



# ECONOMIC DEVELOPMENT IN AFRICA REPORT 2018

## Migration for Structural Transformation

### CHAPTER 6

## Recommendations and conclusions



## **CHAPTER 6**

# **Recommendations and conclusions**



*“Intra-African migration has huge potential that can be leveraged for sustainable development and poverty reduction.*

*This report provides much needed evidence on how Africa’s economic growth and structural transformation could generate demand for labour migrants and create significant pathways out of poverty for African migrants and their dependents.*

*It is an essential resource for migration and development stakeholders and for ongoing consultations on the global compact for migration.”*

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## Introduction

The African Union is equipped with a number of policy frameworks, guidelines and institutions geared towards facilitating labour mobility throughout the continent. Furthermore, the 30th ordinary session of the Assembly of the African Union held in January 2018 concluded with landmark decisions on three flagship projects of Agenda 2063 that are of relevance to intra-African migration: the launch of the Single African Air Transport Market initiative, the agreement to hold an extraordinary Summit in 2018 to sign the African Continental Free Trade Area, and the adoption of the Protocol relating to Free Movement of Persons, Residence and Establishment. However, many of these frameworks and institutions are either still to be put into operation or are at very early stages of implementation. In addition, while an increasing number of African countries are developing national migration policies, more needs to be done to situate these within the context of regional integration. Furthermore, though the analysis in previous chapters reveals that many African countries are both origin and destination countries, very few of them explicitly integrate this status in their migration policy framework. The experience of Morocco features prominently among such exceptions and provides insights for many countries to learn from.

## 6.1 Main findings

### ***Migration in Africa is primarily intracontinental***

More than half (53 per cent) of Africa's international migrants in 2017 remained on the continent. With the exception of Northern Africa, the share of intra-African migration was much higher, as more than 80 per cent of international migrants from the continent resided in each of the following regions: Eastern, Middle and Western Africa.

### ***Intra-African migration is a catalyst for economic growth***

The report findings show that intra-African migration can positively impact structural transformation in destination countries. UNCTAD forecasts based on existing migration scenarios indicate that immigration flows could lead to a substantial increase in GDP per capita for Africa by 2030. In economic terms, this implies reaching a GDP per capita of \$3,249 in 2030, growing at a compound annual growth rate of 3.5 per cent from 2016. The average value of GDP per capita in Africa was \$2,008 in 2016.

Remittance inflows to Africa account for half of all private capital flows into the continent and have risen from \$38.4 billion on average in 2005–2007, to \$64.9 billion in 2014–2016. However, empirical analysis finds that, despite being recipients of relatively large

amounts of remittances, sending countries experienced a weaker (indefinite) effect of migration on structural transformation. Reasons for the relatively low impact included the impact of a loss of skilled labour and lower tax revenues, structural constraints to economic development as well as regulatory hurdles such as the high costs of remittances and of recruitment services. Removing these barriers and improving policy and regulatory conditions are necessary requirements for maximizing the benefits of migration on sustainable structural transformation in these countries.

The report finds that migration can contribute to improved labour productivity in destination countries. An increase in the stock of immigration leads to a higher within-sector productivity growth rate. This effect increases in magnitude for sectors that experienced relatively high migration in the past (agriculture, manufacturing, mining, construction and services). The report finds that an increase in immigration is associated with a rise in manufacturing value added, but notes the limited impact of productivity enhancements on job creation. This could be related to the relative scarcity of good quality, skilled manufacturing jobs in most African countries.

### ***Migration generates durable growth and development benefits***

The report's findings on the positive impact of migration to growth and socioeconomic development in both destination and origin countries are in line with other studies that show that the estimated contribution of immigrants to GDP ranges from about 1 per cent in Ghana, to 19 per cent in Côte d'Ivoire (OECD and ILO, 2018). Migration also contributes to destination countries' development through taxes and consumption, with migrants spending approximately 85 per cent of their incomes in their destination country (International Fund for Agricultural Development, 2017, p. 56). Thus, besides contributing to current output, immigrants provide a demographic boost to the existing and future labour force in destination countries. UNCTAD research into economic transmission channels of migration indicates that there is an additional positive effect of educated immigration (with higher education mostly in origin countries rather than destination countries) on structural transformation. There is also some evidence that return migration to origin countries brings knowledge and skills that can spur productivity.

### ***Migration boosts trade***

The report's examination of food trade patterns within the continent highlights the pro-trade effect of migration. Assuming emigrants have a higher income in their new home countries, the amount of exports will increase and with that, financial inflows to the origin country. Similarly, it appears that food imports from within the continent have increased for main receiving countries, often at much faster rates than the rate of immigration from other African countries.

### ***Migration fosters inclusive growth and wider livelihood opportunities for women migrants***

Migration by women is not only growing in importance in Africa, but women migrants are contributing to inclusive growth in both origin countries and destination countries. However, women migrants in Africa face significant challenges (care and family responsibilities and competitive disadvantages in labour markets) that not only impact their migration experiences, but also their attainment outcomes in labour markets in destination countries.

### ***Both semi- and low-skilled immigrants contribute to growth in destination countries***

Well-managed labour migration (i.e. among other measures, through flexible labour policies that target low- and semi-skilled migrants) can facilitate labour mobility while addressing gaps in regional labour markets with short supply. These workers fill labour gaps which could in theory enable indigenous workers in destination countries to take on higher value work. The report finds evidence of some upskilling among low- and semi-skilled migrants, which can have a positive impact on productivity. However, low- and semi-skilled migrants are sometimes disadvantaged in regional labour markets. There is clearly a need to expedite implementation of the African passport to facilitate the mobility of Africans on the continent.

### ***Migration is neither a burden nor a panacea for achieving the Sustainable Development Goals***

As policy frameworks are not fully appropriate in catalysing the impact of migration on socioeconomic development, migration cannot be seen as a burden nor a panacea for achieving the Sustainable Development Goals. The report finds that migration plays a minor role in influencing the trends of social development-related indicators in both sending and receiving countries. Increased immigration does not appear to alter wage differentials or lead to increased public spending on health. However, in destination countries, immigration leads to both higher expenditures on education and better attainment outcomes. An examination of possible prospects of many countries in achieving the health- and education-related Sustainable Development Goals by 2030 and 2063 indicates relatively good scoring overall (table 22), though these prospects could be better. An increase in migration takes place in parallel with improvements in education and health, especially for women.

### ***Align migration, trade and investment policies with long-term development objectives***

Results of the analysis in this report also imply that, to avoid replicating some of the pitfalls associated with trade liberalization, the conditions for enabling dynamic changes in the temporal and spatial allocation of skilled and low-skilled labour across countries should be satisfied. To this end, countries need to align migration, trade and investment

policies with their long-term development objectives. In other words, Africa's migration policy and regulatory framework should enable a country with a large degree of emigration of low-skilled labour in 2017 to aim towards becoming a destination country of skilled labour in the future. The report's analysis identified opportunities in agriculture, services and manufacturing across the continent's different regions. Coherent migration policies at the national, regional and continental levels will be key to reaping the benefits associated with the relevant different value chains.

## 6.2 Main policy recommendations

Specific policy implications of the report's various findings are addressed in each chapter. Each chapter also showcases African good practices of relevance to the thematic areas discussed. The present chapter therefore highlights cross-cutting recommendations – of relevance to African economic and trade policymakers at the national, regional and continental levels – on what needs to be done to increase the impact of migration on Africa's structural transformation. It also offers key messages addressed to the global community.

The cross-cutting policy recommendations in this chapter are based on a three-step approach. First, specific attention was given to deriving policy conclusions emanating from the report's findings. Second, a desk review of good practices in African countries was conducted. Third, the first two steps of the approach were complemented by insights derived from interviews with government officials, development partners and participant observation during high-level meetings on migration. Ultimately, this approach revealed a strong desire among African policymakers to learn from existing best practices on the continent. This would also contribute to acceleration of policy harmonization processes in relation to pillars of migration policies shared within regional economic communities and eventually within the continent. The remainder of this chapter responds to that call. It builds on examples of African good practices in other parts of the report. It highlights key recommendations stemming from the overall analysis and provides additional insights from some of Africa's best practices. As established in the report, countries generally function as both origins and destinations for migrants, with varying degrees of immigration and emigration intensity. While acknowledging this fact, for the sake of clarity, recommendations are sometimes provided specifically for origin or destination countries.

In the spirit of West African tradition, against the sound of a drum in the background that calls African leaders of origin and destination countries, world leaders in multilateral

initiatives, private corporations, business associations, trade unions and civil society groups to gather around, the griot<sup>14</sup> begins his narrative.

### **6.2.1 Build coherence in migration, trade, investment and technology policies in creating the conditions for structural transformation**

In most cases, people move in search of a better life. They move because they want to find decent employment. A fast-growing services sector is setting the course for an unconventional path to the continent's structural transformation. However, development of the labour-intensive agriculture and manufacturing sectors remains necessary. With the right infrastructure, an enabling policy and regulatory environment and a skilled workforce, Africa can become a world leader in a number of commodity-based industrial value chains. This report has identified countries and sectors with such potential. There should be collective efforts to gather public and private sector actors to conduct a skills-mapping exercise across these leading sectors. Such an assessment should then serve as the basis for planning human capital development, including in vocational training and in tertiary education, and contribute to the design of regional and continental operational migration plans.

Lack of coherence across macroeconomic, trade, investment and technology policies feature prominently among the many reasons for the continent's limited progress on industrialization. Managed migration for structural transformation could be a unifying element and an impetus in efforts to achieve greater coherence across these fields. With this in mind, ongoing reforms of international investment agreements should be aligned with the priorities of Africa's industrialization and regional integration agendas.

African Governments should be mindful of maintaining policy and regulatory space to allow catering to the needs of their individual industrialization strategies. Such regulatory space could include the prioritization of pan-African labour mobility and the transfer of skills and technology. The exact design of priority lists and sector-specific policies is likely to differ across countries, but the common thread should be the development of a competitive and innovative African labour force.

### **6.2.2 Implement existing policy, legal and regulatory frameworks on the free movement of persons at the continental level**

The free movement of persons and labour migration constitute central elements of the African Union's objective of a united and integrated Africa. In addition to migration policies and protocols, the Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development (Ouagadougou+10) adopted by the African

<sup>14</sup> Also, *jeli*, *jali* or *gewel*.



Union in 2015 situates labour migration as a key priority area. Similarly, the Strategic Plan 2014–2017 of the African Union Commission included the promotion of labour migration as a specific strategy. In addition, efforts to operationalize the 2006 African Union Migration Policy Framework for Africa and to strengthen the effective governance and regulation of labour migration and mobility in Africa, led to the adoption of the Labour Migration Governance for Development and Integration by the 24th Assembly of the African Union in January 2015 and, in 2017, of the African Union Revised Migration Policy Framework for Africa and Plan of Action (2018–2027). The African Union has also established institutions specifically tasked with addressing diaspora and remittances matters. These include the African Union Commission's Centre for Citizens and Diaspora Directorate and African Institute of Remittances. Reasons for the slow pace in the effective implementation of existing frameworks include limited information on the distribution of gains and losses stemming from the liberalization of labour flows. The findings of this report contribute to filling the information gap on thematic areas associated with regional integration processes.

The report's findings also indicate a need for thematic action plans at the continental level. With regard to labour mobility, for instance, the implementation of continental-level migration frameworks should be accompanied by the design of mechanisms for optimal adjustment to skills shortages between the continent's various subregions. On this point, specific measures include the harmonization of qualifications at the continental level. Additional measures should be established to enable private investors to circumvent variations in labour mobility protocols across African regional economic communities due to different dynamics that reflect the diverse interests of its member countries.

### **6.2.3 Establish regional and continental mechanisms for harnessing the benefits of intra-African migration for structural transformation**

#### ***To member States***

Regional economic communities could integrate migration and the principle of co-development into their policy frameworks. The principle of co-development considers migrants central partners in development cooperation projects and programmes and, as a policy approach, seeks to maximize the benefits of migration for origin and destination country stakeholders. In this regard, national migration policies could be informed by this report's findings on economic and trade implications of migration. These findings take into account a typology of countries based on their levels of immigration (high, medium and low) and how these relate to their varying stages of progress with regard to the Sustainable Development Goals and to Agenda 2063. Countries could also draw lessons from the integration of the principle of co-development in relation to origin,

transit and destination countries in the migration strategy of Morocco (box 7). Co-development initiatives include capacity-building for migrant associations and incentives for skills transfers, investments in productive sectors in origin countries and facilitation of circular migration.

### ***To regional integration organizations***

The rise of mixed migration, a combination of regular and irregular migration, underscores the essential role that coordination at regional level could play in informing the decisions of national coordination committees. A managed migration policy also requires a good understanding of how irregular migration, human trafficking and smuggling negatively interfere with the optimization of the development impact of migration. To this end, in the Horn of Africa, for example, countries should align the design and the implementation of their national policies with existing regional initiatives, such as the 2006 Ouagadougou Action Plan to Combat Trafficking in Human Beings, Especially Women and Children, as well as the African Union Horn of Africa initiative on human trafficking and the smuggling of migrants. In addition, recommendations laid out in the 2014 Khartoum Declaration on human trafficking and smuggling, also associated with a rise in the number of refugees, should be implemented.

Drawing on support from a range of development partners, the IGAD regional migration framework offers a number of good practices that could be replicated elsewhere. The regional migration framework is a non-binding reference document that strives to offer member States a coherent and common approach to migration management. It promotes the development potential of migration and offers guidelines and principles to assist Governments in the formulation and implementation of their own national migration policies in line with their own priorities and resources. Its ultimate objective is the protection of migrants in all IGAD Member States. IGAD also boasts a regional consultative process, a regional dialogue platform whose decisions are yet to be fully implemented. Its Regional Migration Coordination Committee is also a forum for exchange. However, the Migration Action Plan 2015–2020 developed subsequently has yet to translate into relevant national level results and timebound actions and measures. To that end, greater resources should be devoted to building the capacity of policymakers and migration-related institutions in member countries.

Regional economic communities and the African Union should join forces in promoting platforms for public–private sector dialogue and information sharing. At present, the imperfect flow of information leads to inefficiencies both in individual and policy-level decision-making processes. Many private sector platforms gather recruiters,

employers and students and migrants from African countries such as Carrefour Africain. Such initiatives could for example be expanded to include other actors and be carried out at the regional and continental levels. Establishing links between private- and public-sector stakeholders in the migration industry is key to effective migration policies for the continent's structural transformation. Efforts should be based on effective collaboration between sending and receiving countries, continental-level organizations and business associations. These platforms should also integrate policymaking actors from receiving countries outside the continent to address contrasting views on migration. There is ample evidence showing that, at the global level, the private sector is aware of the commercial benefits to be derived from Africa's greater integration and migration flows. In contrast, the political rhetoric of destination countries in some developed countries is increasingly dominated by restrictive and negative measures against migration. Bringing the two sets of stakeholders together could benefit job creation schemes, while also contributing to changing negative perceptions of migration.

### ***To destination countries***

Regularization of working migrants should be made a priority. Existing examples of such initiatives show that, as a result, contributions to national economies of migrants are more fully acknowledged and incorporated into a country's GDP. They offer better protection to migrants, including through facilitation of payment of national insurance contributions and taxes. Regularization campaigns can highlight the extent of missed opportunities in contributions to the real economy. In Morocco, for instance, a second phase of regularization was conducted between December 2016 and the end of 2017. There were 26,860 requests filed in 70 provinces and districts across the country.

Managed migration policy frameworks in destination countries tend to focus on attracting highly skilled migrants. Though more needs to be done to acknowledge the role of lower-skilled labour in the strategy and subsequently in its development trajectory, the mix of measures that target both ends of the skills scale in the migration strategy of Morocco is an example of African good practice. Key non-discriminatory measures in favour of migrants in the migration strategy are as follows: removal of national preference in the private sector for migrants who benefitted from the exceptional regularization operations, reduction of the processing time for certificates of proofs of activity from 30 days to 48 hours for migrants with sought-after skills and of managerial level; establishment of an online platform to facilitate visa requests for Moroccan foreign workers, with a maximum processing time of 10 days; removal of preferences for Moroccan citizens in specific areas of activities, including nurses and midwives; and removal of restrictions on the creation of cooperatives by foreigners.

However, harmonizing the labour code with the migration strategy is in progress. Morocco is now officially engaged in the fight against abusive labour conditions and the promotion of migrant workers' rights as ratified in the ILO Convention No. 143 in 2016. Similarly, equality of social security conditions compliant with the 1964 ILO Convention concerning Equality of Treatment of Nationals and Non-Nationals in Social Security (No. 118) is yet to be adopted. The 2017 monitoring report led to identification of areas for improvement (see box 7). These recommendations constitute opportunities for learning lessons on the design and implementation of other countries' migration policies.

### **Box 7 Integrating migrants into the Moroccan job market**

The migration strategy of Morocco aims at addressing specific labour needs of the country's economy, removes legal and regulatory constraints on migrants' access to the Moroccan job market and related institutions and promotes entrepreneurship. Implementation of the migration strategy was carried out through collaborative initiatives between government agencies, civil society organizations and development partners. A 2017 monitoring report showcases positive results of the strategy's rigorous implementation, including the successful integration into the job market of 41 out of 130 women migrants who benefited from targeted training programmes as salaried workers and entrepreneurs. Despite the multiplicity of actions in favour of professional insertion of migrants since the first phase of regularization of migrants in 2014, the report revealed that outcomes were below expectations and made a number of recommendations for improvement, including the following:

- Greater efforts should be pursued to align training conditions more with the specific needs of migrants, including consideration of their mobility and financial vulnerability. Regarding the latter, there are plans for increasing opportunities for paid apprenticeships.
- Communication campaigns on the availability of training opportunities should be better adapted to the specificities of targeting migrants and refugees.
- More partnerships are needed to diversify the supply of professional training.
- More resources should be devoted to the regulation of civil society organizations involved in supporting the training and professional integration of migrants and refugees to ensure better quality control.
- Specific training should be given to civil society organizations to assist them in evaluating possibilities for the recognition of migrants' qualifications.
- Resources should be devoted to a preliminary survey of migrants' qualifications with a view to better evaluating their training needs.

*Source:* Morocco (2017). National Policy on Immigration and Asylum. 2017 Report. Rabat.

### ***To origin countries***

Building on its findings on remittances and considering potential pro-trade effects of bilateral migration, this report agrees that there is a need to promote greater engagement of diaspora on development of their origin countries. The potential of contributions of the African diaspora in this area is now widely acknowledged. It has led to the popularity of diaspora policies at the national, regional and continental levels. Since the inaugural Global African Diaspora Summit took place in South Africa in 2012, the diaspora is recognized as a sixth region of Africa, which has led to the creation of specific diaspora directorates at the country and continental levels. The case of Ethiopia stands out among countries where such institutional frameworks have emerged in recent years (IOM, 2017d). Other countries at a similar level of institutional capacity development could derive insights from the country's experience. More efforts are needed on moving towards one-stop facilities, such as in Mauritius, and on establishing stronger coordination mechanisms. Moreover, many donors are supporting diaspora-related initiatives and investment funds. In all these initiatives, adapting engagement of the diaspora to the specific needs of origin countries for structural transformation should be given priority.

## **6.2.4 Adopt gendered perspectives in migration policy and regulatory frameworks**

### ***To all parties***

In designing gender-sensitive migration policy measures, attention should be given to anchoring the specifics of the approach in a rights-based framework, as outlined by the Beijing Platform for Action of the 1995 Fourth World Conference on Women. This implies considering three rights dimensions. First, women's rights to legal migration opportunities should be guaranteed. Women should have access to and participate in safe and legal employment opportunities. Second, women's rights should be guaranteed during the migration process, by striving for the provision of safe and secure recruitment, equal pay, decent working conditions, access to legal services and a right to family life. And third, migration in itself should lead to the realization of women's rights, encompassing increased autonomy and power to negotiate the terms of work in the destination country so that migration works for women and their families.

### ***To regional integration organizations***

Incorporating a gender perspective into migration frameworks can help to address the unique challenges that women migrants face. Given the growing importance of women's economic migration in Africa, regional economic communities can play a role in optimizing outcomes for women migrants by developing policy frameworks on labour

migration that integrate gender-specific elements and address the underlying challenges that women migrants face in respective regional labour markets.

### ***To origin countries***

Today, women migrants contribute to the future of tomorrow's citizens. Their migration experiences and the remittances they send to their origin countries play a role in shaping the conditions of the continent's structural transformation. While many women are aware of the working conditions they will encounter in the destination country, occasionally the risks are beyond expectations. Nonetheless, hearing their voices implies moving from moral judgments, especially in cases of existing bilateral agreements, to the design of policies and measures that would optimize their contributions to the socioeconomic development path of their origin countries.

Engendering migration policies should include recognition of the value of women migrants' experience. This could be done, for example, through certification schemes for former domestic workers in order to support their integration into higher levels of the care economy value chain. At a more general level, national policies tend to discriminate against women migrants through generalized conceptions of the migrant as a male, full-time worker and in some countries, more explicitly through outright bans on women's migration. In addition, the work that women migrants do can be disregarded as "not real work" and thus excluded from policy attention. The report's findings underline the need to reverse the trend in gender-blind migration policy and regulatory frameworks.

### ***To destination countries***

Normative references to workers as male can restrict the rights of women migrants. The historical legacy in many States of men's migration unaccompanied by family members, for example, fails to consider new trends in women's migration. More often than not, legislation does not make provisions on the status of family members. National laws should be adjusted and account for the diversity in migrants' gendered experiences. Legal and regulatory frameworks should also be able to cater to the complex realities of the multiple activities of women migrants at the lower end of the informal economy.

Furthermore, amnesty or regularization should be gender sensitive in design and application. Employers of domestic workers may be reluctant to provide sworn affidavits regarding employment, especially if they are non-compliant with the law in terms of minimum wages and are seeking to benefit from employing unauthorized workers. Support from civil society groups acting as an intermediary in the regularization of female migrants has often proved effective.

An influx of migrants or refugees increases the vulnerability of host communities in transit and destination countries with lower development. Women often bear the largest burden of the impact of increased population in their communities. Thus, migration projects and programmes should also devote specific attention to supporting the livelihoods of women in host communities. For example, an agreement signed by Italy and IOM in July 2017 to foster economic opportunities for Eritrean women refugees and potential Ethiopian women migrants in host communities is a good practice.

### ***To trade unions and employers' associations***

Established norms and practices in trade unions can implicitly limit the participation of women. Trade unions may be more familiar with male-centred, full-time work. They may not have established experience in dealing with the type of work that women migrants typically perform in the informal sector. They may also display gender bias in their leadership which limits women's representation and ability to influence strategy and objectives. Similar issues apply to employers' associations. Considering the heavy presence of women migrants in subsectors of the care economy, employers' associations should assist their members in protecting the rights of domestic workers and other migrants in vulnerable subsectors of the services industry. Good practices in this area include issuance of a code of conduct as a first step towards greater monitoring of practices.

## **6.2.5 Create public–private initiatives to facilitate labour mobility at the regional economic community and continental levels**

An optimal flow of labour depends on access to reliable information on migration patterns and the characteristics of migrants. More resources should be devoted to data collection on migration-related topics. In this regard, plans for standardization, comparability and coordination of migration-related data collection at the national and regional levels, as stated in the IGAD regional migration framework, should be implemented and replicated elsewhere.

ECOWAS is the only regional economic community currently implementing a job-matching platform, an online job gateway, that links jobseekers to national and international employment opportunities. The platform is used by jobseekers in Benin, Cabo Verde, Ghana, Mali, Mauritania and Senegal. This experience could be replicated in other regional economic communities, as well as at the continental level, through a public–private initiative to gather national, regional and continental actors. Funding could come from a mix of public and private capital. Such a platform could draw on the format of leading career-management platforms.

### 6.2.6 Investigate financing mechanisms for leveraging the impact of remittances and diaspora savings

Remittances are larger and more stable than many other types of capital flows. These characteristics have led some rating agencies to use them in assessments of sovereign credit ratings. Remittances are also included in the joint Debt Sustainability Framework of the World Bank and the International Monetary Fund. They contribute to a better evaluation of the ability of countries to repay external obligations, including non-concessional borrowing from other private creditors.

African countries are increasingly advised to explore mechanisms for tapping into the potential to use diaspora savings as collateral in international borrowing schemes. According to the World Bank (2015), diaspora savings of migrants from developing countries amounted to \$497 billion in 2013. Under the right governance and macroeconomic conditions, a diaspora bond provides a stable, longer-term financing instrument. It can lead to a win–win strategy for both migrants and Governments of origin countries when associated with a lower risk spread. With a 3–4 per cent interest rate and a five-year maturity date, for example, bonds could be attractive to migrant workers who earn near-zero interest on deposits held in destination-country banks. Countries with a large diaspora stock in richer destination countries stand a higher chance of successful outcomes. Diaspora bonds have been used to finance infrastructure, housing, health and education projects. The degree of success varies across countries as the experiences of Ethiopia (box 8), Ghana, Kenya, Nepal, the Philippines and Sri Lanka reveal.

#### Box 8 Ethiopia: Diaspora investment and engagement

Diaspora investors in Ethiopia, for instance, have participated in 2,967 projects in the manufacturing, agriculture and service sectors. About 90 per cent of these projects are still in a pre-implementation phase. The 234 operational projects have generated 4,493 permanent jobs and 13,211 temporary jobs, with a total of some \$106 million in invested capital. Diaspora investors benefited from preferential treatment, specifically, tax-free importation of capital goods, period-bound tax exemption linked to particular investment areas and access to special foreign currency accounts and to dedicated diaspora bonds. Though remittances and diaspora investments induced by migration are substantial, migration is not included in the country's major development plans and sectoral policies.

*Source:* IOM (2017d). National Labour Migration Management Assessment: Ethiopia. Addis Ababa.

Increasing policy attention given to return migrants is a welcome development that should be grounded in specific policy and programme targeting mechanisms. Return migrants often come back with skills that could be capitalized upon in established companies. To this end, for example, when equipped with the necessary initial prerequisites, return



migrants could benefit from specifically earmarked training and recruitment possibilities through local content measures.

### **6.2.7 Leverage partnerships at the multilateral level to address structural drivers of extra-continental migration**

#### ***On migration and environmental drivers, access environmental and climate funds***

Natural hazards and harsh or deteriorating environmental conditions are global drivers of migration. In Africa, the connection between the cumulative impact of drought, poverty and sociopolitical factors makes it difficult to isolate and estimate the specific impact of climate-related factors on individual migration decisions. And yet, shocks related to environmental degradation and climate change can result in unplanned internal population displacements that can, in time, lead to international migration. In extreme circumstances, such shocks can result in the worst form of collective failure of all: famines. Recognition of the increasing importance of the climate change, agriculture and migration nexus in determining population displacements has led to a recent partnership between IOM and the Food and Agriculture Organization of the United Nations. This collaborative partnership is to be operationalized through projects and coordinated policy efforts to address root causes of migration associated with climate change and agriculture.

Therefore, countries with a critical share of their population living in vulnerable areas should be able to request support from existing environmental or climate change funds for allocation to the design of socioeconomic development programmes and if needed, to foresee, the design of a planned migration policy. In this regard, the initiative for the Adaptation of African Agriculture in support of the agricultural sector in sub-Saharan African countries is an example of action that targets structural determinants of migration.

#### ***On emigration, peace and security and structural transformation, make the links***

Insecurity in some parts of Africa, including the Sahel/Sahara region and in particular the region's Lake Chad Basin, is a driver of emigration. Current efforts to address drivers of migration in the region are focused on military interventions and project-based job creation and entrepreneurship activities. Most of these initiatives adopt a piecemeal approach that is insufficient for tackling the root causes of migration. More strategic solutions anchored in a longer-term perspective are needed.

In light of this report's analysis of demographic trends, and of socioeconomic development and prospects for future growth and sustainable development, addressing

structural drivers of emigration in the region warrants greater attention from the international community. Measures in this regard should include providing the right enabling conditions for the development of competitive regional value chains whose operational segments would be spread across different countries.

### **6.2.8 To the Global Compact on Migration: What the world must hear**

#### ***Africa wants to take its own migration narrative to the global stage***

In the lead up to the global compact for migration, the African Union designated King Mohamed VI to champion migration for the continent, in light of the best practices of Morocco in the design and implementation of a rights-based, progressive migration strategy. The global compact for migration provides an opportunity for a new impetus in Africa's resolve to impose its own narrative in the global migration agenda.

The migration narrative could also be better framed within the continent by devoting more resources to funding a carefully designed communications campaign that highlights the economic and trade dimensions of migration.

Good practices include amplifying the voices of members of the diaspora who provide testimonials of their migration journeys. The IOM community conversations initiative, which engages elders and younger members of a community in conversations on the reality of migration, has also proved useful. In such initiatives, adaptation to specific contextual circumstances should be mandatory, as in some communities young people migrate due to pressure from elders. And finally, framing a new migration narrative in a less bleak and more positive light could contribute to a new era of promoting multilateral development aid in support of stories of resilience.

#### ***Strengthen the commitment to safe, orderly and regular international migration***

The global compact for migration is an opportunity to stress the need for stronger protection of migrant workers, including by promoting labour rights and safe and secure working conditions for international workers. Measures should include ensuring benefits, social security and insurance to foreign workers. Particular attention should be given to women migrants and those in precarious situations.

#### ***Invest in innovative data collection: from fear of the "other" to better information***

This report underscores the centrality of reaching a better understanding of decision-making at the individual and household levels for optimal policy targeting. Such an understanding relies on the use of household and individual datasets. Better and more frequent data collection should lead to improved information on migration patterns and

migrants. Unpacking these realities will help reduce the primacy of preconceived ideas, most notably in populist accounts of migration.

The increase in mixed migration should also stimulate addressing the need to capture different nuances in the definition of migrants. Similarly, global and regional datasets should include multiple dimensions of migration that allow for consideration of economic and trade variables. However, data collection is a resource-intensive endeavour. The shared need for insights on African migration from all parties in Africa and beyond should justify joining forces in financing data collection efforts. Such initiatives can be leveraged if they are seen as constituting a first step in long-lasting dialogue and collaboration in designing and implementing win-win, managed migration policies in Africa and in extra-continental destination countries.

## 6.3 Conclusions

Recognition of the benefits of managed migration for socioeconomic development led to the inclusion of migration in the 2030 Agenda for Sustainable Development. This report has thus strived to unearth global, mesolevel and microlevel data and built on existing knowledge to gain new insights on the role of intra-African migration in Africa's development journey. Gender-based analysis led to findings that challenge some of the current understanding on migration trends and to probe established myths about migration's socioeconomic impact. The report makes a plea for applying development resources to addressing structural factors for a longer-term impact on the structural transformation of Africa.

Acknowledging the complex reality of migration trends and drivers, the report calls for a new strategic vision for the operationalization of migration management in Africa. Such a vision considers migration beyond labour mobility to encompass relevant elements in the spheres of investment, trade and technology. It is in addressing migration drivers and migration's impact through trade, investment, and technology policies that the report contributes fresh recommendations on harnessing the benefits for structural transformation. It makes a distinction between the principle of free movement of persons and evidence-based policies for labour mobility. It situates migration within a confluence of policies that address fundamental and persistent challenges hampering the continent's development journey.

Managed migration policies can be a powerful tool for structural transformation in Africa. The immediate next step is therefore to use the report's analytical insights to support

African countries and African continental and regional bodies in designing tailor-made actions that span the thematic areas covered in the report.

## 6.4 Epilogue

The news on the radio about Libya goes on. Mamadou listens again. The news report is about migrants who make it to Libya – only to get trapped into slavery.

His mind goes back to the sounds of the radio at his parents' modest home one fateful day in early August 1999. Two Guinean boys, Yaguine Koïta and Fodé Tounkara, from Conakry had been found in the undercarriage of a plane in Brussels. They were dead. Lying next to them, in a plastic bag, were their birth certificates and a letter. Mamadou can still hear the voices of despair, commenting on the fate of those boys who had written of their hopes and of their anguish living in Africa in that letter.

*“Excellencies, members and officials of Europe,  
We have the honour, the pleasure and great confidence in writing this letter to tell you about the objective of our trip, and about our suffering, we, the children, the youth of Africa.*

*But first of all, we offer to you the most delightful salutations, the most loving and respectful greetings in life.”*

The letter was written in the best French the two friends could manage. It went on, two full pages of candid and vibrant words. The boys concluded with:

*“And do not forget that it is to you that we must complain of the weakness of the strength of Africa.”*

Like Yaguine, Mamadou was 15 then. He remembers many sleepless nights, wondering about what the boys had meant with that last sentence. So many years have passed since then. In that time, he learned that the vast mineral wealth of Guinea includes the world's largest recorded reserves of bauxite and billions of tons of its best reserves of iron ore. Aluminium is made from refined bauxite. Aluminium, one of the most vital metals in the global economy, with uses from kitchen foils and drink cans in the homes of the rich world, to aircrafts. Such as the one in which Yaguine and Fodé were found. As for iron ore, without it, and without steel, most of the world's industries would not exist.

Mamadou's vocation for welding came from his fascination with stories about the almost mythical Simandou iron deposits in the mountainous eastern territory of Guinea, just across the border from Senegal. That is what got him interested in doing metalwork. Mamadou loves working as a welder. In the last year in Johannesburg, he

has managed to get some small jobs welding, but it has been very difficult. He thinks back, remembering the first time he read about Simandou on the cover of newspapers at the stand at the corner of his street in Ouagadougou. That was some 20 years ago. And the deposits are still untapped.

He thinks bitterly about how unfair it was to have to leave his family and risk his life to go so far away, when steel could be produced in his home region. Steel constitutes the basis for vibrant industries. He knows that successive Governments, regional and continental organizations and many other bodies are advocating policies to try to create the conditions for setting his region on a sustainable path to industrialization. Somehow, that path has remained elusive. Years ago, Ramatoulaye had told him about the role of actors far away who perpetuate the reality of “the weakness of the strength of Africa”. Those distant actors operate from the comfort of commodity trading hubs and offshore paradises. Then there are buyers of industrial products who are too busy consuming to hear about the realities of Africa that allow them to enjoy their luxury goods. It is complicated, the older Ramatoulaye would say, if she were by his side today. It may very well be, he would answer. Someone has to be accountable. Who? How many deaths like those of Yaguine and Fodé do we have to bear before the world hears and acts?

Back in Ouagadougou, Ramatoulaye has also heard the news from Libya. It was hard to listen to. She has been wide awake since the early morning hours, listening to the dogs barking in her neighbourhood. She remembers how one day, she met Mamadou in front of the newspaper stand at the corner of the street where she lived. They were part of a small group who could not afford to buy newspapers and stood there reading the news on the cover pages. She had come later than usual that morning, when Mamadou came to read that day.

Finally, she stands up and makes a few phone calls, repeating a simple message to the different brokers for her trip: she is no longer considering leaving for Libya. She opens the small notebook where she records joyful moments and sad ones. She crosses out “Migrating to Europe” from her list of dreams, as she realizes that she will never be a leading female historian from Africa.

In the year Mamadou has been away, Ramatoulaye has slowly managed to become the owner of a market stall of agricultural produce transformed lightly into products she can sell. Her fellow market traders appreciate her informed commentary of African and world affairs. She just wishes she had a larger audience. It reminds her she had wanted to write books and articles based on an African narrative of the continent’s vital role in the world.

At breakfast that morning, Ramatoulaye tells Binetou and her younger siblings about the origins of the world, about the journey of humans. “It is established,” she explains, “that all human beings evolved from a common ancestor in equatorial Africa. These ancestors crossed the Red Sea into Southern Arabia many, many years ago. Over time, many of their descendants never stopped walking. They moved, sometimes to improve their lives, other times because they had to flee for their lives and security.” Binetou raises the index finger of her right hand. She pauses and in her distinctive way asks, “But mother, can’t one move simply because one wants to? Isn’t that a basic freedom that one should have?”

Ramatoulaye smiles as she looks at her daughter. Binetou will be 19 in 2030. She will be one of almost 250 million young people on the continent demanding to see how their countries have fared in achieving the 2030 Agenda for Sustainable Development. Growing up at the time of greater United Nations communications efforts on the Sustainable Development Goals, Binetou and her peers will want to level the playing field in fulfilling their dreams. They will understand the development potential of their continent and will expect to contribute in efforts to make it great. Ramatoulaye often worries that 12 years might be too short a time to fulfil such expectations. She too, was young once, and hopeful. She expects Binetou and her peers will be more impatient in their quest for fairness. In the digital age, they are more exposed to global lifestyles. They will want to find their rightful place in the world and enjoy the freedom to choose where to call home. Whether in Africa or elsewhere.

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