists, but that data gaps and requirements has to be identified by the relevant ministries and agencies nationally
- In general participants stated that accurate, relevant data can support policy development (policy - relevant research) in areas of population mobility at national levels.

Action Agenda

The plenary action agenda is divided into a national action agenda with three key priority areas, and a regional action agenda with three key priority areas. These six priority areas were in turn disaggregated into medium - term outputs, and presented to the plenary session on Day Two of the meeting. After the adoption of all the medium - term outputs and deliverables, these six key priority areas were collated into seven broader recommendations for consideration by the ministerial meeting on Day Three of the dialogue. The national and regional action agendas presented the following key priority areas:

1. National Action Agenda

To enhance migration management coordination by:

- Establishing a migration focal point in each ministry / government department;
- Raising public awareness of safe migration in order to discourage and prevent irregular movements: by rolling out of community outreach and awareness projects by end 2011; and
- To encourage the ratification of SADC Protocol on the Facilitation of Movement of Persons signed and ratified by 2/3 of member states by end 2011;
- Putting in place national level population registers with the support of regional implementing partners by end 2012;
- Capacity building in migration management and protocol implementation projects developed and implemented by 2012; and
- Engaging stakeholders and exchanging experiences related to population movement as an ongoing activity at national level.
- To enhance migration profiles in the SADC region:
 - Identifying and documenting the type of research needed to support policy development on population movements by end 2011;
 - Identifying mechanisms to integrate migration data and research into policymaking by end 2011;
 - Including migration data in revised national development plans (timeline depending on country specific cycles of national development plans); and

- Enhancing the capacity of national statistical offices and SADC statistical departments and migration offices through training of key stakeholders by 2012.

Regional Action Agenda

To enhance migration management coordination by:

- Setting up of common minimum requirements and regional standards of migration management by end 2011;
- Increasing information sharing among member states in conformity with national standards as an ongoing activity at national level;
- Developing of minimum standards for access to basic services of migrants as it relates to fundamental human rights by end 2011;
- Increasing opportunities and encouraging skilled migrants to remain within the region: Developing a Regional Diaspora Engagement Framework by end 2012; and
- Conducting a regional assessment of remittance flows by end 2012.
- To encourage the ratification of SADC Protocol on the Facilitation of Movement of Persons:
 - Addressing technical challenges to the ratification of the protocol by promoting harmonized border management systems, including infrastructure, technology, and machine readable passports through pilot projects by 2013;
 - Encouraging SADC member states to develop and implement bilateral and multilateral agreements pertaining to joint and cooperative measures by 2013;
 - Fostering regional cooperation efforts among major migrant labour sending and receiving countries to promote legal labour mobility channels and opportunities and thus reducing irregular movements as an ongoing activity at regional level;
 - Developing integrated regional information management systems by 2013;
 - Developing regional standard operating procedures and minimum compliance by 2012;
 - Fostering collaboration, coordination and information sharing among member states, as an ongoing activity at regional level; and • Developing monitoring tools by end 2012.

Migration profiles in the SADC region:

- Harmonizing migration data through regional coordination by 2013;
- Improving information sharing and best practices at national and regional level as an ongoing activity;
- Channelling efforts through regional bodies such as SADC as an ongoing activity at regional level;
- Creating a centralized migration database at regional level by 2013.

In addition, it was suggested that MIDSA in the future shall assist with research and capacity building, and encourage dialogue among member states. IOM and the Chair in Office shall pursue the integration of MIDSA recommendations into the structures of the SADC Secretariat. As a pertinent issue, strategies to address data gaps and produce evidence - based information on migration – required for informed policy making at a regional level – shall be developed.

Official Opening Ceremony

In her welcome remarks, **Honourable Rosalia Nghidinwa**, MP, Minister of Home Affairs and Immigration, Namibia, noted that the focus of dialogue on migration has shifted away from a predominantly negative view, and the linkages between migration and development were recognized increasingly on the global level. She outlined multiple causes of migration ranging from discrimination, poverty and displacement to the search for a better life, education opportunities and personal growth.

The Honourable Minister mentioned several migration themes relevant to Namibia and other member states, such as the human rights of migrants, the gender dimensions of migration, and the security concerns of receiving countries. She further informed that Namibia was host to asylum seekers from other countries and fully respected asylum rights, while also promoting voluntary repatriation for those wishing to return and contribute to the reconstruction of their countries of origin. She cautioned that the increasing incidence of irregular migration, if not handled in a dignified manner, risked sparking xenophobia.

Ambassador William Lacy Swing, Director General, IOM, stated in his opening remarks that migration is among the critical geo-political issues of our time, destined to be a 21st century “mega-trend”. Hence migration needs to be managed in a humane and orderly manner for the benefit of all. This goal is best pursued through dialogue at the regional level through regional consultative processes, such as MIDSA. Government ownership and preservation of MIDSA’s flexibility and informality were mentioned as key features for the success of this regional consultative process. He thanked the United States Bureau of Population, Refugees and Migration for their generous financial support to MIDSA. Ambassador Swing concluded his opening remarks by stressing IOM’s firm commitment to assist and partner with member states in their efforts to manage migration in a manner that is sustainable and beneficial to countries and migrants alike.

His Excellency Hifikepunye Pohamba, President of the Republic of Namibia, delivered the keynote address, characterizing the mobility of people, goods, services and financial resources as one of the defining features of globalization. His Excellency noted that international migration has prompted varying debates around the world, of which many unfortunately are littered with misconceptions and negative attitudes toward migration. MIDSA was presented as an opportunity to reflect and engage on the urgent steps needed in the region – to better link migration with development and ensure shared responsibilities and benefits through bilateral, regional and global inter - state cooperation.

Delegates were encouraged to reap the benefits of MIDSA and His Excellency expressed his deepest confidence that the initiative and support by IOM and other development partners will allow the process to move forward and eventually result in harmonized policies and frameworks.

Plenary: Facilitation of Movement of Persons in the SADC Region:

Honourable Patrick Siele, Minister of Labour and Home Affairs, Republic of Botswana, explained that his government was requested to lead the discussion on the protocol in the absence of the SADC Secretariat. He informed that only nine member states had signed and four had ratified the protocol, such that the ratification threshold had not been met for entry into force. He provided the context and historical background to the protocol, noting that the SADC Treaty requires member states to develop policies aimed at the progressive elimination of obstacles to free movement of capital, labour, goods, services and the public in general.

In light of delays in the ratification process, he expressed that the movement of persons is not a high political priority among many member states. He noted the potential of the SADC Parliamentary Forum to strengthen the parliamentary dimension of regional integration and promote ratification of relevant agreements, such as the protocol. He concluded by pointing out the many areas of natural partnership among IOM, SADC and member states to agree on action points and policy recommendations to facilitate the movement of people in the region.

Plenary: Migration Management in the SADC – From Challenges to Opportunities

Mr. Bernardo Mariano, Regional Representative IOM, gave an overview of key migration statistics and trends globally and in Southern Africa. While recognizing the diversity of motives for migration, he emphasized the important role played by economic factors among the push-pull influences on migration in the region. He informed of the magnitude of remittances, noting that remittances far exceeded development assistance to Africa. He explored the possibility of measuring the net gains and losses from labour migration from a regional perspective rather than a national one, such that, for example, the export of skilled labour from one country to its neighbours is conceived as a regional gain. Mr. Mariano outlined many of the challenges facing the region and potential areas for regional coordination. Mr. Mariano remarked that while discussion on diaspora often focuses on their financial contribution to home communities, further research on their expenditures and investments in host communities would be of interest toward showing the positive role played by migrants in home and host countries.

In the discussion that followed, it was noted that what was at stake was not the future of the nation state, but its very composition. Several delegations shared the status of the SADC protocol in their countries and the steps they were taking toward facilitated movement, including visa free entry arrangements, even where the protocol was not yet signed. The Mozambique delegation highlighted the challenge represented by irregular migration to their country and the importance of information campaigns, especially in sending countries, to raise awareness on the risks of irregular migration.

Plenary: The Future of MIDSA

Honourable Fatima Ismail Chohan, Deputy Minister of Home Affairs, South Africa, addressed the audience and presented an understanding of MIDSA as a forum for dialogue which cannot exist outside the context of bilateral and multilateral political structures and commitments.

In the context of defining the future role of MIDSA, it was suggested that the discourse at MIDSA and SADC be more focused, homing in on the following strategic priorities:

- The better management of asylum seekers;
- The development of mutually complementary approaches to skilled and unskilled economic migrants;
- The integration of border control systems to afford maximum benefit for the region as a whole; and
- Regulating undocumented or irregular migrants within nation states.

Among migration issues relevant to the region, Minister Chohan noted economic migration, which has been compounded by the global economic crisis, and the large number of asylum seekers, and suggested that further exploration of means to manage mixed migration flows be pursued.

The plenary acknowledged the need for bilateral agreements such as the one between Zimbabwe and South Africa, as well as assistance from international organizations such as IOM. It was suggested that MIDSA meetings be held on an annual basis for senior officials, and elevated to the ministerial level bi - annually.

Official Closing Ceremony

Ambassador William Lacy Swing, Director General of IOM, acknowledged the commitments made during the conference and the important task ahead of implementing the recommendations within reasonable timeframes. He recognized that the member states face challenges and pressures related to migration, but highlighted the opportunities also. Ambassador Swing stated that IOM remains ready to assist the member states to take forward this state-driven and consultative process, in whichever capacity the member states deem appropriate. He commended Botswana, Lesotho and Swaziland for their noble initiative to join IOM.

Honourable Rosalia Nghidinwa, MP, Minister of Home Affairs, Republic of Namibia, thanked delegates for the successful deliberations during the first Ministerial MIDSA and noted that MIDSA plays a critical role in providing a platform to share challenges

and take concerted action in the area of migration. It is important that countries explore the possibilities to mitigate the negative effects and reap the benefits of migration. She concluded that implementation of the recommendations of MIDSA was critical. The Honourable Minister encouraged countries to meet on a regular basis which would allow discussions on the important issues of migration.

The Right Honourable Nahas Angula, Prime Minister of Namibia, in his closing address noted that migration affected all SADC member states in one way or another and acknowledged the benefit of coming together to discuss the movement of persons in the region. He noted that while the history of migration is as old as human history, migration in the modern era has brought new challenges that, without proper management, may bring negative consequences related to irregular migration, cross - border crime, smuggling, trafficking, and terrorism. The Prime Minister reiterated that the workshop marked the beginning of a journey each country needs to undertake to maximize benefits and minimize the challenges from migration.

He remarked that the biggest challenge confronting the participants is the establishment of policy frameworks to effectively manage migration, while deriving its benefits, and informed that the SADC region needs to review its protocols taking into account the realities of the region. The Honourable Prime Minister expressed that regular regional dialogue on migration can promote better policy making, through research and analysis, and smooth implementation. He encouraged participants to discuss issues related to the most vulnerable migrants who move in search for a better life.

Adopted Recommendations

The following recommendations, which were based on the presentations, discussions and group work, were revised and adopted at the ministerial level on Day Three of the workshop.

- The Chair in Office of MIDSA and IOM to pursue the integration of current and future recommendations of the MIDSA Ministerial meeting into SADC structures so that these recommendations lead to concrete actions.
- Enhance migration management coordination, including through the establishment of migration focal points in relevant ministries; agreement on common regional standard operating practices including minimum standards for migrants' access to basic social services; capacity building; ongoing exchange of experiences and best practices; harmonised border management systems; and an integrated regional information management system.
- Encourage countries to expedite ratification of the SADC Protocol on the Facilitation of Movement of Persons in accordance with SADC decision.
- Address challenges of irregular migration by increasing public awareness in order to discourage irregular migration as well as promoting legal labour mobility channels and opportunities.
- Promote the participation of the diaspora in development and mitigate the effects of brain drain by, for example, increasing opportunities for skilled migrants to remain within the region, undertaking a regional assessment of remittance flows and developing a Regional Diaspora Engagement Framework.
- Improve the collection, analysis, dissemination and harmonisation of migration data, ensuring its application to policy - making and incorporation into national development plans, requiring
 - capacity building of national statistical offices, national migration institutions and the SADC statistical department.
- The agreed frequency of MIDSA meetings as follows:
 1. Yearly: MIDSA workshop for Permanent Secretaries and senior government officials
 2. Every other year: MIDSA ministerial workshop

Annexure 1: MIDSA Final Agenda



MIDSA

Migration Dialogue for Southern Africa



Ministerial Conference on
“Managing Migration through Regional Cooperation”
Windhoek, Namibia, 15-17 November 2010

DRAFT PROGRAMME

Sunday 14 November 2010

	Arrival of Participants
08.30 – 20.00	Registration of Participants
18.30 – 20.00	Welcome Cocktail

Monday 15 November 2010

08.00 -	Registration of Participants
---------	------------------------------

Opening Session
 Chair: Ambassador Patrick Nandago, Permanent Secretary, Ministry of Home Affairs and Immigration (MHAI), Republic of Namibia

08.30 – 09.00	Welcome Remarks	Mr. Bernardo Mariano Regional Representative, IOM
	Keynote Address	Hon Elia Kaiyamo, MP. Deputy Minister for Home Affairs and Immigration, Government of Namibia
09.00 – 10.00	Tour de Table (Heads of Delegation)	All
10.00 – 10.30	<i>Coffee/Tea Break (Group Photo)</i>	

Session 1
Migration Management: Maximizing the Benefits and Minimizing the Challenges
 Chair: Ambassador Patrick Nandago, Permanent Secretary, MHAI, Republic of Namibia
 Co-chair: Mr. L Moahi, Deputy Permanent Secretary, Ministry of Labour and Home Affairs,
 Botswana

10.30 – 11.15	10 years of MIDSA	Prof. Daniel Tevera, Southern African Migration Project
11.15 – 12.00	The Benefits of Data Collection and	Mr R Khetsi, PS, Ministry of Home

	Utilization towards addressing Migration Challenges and Opportunities	Affairs, Public Safety and Parliamentary Affairs, Lesotho
12.00 – 13.00	<i>Lunch is served</i>	
Session 2		
Migration Management for the Benefit of All		
Chair: Ms. N.M. Mutiti, Permanent Secretary, Ministry of Home Affairs, Zambia		
Co-Chair: Mr. JP Cunha da Silva – National Director of International Cooperation Cabinet, Ministry of Interior, Angola		
13.00 – 13.45	Labour Migration: Creating Legal Channels and Forming Bilateral Agreements for Mutual Benefit	Mr. L.C. Museka, Permanent Secretary of Labour and Social Welfare, Zimbabwe
13.45 – 14.30	Harnessing Skills: Diaspora Engagement for National and Regional Development	Mr. Simon Kapilima, Assistant Labour Commissioner, Ministry of Labour and Social Security, Zambia
14.30 – 15.15	Migrants' Rights, Responsibilities & Contributions	Mr. Daniel Redondo, International Migration Law, IOM
15.15 – 15.30	<i>Coffee/Tea Break</i>	
15.30 – 16.15	A Balanced Approach: Border Control vs. Border Management	- Mr. Mbarak M. Abdulwakil, Permanent Secretary, Home Affairs, Tanzania - Mr. Pär Liljert, Chief of Mission, IOM Tanzania
16.15 – 17.00	Plenary Discussion	Chairs
Tuesday 16 November 2010		
Session 3		
Regional Cooperation: Mechanisms, Best Practices & The Way Forward		
Chair: Mr R Khetsi, Principal Secretary, Ministry of Home Affairs, Public Safety and Parliamentary Affairs, Lesotho		
Co-chair: Mr. J.S. Nhatave, National Director of Immigration, Ministry of Interior, Mozambique		
08:45 – 09.00	Recap from Day 1	Chairs
09.00 – 09.45	Report from the IOM/UNHCR Regional Conference on Refugee Protection and International Migration: Mixed Movement and Irregular Migration from the East and Horn of Africa and Great Lakes Region to Southern Africa	- Mr Sanda Kimbimbi, UNHCR Southern Africa Regional Representative - Mr. Mbarak M. Abdulwakil, Permanent Secretary, Home Affairs, Tanzania
09.45 – 10.00	<i>Coffee/Tea Break</i>	
10.00 – 10.45	Operating Modalities for MIDSA	Amb. Patrick Nandago, Permanent Secretary, MHAI, Republic of Namibia
10.45 – 11.45	Group Work: Next Steps – Challenges & Opportunities to be addressed in SADC: 1. Migration Management Coordination 2. SADC Protocol on the Facilitated Movement of Persons	- Mr. A. D. Matongo, Deputy PS, Ministry of Home Affairs, Zimbabwe - Ms. N.M. Mutiti, PS, Ministry of Home Affairs, Zambia - Mr R Khetsi, PS, Ministry of Home

	3. Migration profiling in the region	Affairs, Public Safety and Parliamentary Affairs, Lesotho
11.45 – 12.45	Group Work presentations	Chairs
Session 4 Regional Cooperation: Next steps Chair: Mr. T.T. Kang'ombe, Principal Secretary, Ministry of Internal Affairs and Public Security, Malawi Co-Chair: Mrs M.A Houareau, Principal Secretary, Ministry of Internal Affairs, Seychelles		
12.45 – 13.45	<i>Lunch is served</i>	
13.45 – 15.00	Plenary Discussions and recommendations of resolution and action agenda	- Ms. Mandie Alexander, IOM - Prof. Daniel Tevera, Southern African Migration Project
15.00 – 15.45	<i>Coffee/Tea Break</i>	
15.45 – 16.30	Draft Recommendations are finalized	Chairs
18.00	Welcome Dinner	Hosted by Minister of Home Affairs and Immigration, Namibia

Wednesday 17 November 2010: Ministerial Day

Official Opening Ceremony

Director of Ceremonies: Ambassador Patrick Nandago, Permanent Secretary MHAI, Republic of Namibia

08.30 – 9.00	Invited guests, delegates and Ministers arrive and are seated for the President's arrival	All
09.00 – 9.15	Namibia National Anthem and AU Anthem	
09.15 – 9.30	Welcoming Remarks	Hon. Rosalia Nghidinwa, MP. Minister of Home Affairs and Immigration, Namibia
09.30 – 9.45	Opening Remarks	Amb. William Swing, Director General, IOM
09.45 – 10.15	Keynote Address	His Excellency Hifikepunye Pohamba, President of Namibia
10.15 – 10.30	Vote of thanks	Hon. Elia Kaiyamo, MP. Deputy Minister of Home Affairs and Immigration, Namibia.
10.30 – 11.15	<i>Coffee/Tea Break (Official Group Photo)</i>	
Closed Session		
Chair: Hon. Rosalia Nghidinwa, MP. Minister of Home Affairs and Immigration, Namibia Ambassador William Swing, Director-General, IOM		
11.15 – 11.45	Recap from previous days and Draft recommendations presented	Chairs
11.45 – 12.30	Plenary: Facilitation of Movement of Persons in the SADC region	Mr. P Siele, Minister of Labour and Home Affairs. Republic of Botswana
12.30 – 13.15	Plenary: Migration Management in the SADC – From Challenges to Opportunities	Mr. Bernardo Mariano, Regional Representative, IOM Southern Africa
13.15 – 14.30	<i>Lunch</i>	
14.30 – 15.15	Plenary: The Future of MIDSA	Ms. Fatima Ismail Chohan Deputy Minister of Home Affairs, South Africa
15.15 – 16.15	Recommendations are adopted	Chairs
16.15 – 16.45	<i>Coffee/Tea Break</i>	
Official Closing Ceremony		
Director of Ceremonies: Ambassador Patrick Nandago, Permanent Secretary MHAI, Republic of Namibia		
16.45 – 17.00	Closing Remarks	Amb. William Swing, Director General of IOM
17.00 – 17.15	Concluding Remarks	Hon Rosalia Nghidinwa, MP,

		Minister of Home Affairs, Republic of Namibia.
17.15 – 17.30	Closing Statement by the Prime Minister of the Republic of Namibia	Right Hon Nahas Angula, Prime Minister of the Republic of Namibia
17.30	Vote of thanks, by the Deputy Minister of Home Affairs and Immigration, Government of Namibia Namibia National Anthem and AU Anthem Joint Press Conference	Hon. Elia Kaiyamo, MP. Deputy Minister for Home Affairs and Immigration, Republic of Namibia

Annexure 2: MIDSA Participant List

SADC Member States – Government Delegations		
Country	Title	Ministry/Department
REPUBLIC OF ANGOLA		
Dr. José Paulino C. Da Silva	National Director of International Cooperation Cabinet	Ministry of Interior
Dr. Teresa F. Da Silva e Silva	Head of Department: Refugees and Migration Services	Ministry of Interior
REPUBLIC OF BOTSWANA		
Hon Peter Letlhogonolo Siele	Minister	Ministry of Labour and Home Affairs
Mr. Lucky T. Moahi	Deputy Permanent Secretary	Ministry of Labour and Home Affairs
Mr. Andries Moeng	Principal Immigration Administrator (Migration)	Ministry of Labour and Home Affairs: Immigration Department
D.R. CONGO (Democratic Republic of Congo)		
Hon. Zuka Mon'do Ugonda-Lemba Georges	Vice Minister	Ministry of Interior & Security
Mr. Daniel Lubo Mwabilu	Migration Adviser	Ministry of Interior & Security
Mr. Bosolo Mundombele	Director of Studies -General Director of Migration	Ministry of Interior & Security
Mr. Munzanzu Kimbodi Romain Dominique	Particular Secretary of the Vice Minister	Ministry of Interior & Security
KINGDOM OF LESOTHO		
Hon. Archibald Lesao Lehohla	Deputy Prime Minister	Ministry of Home Affairs, Public Safety & Parliamentary Affairs
Mr. Retselisitsoe Khetsi	Permanent Secretary	Ministry of Home Affairs, Public Safety & Parliamentary Affairs

Mr. Lehlohonolo Mohono	Private Secretary	Ministry of Home Affairs, Public Safety & Parliamentary Affairs
REPUBLIC OF MALAWI		
Hon. Annie Lemani-Singani	Deputy Minister	Ministry of Internal Affairs & Public Security
Mr. Treshphore T. Kang'ombe	Principal Secretary	Ministry of Internal Affairs & Public Security
Mr. Hudson Mankhwala	Passport Officer	Ministry of Internal Affairs & Public Security
Mr. Samuel D. Malowa	Senior Administrative Officer	Ministry of Internal Affairs & Public Security
REPUBLIC OF MAURITIUS		
H.E. Mr. Mahomed I. Dossa	High Commissioner	High Commission of Mauritius -South Africa
Mr. Adam Koodoruth	Second Secretary	Ministry of Foreign Affairs
Mr. Toolseekritsing RAJARAM	Passport & Immigration Officer	Prime Minister's Office - Home Affairs Division
REPUBLIC OF MOZAMBIQUE		
Mr. Zefanias Mabie Muhate	Permanent Secretary	Ministry of Interior
Mr. José Nhatave	National Director of Immigration	Ministry of Interior
Mr. Fernando Mbebe	Head of Division: International Relations Unit	Ministry of Interior
Mr. José Cofe Chirombo	Head: Migration Movement Unit	Ministry of Interior
REPUBLIC OF NAMIBIA		
Hon. Rosalia Nghidinwa	Minister	Ministry of Home Affairs & Immigration
Hon Elia Kaiyamo	Deputy Minister	Ministry of Home Affairs & Immigration
Amb. Patrick Nandago	Permanent Secretary	Ministry of Home Affairs & Immigration

Mr. Nehemia Nghishekwa	Deputy Director: Immigration & Border Control	Ministry of Home Affairs & Immigration
REPUBLIC OF SEYCHELLES		
Mrs. Marie-Ange Houareau	Principal Secretary	Ministry of Home Affairs, Environment and Transport
Mr. Paul Didon	Senior Immigration Officer	Ministry of Home Affairs, Environment and Transport
Mr. Georges Cherry	Immigration Officer (Senior Officer)	Ministry of Home Affairs, Environment and Transport
REPUBLIC OF SOUTH AFRICA		
Hon. Fatima Ismail Chohan	Deputy Minister	Ministry of Home Affairs
Mr. Modiri Matthews	Chief Director: Inspectorate	Department of Home Affairs
Ms. Lindile Kgasi	Chief Director: Asylum Seeker Management	Department of Home Affairs
Ms. Dineo J. Malao	PA to the Minister	Ministry of Home Affairs
KINGDOM OF SWAZILAND		
Hon. Chief Mgwagwa Gamedze	Minister	Ministry of Home Affairs
Amb. Thembayana A. Dlamini	Ambassador	Permanent Mission of Swaziland to the UN
Mr. Titus Khumalo	Under Secretary	Ministry of Home Affairs

Mr. Elton Lukhele	First Secretary	Permanent Mission of Swaziland to the UN
REPUBLIC OF TANZANIA		
Mr. Mbarak M. Abdulwakil	Permanent Secretary	Ministry of Home Affairs
Mr. Philo Nombo	Immigration Officer	Ministry of Home Affairs
REPUBLIC OF ZAMBIA		
Hon. Richard Taima	Deputy Minister	Ministry of Home Affairs
Ms. Ndiyoi Mutiti	Permanent Secretary	Ministry of Home Affairs
Mr. Simon Kapilima	Assistant Labour Commissioner	Ministry of Labour & Social Security
Mr. Moola Milomo	Deputy Chief Immigration Officer	Ministry of Home Affairs
REPUBLIC OF ZIMBABWE		
Hon. Theresa M. Makone	Minister	Ministry of Home Affairs
Mr. Lancaster C. Museka	Permanent Secretary	Ministry of Labour & Social Services
Mr. Patience Matafi	PA to the Minister	Ministry of Home Affairs

This ministerial conference was made possible through the financial support of the United States Department of State, Bureau of Population, Refugees, and Migration (PRM).

IOM Regional Office for Southern Africa
P.O Box 55391 Arcadia
Tel: +27 (0) 12 342 2789
Fax: +27 (0) 12 342 0932
Email: mrfpretoria@iom.int
www.iom.org.za
www.iom.int



IOM International Organization for Migration

