City of Makeni | PROFILE 2022

MIGRATION GOVERNANCE INDICATORS

LOCAL

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With research and analysis by

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MIGRATION GOVERNANCE INDICATORS

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OBJECTIVES

1 Help local authorities take stock of the migration initiatives they have in place.

2 Foster dialogue on migration between national governments and local authorities.

3 Enable local authorities to learn from one another by sharing common challenges and identifying potential solutions.
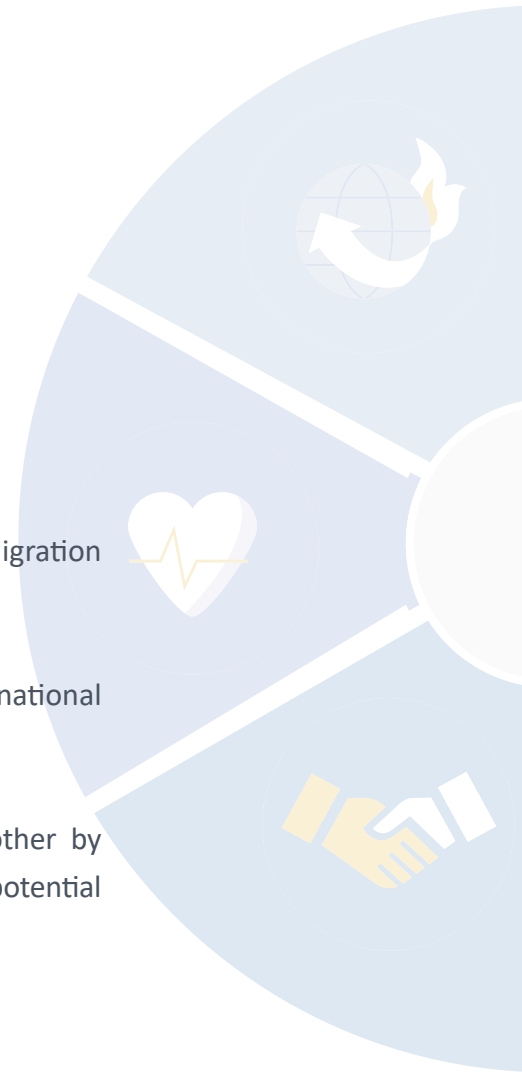
"Rapid urbanization continues to transform the demographic landscape of many countries around the world. Cities are already home to the majority of international migrants, driven by opportunity as well as necessity, and local authorities are becoming leaders in finding creative solutions for rapid social change, supporting communities through innovation."[1]

[1] António Vitorino, IOM Director General, Report to the 109th session of the IOM Council (November 2018). Available at www.iom.int/speeches-and-talks/director-general-report-109th-session-council.

INTRODUCTION

The Migration Governance Indicators

In 2015, the International Organization for Migration (IOM) developed the Migration Governance Framework (MiGOF). This Framework offers a concise view of an ideal approach that allows a State to determine what it might need to govern migration well and in a way that suits its circumstances. That same year, IOM in collaboration with Economist Impact developed the Migration Governance Indicators (MGI), a set of 90 indicators that help States assess the comprehensiveness of their migration governance structures.

The indicators constitute a starting point to engage governments in a consultative process that allows them to identify areas that are well-developed and others that would benefit from further development, and most importantly priorities that are in line with the specific challenges and opportunities a given country is facing.

The MGI is characterized by three main fundamental attributes:

1. The MGI is a **voluntary** exercise: The MGI is conducted in countries that have requested to be part of the process.
2. The MGI is **sensitive to national** specificities: The MGI recognizes the different challenges and opportunities of each context, and therefore, does not propose a one-size-fits-all solution, but rather spark a discussion on what well-governed migration can mean.
3. The MGI is not a static tool, it is a **process**: The MGI is not a static tool to collect data on countries' migration frameworks. It is rather the first step of a dynamic process that can enable governments to identify areas of their migration policy in need of further development, or that could benefit from capacity-building.

Migration Governance Indicators: From national to local

The role of cities and municipalities in migration governance[2] has grown significantly in recent decades, given the rapid pace of urbanization and the importance of cities as destinations for all forms of migration and displacement. Researchers, policymakers and international development agencies have all highlighted the crucial role of cities and municipalities in both accommodating migrants and formulating sustainable responses to migration-related matters.

With this in mind, in 2016, United Nations member States adopted the New Urban Agenda at the Habitat III Conference in Quito (Ecuador). This was the first time that a United Nations framework fully integrated migration into the strategic planning and management of cities and urban systems. Its adoption was a significant recognition of the role of local governments not only in the management of migration at the local level but also in realizing the urban dimensions of the 2030 Agenda for Sustainable Development. This includes, but is not limited to, Sustainable Development Goal 11, which has been designed to make cities and human settlements inclusive, safe, resilient and sustainable.

In an effort to support the discussion between levels of governments on migration governance, IOM has adapted the MGI[3] to the local level. The Local MGI seeks to offer a more comprehensive picture of a country's migration governance landscape by juxtaposing a local dimension to MGI national assessments. Like its national equivalent, the Local MGI[4] is based on a set of approximately 80 indicators helping local authorities take stock of local migration strategies or initiatives in place and identify good practices as well as areas with potential for further development. The aim of the exercise is to foster dialogue

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[2] Migration governance refers to the system of institutions, legal frameworks, mechanisms and practices aimed at regulating migration and protecting migrants. It is used almost synonymously with the term "migration management", although migration management is also sometimes used to refer to the narrow act of regulating cross-border movement at the State level.

[3] The Migration Governance Indicators were developed in 2015 by IOM in collaboration with Economist Impact. More information is available at https://migrationdataportal.org/snapshots/mgi#0.

[4] More information is available at https://migrationdataportal.org/local-mgi.

on migration between national governments and local authorities and enable local authorities to learn from one another by discussing common challenges and identifying potential solutions.

While the Local MGI retains the attributes of the National MGI, it is also anchored in the notion that cities and local authorities have different capacities, competencies and added value when it comes to governing migration. Therefore, the methodology has been adapted to reflect that the degree of fiscal and political autonomy of participating cities influences the kind of migration governance they can practically and legally engage in. Furthermore, new indicators of the level of autonomy and capacities have been added to give some context to the results of the assessment.

Given the differences outlined between the MGI at the national and local levels, the purpose of the Local MGI is not to provide a baseline, but rather to be a tool for government authorities to have an introspective look at the measures they have in place to manage migration, as well as to share their experiences. Furthermore, it recognizes that good practices can take different forms depending on the division of competencies between local and national authorities. Therefore, the Local MGI analysis should not be interpreted as an invitation to change the division of competencies, but rather be understood as a tool to spark a discussion on what cities can do on migration within the scope of their mandate. A comprehensive picture of migration governance can be captured only by looking at different levels of government.

In 2021, four MGI assessments were carried out simultaneously in Sierra Leone at the local level for the cities of Bo, Freetown, Kenema and Makeni.

This report is the result of the implementation of the Local MGI in the city of Makeni (Sierra Leone). This profile summarizes key examples of well-developed areas as well as areas with potential for further development of the local migration governance.

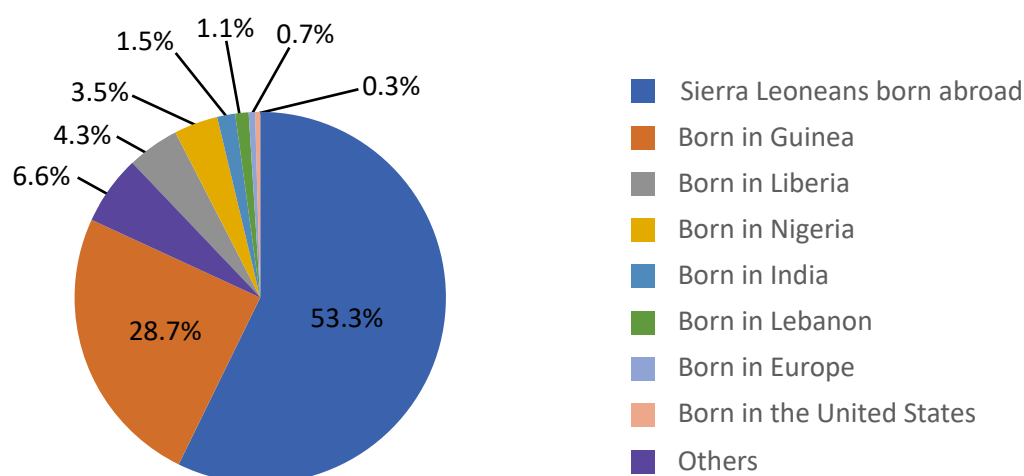CONTEXT

Migration trends

There is limited data on migration at the national and local levels in Sierra Leone. According to Statistics Sierra Leone (2017), 11 per cent of the population in Bombali District – of which the city of Makeni is the capital – were lifetime in-migrants at the time of the 2015 Population and Housing Census.[5]

National-level data compiled by the United Nations Department of Economic and Social Affairs for Sierra Leone estimate an international migrant stock in midyear 2020 of 53,700, representing 0.7 per cent of the total population. The total number of emigrants was 152,500, and Sierra Leone had a net migration of -21,000 in total in the five years prior to 2019.[6] Sierra Leone's National Migration Policy (2020) estimates the number of Sierra Leoneans in the diaspora to be 336,000.[7] The main destinations for Sierra Leonean emigrants are the United Kingdom, the United States of America, Canada, Australia, other European countries such as Germany and the Netherlands, and neighbouring African countries such as Guinea, Liberia, Senegal and Nigeria.

According to the 2017 Migration Profile for Sierra Leone, the main specified reasons for emigration include family reunification (37.5%), education (6.3%) and remunerated activities (2.5%) (European Commission, 2019). It is estimated that at the national level, 8,000–10,000 young people in Sierra Leone embark on irregular migration annually, of which 25 per cent are victims of human trafficking.[8]

According to the *2015 Sierra Leone Census Thematic Report on Migration and Urbanization*, over half of lifetime immigrants in Sierra Leone were Sierra Leoneans born abroad, who at the time of the census had returned home, while over a quarter were born in Guinea.[9] At the time of the 2015 census, 4.1 per cent of migrants enumerated in Sierra Leone were residing in Bombali District.

Figure 1. Nationalities of lifetime immigrants in Sierra Leone, 2015

Legend:
- Sierra Leoneans born abroad — 53.3%
- Born in Guinea — 28.7%
- Born in Liberia — 6.6%
- Born in Nigeria — 4.3%
- Born in India — 3.5%
- Born in Lebanon — 1.5%
- Born in Europe — 1.1%
- Born in the United States — 0.7%
- Others — 0.3%

Source: Statistics Sierra Leone, 2017.

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[5] A lifetime in-migrant is someone who was enumerated in Bombali District but was not born in the district.
[6] More information is available at https://migrationdataportal.org/data?i=stock_abs_&t=2019&cm49=694.
[7] The National Migration Policy has not been published as of September 2021.
[8] More information is available at https://sierraleone.un.org/en/106033-statement-rcmr-babatunde-ahonsi-review-implementation-global-compact-safe-orderly-and.
[9] A lifetime immigrant is defined as someone who was enumerated in Sierra Leone but was not born in the country.

Sierra Leone's administrative structure

Sierra Leone is a constitutional parliamentary Republic with three levels of government: national government, local councils and chiefdom councils. Decentralization was reintroduced with the Local Government Act (2004)[10] and revised with the National Decentralization Policy (2010). There are no constitutional provisions for local governments; hence, the Constitution (1991) and the Local Government Act provide the main legal framework for local councils.

There are 22 local councils in the country, made up of 7 municipal councils in urban areas and 15 district councils in predominantly rural areas. Makeni is the capital city of Bombali District, located in the Northern Province of Sierra Leone. The city, which is divided into three multi-wards represented by 17 councillors, is locally governed by the Makeni City Council (MCC).

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[10] Sierra Leone's local government structures were removed in the 1970s and reinstated by the Local Government Act in March 2004.

Competencies of the city

Level of decentralization of local authorities	The Local Government Act mandated 80 functions to be devolved to local councils. To date, 71 of these have been devolved. Services that are operated locally include primary and secondary health care, primary and junior–secondary education, environmental health, agriculture extension services, rural water supply, waste management and community development. Local councils develop strategic plans and budgets in accordance with national development plans and sectoral policies. National-level ministries, departments and agencies are responsible for sectoral policy matters. They provide technical guidance and monitor the performance of relevant functions devolved to the local councils. The sectoral ministries (for the devolved services such as health, education, agriculture and social welfare) are decentralized at the district level with a department under the local council headed by a sectoral district officer, and they develop their own sector plans in accordance with national sectoral policies for approval by the local councils.
The competencies of cities in relation to migration	Migration policy is drafted at the national level, and local authorities rely on national agencies for guidance and funding for its implementation. Local authorities do not have dedicated staff for migration issues. Migration issues – such as border management; the issuance of visas, passports and work permits; refugee services; and investigative aspects of irregular migration – are handled by the central Government. Local councils do not perform functions directly relating to international migration but are responsible for service delivery affecting and affected by internal migration patterns. For example, local councils provide education, housing and city planning that affect both national and migrant populations.
Local financing mechanisms and the restrictions on their use	Local councils and their operations are financed by their own revenue collections and transfers from both central Government and line ministries. Sierra Leone's Local Government Act allows local councils to raise revenues from local taxes; property rentals; licenses; fees and charges; and mining revenues, interest and dividends. It also provides for three types of transfer from the national Government: administrative grants, grants for decentralized services, and local government development grants. The grants from the national Government that are transferred to local councils for local service delivery are earmarked for delivery of services in all sectors devolved to local councils. The transfer amounts are calculated using a standard formula for service delivery plus an estimate of administrative costs. Local councils prepare their budgets, which must receive approval from Parliament before transfers are made.

| Local participation in the formulation of migration policy | The Ministry of Internal Affairs and the Ministry of Labour and Social Security led efforts to develop the National Migration Policy and the Sierra Leone National Labour Migration Policy (2018), respectively. The National Migration Policy has been validated by stakeholders and tabled in Cabinet for adoption, and the National Labour Migration Policy is in the process of being implemented as of November 2021.

Local councils and district councils were involved in the development of the National Labour Migration Policy through consultations, meetings and workshops, but they were not involved in the formulation of the National Migration Policy. Both policies state that they were developed through extensive consultations with a range of stakeholders but do not mention specifically the involvement of local councils.

The Ministry of Local Government and Rural Development was recently included in the Technical Working Committee of the National Migration Policy, and by extension so too were the country's local and district councils, including the Bombali District Council. |
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KEY FINDINGS

The Local MGI is composed of around 80 indicators grouped under the 6 different dimensions of migration governance that draw upon the MiGOF categories:

MIGRANTS' RIGHTS
PAGE 17

Indicators in this category look at the extent to which migrants have access to certain social services such as health, education and social security. They also examine measures to ensure integration and access to work.

WHOLE-OF-GOVERNMENT
APPROACH
PAGE 19

Indicators in this category assess the institutional frameworks of cities, municipalities or states for migration. This area also examines the existence of migration strategies consistent with development objectives, as well as institutional transparency and coherence in migration management.

PARTNERSHIPS
PAGE 21

Indicators in this category focus on cities, municipalities or states' efforts to cooperate on migration issues with the national government as well as other cities and relevant non-governmental actors, including civil society organizations and the private sector.

WELL-BEING
OF MIGRANTS
PAGE 22

Indicators in this category assess cities, municipalities or states' initiatives in terms of international student mobility, access to the labour market and decent working conditions for migrant workers. Aspects related to diaspora engagement and migrant remittances are also included in this domain.

MOBILITY DIMENSION
OF CRISES
PAGE 23

Indicators in this category examine the type and level of readiness of cities, municipalities or states to deal with aspects of mobility crises. The questions focus on the processes in place for citizens and non-citizens both during and after disasters, especially if humanitarian assistance is available for migrants and citizens.

SAFE, ORDERLY AND
REGULAR MIGRATION
PAGE 25

Indicators in this category look at the cities, municipalities or states' approaches to migrant safety as well as return and reintegration policies and the fight against trafficking in persons.

1

ADHERENCE TO INTERNATIONAL STANDARDS AND FULFILMENT OF MIGRANTS' RIGHTS

1.1. Migration governance: Examples of well-developed areas

Migrants can access social services, including health care, on the same level as nationals regardless of status, but there are no specific measures implemented by the Makeni City Council (MCC) to facilitate access of migrants to Government-funded health services. The Constitution of Sierra Leone (1991) guarantees the right to health care for all people, including citizens and non-citizens. Further, the Local Government Act (2004) mandates that local councils, including MCC, deliver primary and secondary health-care services to their respective communities.[11] MCC's Health Committee is responsible for reviewing, approving and supervising local-level health-related plans and budgets. MCC provides primary health care in Makeni under the technical lead of the Bombali District Health Management Team, which is responsible for overseeing the implementation of health services in accordance with national sectoral policies.

Migrants, regardless of their migratory status, can access all municipal services, such as waste management, water supply, and sanitation services, on the same basis as nationals even though MCC does not have specific mechanisms to support migrants' access to these services. The Local Government Act mandates local councils, including MCC, to collect revenues to fund services such as public infrastructure, water supply, sanitation, waste management and flood mitigation. The National Task Force on Human Trafficking, in collaboration with MCC and the Bombali District Council and IOM support on an ad hoc basis, organizes sensitization campaigns in Makeni on the risks of irregular migration. However, there are no specific measures at the local level to assist those who wish to emigrate. At the national level, the Ministry of Labour and Social Security (MLSS) helps Sierra Leoneans wishing to emigrate for employment abroad, and it is responsible for registering and monitoring international jobseekers. The MLSS stations an officer in the city of Makeni to refer jobseekers and recruitment agencies who present themselves locally to the national-level Labour Migration Unit.

1.2. Areas with potential for further development

Migrants, regardless of their status, can enrol in all public education institutions if they pay tuition fees. However, MCC does not have specific measures to ensure that migrants can access primary and secondary public education, and there are no measures to integrate migrants into the public education system at either primary or secondary level in the city of Makeni. According to the Local Government Act, management of district education schools, funding of primary to mid-secondary schools approved and assisted by the Government, and school supervision functions fall to local councils, including MCC. School operations and implementation of other education-related activities in the city of Makeni are managed by the District Education Office under the supervision of MCC. The Makeni Urban Development Agenda (2021–2023) does not mention migrants under its priority actions for the education sector.

There is no social housing in the city of Makeni in general, but the National Social Security and Insurance Trust aims to provide affordable housing to Sierra Leoneans.

MCC does not have a mechanism to provide migrants with legal advice and services. However, a national referral mechanism ensures the provision of legal advice to survivors of trafficking. Additionally, Sierra Leone's Legal Aid Act (2012) aims to "provide accessible, affordable, credible and sustainable legal aid services to indigent persons", and eligibility is based only on income levels.

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[11] The Local Government Act listed 80 functions to be devolved to local councils, including basic education and primary and secondary health-care services.

Local authorities in Makeni have not conducted information or awareness-raising campaigns aimed at fighting xenophobia and exclusion or promoting acceptance towards migrants. There are also no specific measures aimed at combating discriminatory practices towards migrants in the provision of social services in Makeni. However, the National Migration Policy (2020), which was developed by the Ministry of Internal Affairs, proposes to "develop an action plan to prevent and detect the exploitation, abuse and discrimination of national and migrant workers".

MCC does not offer specific information or orientation programmes for newly arrived immigrants. Such information is offered through the Sierra Leone Immigration Department's offices, which are supervised by the Ministry of Internal Affairs of the central Government. The Immigration Department is decentralized, with offices present in various cities, including Makeni.

MCC cooperates with non-governmental organizations (NGOs) on social service provisions to the general population, but not specifically with regard to migrants. There are very few NGOs providing specific services to migrants in Sierra Leone, and most that do focus on trafficking survivors.

Migrants are not permitted to vote in elections at any level in Sierra Leone, as stipulated by the Public Elections Act (2012).

The city of Makeni does not have specific measures or procedures to ensure the protection of migrant children, unaccompanied minors and children left behind.[12] At the national level, the Refugees Protection Act (2007) specifies procedures to protect unaccompanied minors in refugee situations and child victims of trafficking. These procedures and processes are managed by the Ministry of Social Welfare, Gender and Children's Affairs. The Sierra Leone Police Family Support Unit is also responsible for tackling crimes involving children, including children of migrants and child victims of trafficking.

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[12] "Children left behind" refers to children raised in their home country, who have been left behind by adult migrants responsible for them.

2

FORMULATES POLICY USING EVIDENCE AND WHOLE-OF-GOVERNMENT APPROACH

2.1. Migration governance: Examples of well-developed areas

There are efforts to ensure vertical policy coherence on migration-related issues in the city of Makeni. The Makeni City Council (MCC) participated in consultations held during the drafting of the National Labour Migration Policy (2018) and the National Migration Policy (2020).

2.2. Areas with potential for further development

There is no agency or department in the city of Makeni responsible for designing or implementing migration policies and strategic plans. MCC has a three-year strategic plan, the Makeni Urban Development Plan (2021–2023), which was developed in consultation with ward development committees and community-based organizations. While the Plan responds to local needs and the city's development priorities and strategies, it does not include migration-related issues. There is a regional immigration office in the city of Makeni – which is part of the Sierra Leone Immigration Department – that is responsible for implementing migration-related policies and strategies. However, MCC does not play a role in migration policy implementation.

The city of Makeni does not have a dedicated coordination mechanism for local migration issues. However, migration issues that become a security concern are discussed at the Provincial Security Committee (PROSEC) meetings. Generally, the PROSEC meetings comprise representatives from the Sierra Leone Police, civil society organizations, the local city council and the paramount chief.[13] They meet monthly and are primarily responsible for security coordination and conflict resolution at the regional level.

The city of Makeni does not have a single desk or migrants' office to streamline orientation services for immigrants, providing information regarding migrants' rights, obligations or access to municipal public services. Information about municipal public services is shared on MCC's social media page in English, but there is no migrant-specific information.

At the national level, the Sierra Leone Immigration Department is responsible for providing orientation services for immigrants. The Immigration Department is the first point of contact for migrants; from there, they can be referred to the other relevant agencies, such as the Ministry of Labour and Social Security (MLSS) for work permits, or the Ministry of Social Welfare, Gender and Children's Affairs for social protection issues.

There is no department in the city of Makeni tasked with coordinating efforts to engage with diaspora groups. Issues related to diaspora engagement are not mentioned in the Makeni Urban Development Plan. However, some diaspora groups based in the city of Makeni have organized themselves nationwide, such as the Lebanese, Nigerian, Chinese and Guinean communities. Their focus is primarily on the welfare of their members, and they engage with ministries at the national level on an ad hoc basis.

Municipal-level public servants in Makeni do not receive training on cultural sensitivity, gender or human rights. However, at the national level, the Immigration Department and the MLSS have regional offices in the city of Makeni that are responsible for immigration-related activities, and staff members of these departments receive training on cultural sensitivity on an ad hoc basis.

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[13] Paramount chiefs are leaders of chiefdoms, which are units of administration in Sierra Leone.

MCC does not have a specific migration strategy defined in a programmatic document or manifesto, and there is no department responsible for designing migration policies at the local level. Local councils develop local strategic and development plans, but migration policies are developed at the national level. The Makeni Urban Development Plan focuses on the delivery of basic social services and does not address migration-related issues.

MCC does not collect and publish data related to migration. At the national level, data on the total number of migrants are collected by the Immigration Department, while data on labour migrants specifically (particularly on the issuance and renewal of work visas and permits) are collected by the MLSS. The National Labour Migration Policy and the National Migration Policy both aim to improve national data collection, but relevant measures are yet to be implemented as of November 2021.

3 ENGAGES WITH PARTNERS TO ADDRESS MIGRATION AND RELATED ISSUES

3.1. Areas with potential for further development

The Makeni City Council (MCC) does not engage civil society organizations, migrant associations, the private sector, members of the diaspora, or academia in agenda-setting and implementation of migration-related policies and programmes. Migration is not among the functions devolved to local councils. The Makeni Urban Development Agenda (2021–2023) was developed in consultation with community-based organizations and non-governmental organizations through town hall meetings, but it does not address migration-related issues.

MCC is not part of any international network or bilateral programmes for city-to-city international cooperation on international migration-related issues.

MCC cooperates on an ad hoc basis with IOM or other United Nations agencies on migration issues. For example, it supports awareness-raising activities on irregular migration through IOM's Migrants as Messengers project.[14] However, migration issues are generally handled at the national level.

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[14] The Migrants as Messengers project – a peer-to-peer awareness-raising campaign platform through which migrant returnees across West Africa share their testimonies with their friends, family and wider communities on social media – is in its second phase (2019–2022).

4 ADVANCES THE SOCIOECONOMIC WELL-BEING OF MIGRANTS AND SOCIETY

4.1. Migration governance: Examples of well-developed areas

The city of Makeni has measures to promote gender equality; these are also applicable to migrants. The Makeni Urban Development Plan (2021–2023) is gender-responsive. In addition to providing free health-care services to pregnant women, breastfeeding mothers and children under 5, among others, the Plan also highlights gender-sensitive activities, including the roll-out of skills training, such as driving lessons, for women to promote their empowerment.

There are no programmes at the local level to support foreign residents in entrepreneurship. However, civil society organizations have conducted ad hoc training interventions for vulnerable groups in the city of Makeni. Foreign residents who meet their selection criteria also benefit from these interventions, including on skills development. At the national level, the National Migration Policy (2020) includes an objective to "create a smooth and seamless process to register businesses and start-ups in order to attract foreign investors and highly skilled workers to the country", but it does not define a role for local councils in this process.

4.2. Areas with potential for further development

The Makeni City Council (MCC) does not monitor the local labour market demand for immigrants nor the local labour supply and the effects of emigration.

MCC does not implement programmes to promote or facilitate the inclusion of migrant workers in the workforce or to help hire migrants, including the employment of foreign residents in the local public sector in Makeni. However, migrants are not prevented from applying for any jobs provided that they have a valid residence permit. At the national level, migrants are granted work permits only when no Sierra Leoneans are available for recruitment. The Sierra Leone Local Content Policy (2012) stipulates that at least 20 per cent of an organization's managerial positions and 50 per cent of intermediate positions must be held by Sierra Leonean citizens.

There are no specific measures in place to encourage international students to work in Makeni after graduation.[15] International students wishing to work in Sierra Leone after graduation must follow the general procedures for applying for a work permit and meet the criteria established by the General Law (Business Start-up) (Amendment) Act (2007).

MCC has not created programmes to reduce or monitor the costs of sending and receiving remittances. Nationally, the Ministry of Finance oversees remittance-related issues, and the Office of Diaspora Affairs under the Ministry of Foreign Affairs is responsible for promoting the formal banking system with respect to remittances. One of the objectives of the National Migration Policy is the removal of barriers to sending remittances, such as high transfer fees; however, action plans to implement the Policy have not been developed as of November 2021.

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[15] There are two universities in the city of Makeni – the University of Makeni and the Ernest Bai Koroma University of Science and Technology.

5 EFFECTIVELY ADDRESSES THE MOBILITY DIMENSIONS OF CRISES

5.1. Migration governance: Examples of well-developed areas

During emergencies, a communication system and structure is deployed at the national level. During the Ebola outbreak and the COVID-19 pandemic, a dedicated telephone hotline was established for the public to report suspected cases. Each report is then escalated to the relevant authorities. There is also a local coordinating structure that reports to national authorities. In the case of the COVID-19 response, the local coordinating structure, the District COVID-19 Emergency Response Centre, has several pillars (communication/social mobilization, case management, surveillance, psychosocial support, etc.) to support the response effort for all residents, including migrants. It has representatives from local authorities – including the Makeni City Council (MCC), development partners, non-governmental organizations and security forces.

The communication system considers the specific vulnerabilities of migrants. All the information is provided in English and local languages. Information about the specific crisis is typically shared through radio programmes, which are produced in various local languages, often spoken by migrants residing in the communities. For example, the communication pillar of the National COVID-19 Emergency Response Centre (NaCOVERC) developed the national campaign "Corona Fet Na We All Fet" ("The fight against Corona is everyone's fight") in the main local language, Krio, with radio jingles developed in several other local languages.

5.2. Areas with potential for further development

There is no local strategy in place for emergency management that accounts for human mobility and the specific needs of migrants and displaced persons in the city of Makeni. Bombali District – of which the city of Makeni is the capital – has its own District Disaster Management Committee (DDMC). The Bombali DDMC comprises representatives of the National Disaster Management Agency (NDMA) and the Office of National Security which is under the Office of the President, civil society organizations, the Sierra Leone Police, MCC, and the paramount chief, among others.

The NDMA was established through an Act of Parliament in 2020, with the primary objective of managing disasters and similar emergencies throughout Sierra Leone, and developing community capacity to respond effectively to disasters and emergencies. While the NDMA is mandated to categorize and rank disaster levels, the DDMC manages the response to local-level disasters. If the emergency is large-scale, it is classified as a national disaster, and the NDMA leads the response. Regardless of the scale of the disaster, the DDMC plays a key role in early warning through its communication system, acting as a first responder, supporting the NDMA in victim and beneficiary registration, and coordinating local relief efforts.

MCC does not have coordination agreements, partnerships or referral systems in place with key actors to assist migrants during local emergencies. Moreover, MCC does not have a contingency plan to manage large-scale population movements in times of crisis, and there is no emergency response strategy at the local level. The Makeni Urban Development Plan (2021–2023) mentions activities for disaster reduction, but it does not make any provisions to manage displacement or large-scale population movements.

There are no local mechanisms to protect migrant children or unaccompanied minors during times of crisis. At both the local and national levels, the Ministry of Social Welfare, Gender and Children's

Affairs is responsible for social protection issues during crises for all persons, irrespective of nationality, as well as for the reunification of children and their families or caregivers.

The Makeni Urban Development Plan does not contain specific measures regarding displacement, such as provisions for refugees and internally displaced persons. It also does not address post-crisis recovery. In cases of disaster, the NDMA is responsible for bringing together partners and donors to plan and solicit funding for recovery activities.

6 ENSURES THAT MIGRATION TAKES PLACE IN A SAFE, ORDERLY AND REGULAR MANNER

6.1. Migration governance: Examples of well-developed areas

All national police personnel, including those posted in the city of Makeni, receive regular training on migration-related issues – namely on human trafficking – at the National Police Training School, which is under the command of the Sierra Leone Police. The police and armed forces working at the borders, including local-level police, have also received training from external organizations on human trafficking. For example, in 2019, World Hope International – a non-governmental organization – conducted a three-day anti-trafficking training course in each of Sierra Leone's border districts.

Even if there are no specific mechanisms locally or nationally to ensure that migrants have access to justice and public safety, Sierra Leone's Legal Aid Act (2012) does not distinguish between citizens and migrants in its criteria and procedures for determining eligibility for legal aid. In recent years, legal issues relating to migrants residing in the city of Makeni have been addressed by the Makeni city office of the Legal Aid Board. The Legal Aid Board is responsible for the provision, administration and coordination of legal aid in civil and criminal matters in Sierra Leone.

6.2. Areas with potential for further development

There are no local programmes to train public servants in Makeni on migration rules, but labour officers and social workers employed by the central Government to work at the local level receive ad hoc training on labour migration and trafficking through the national ministries.

There is no local government programme that focuses on facilitating migrants' reintegration in the city of Makeni. At the national level, the National Migration Policy (2020) includes a chapter on the "Return and reintegration of Sierra Leonean emigrants", which sets out objectives to improve the national infrastructure for attracting skilled emigrants and promoting reintegration.

The Makeni City Council (MCC) has not taken steps to facilitate the arrival of refugee populations under its jurisdiction. Local councils in Sierra Leone do not have any formally delegated authority regarding refugee matters. Sierra Leone's Refugees Protection Act (2007) does not specify the role of local councils in the provision of services for refugees arriving in their locality. The national revised Contingency Plan for Possible Population Movement (2020) notes that refugees are to be referred to the National Commission for Social Action.

MCC does not have a local strategy to combat human trafficking. However, the National Task Force on Human Trafficking – established by Sierra Leone's Anti-Human Trafficking Act (2005) and co-chaired by the Ministry of Social Welfare and the Ministry of Justice – undertakes awareness-raising campaigns on the issue. The Task Force brings together relevant ministries, departments and agencies – with support from IOM – and has been decentralized to 14 districts, including Bombali District, in order to enable a more direct response to incidents and provide support services to victims. Additionally, both the National Migration Policy and the National Labour Migration Policy (2018) aim to improve the central Government's response to migrants' vulnerability to trafficking.

PREPAREDNESS AND RESPONSE PROTOCOLS ON THE RISKS OF THE NOVEL CORONAVIRUS (COVID-19)

This annex summarizes key local COVID-19 policy responses in the city of Makeni from a migration governance perspective. It is based on 11 questions that were added to the standard Migration Governance Indicators (MGI) assessment in Makeni in order to effectively assess local migration governance in the context of the COVID-19 pandemic.

In Makeni, COVID-19-related health services, such as contact tracing, testing and treatment, are freely available to everyone regardless of their nationality or migratory status, with no specific measures at the local level to facilitate migrants' access to such services. Sierra Leone's COVID-19 response is directed by the National COVID-19 Emergency Response Centre, which is located in Freetown, but which has been decentralized to the districts – including Bombali District, in which the city of Makeni is located – where District COVID-19 Emergency Response Centres have been established.[1]
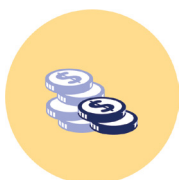
The Makeni City Council (MCC) does not offer fiscal or social security measures in the context of COVID-19 to migrants who reside in the city. However, at the national level, some fiscal and social security support has been provided to everyone regardless of nationality. For example, during the lockdowns in Sierra Leone, food was distributed by the National Commission for Social Action (NaCSA) to disadvantaged and vulnerable groups residing in the city of Makeni, irrespective of their nationality. With support from the World Bank, NaCSA is working with local councils, including MCC, to implement unconditional cash transfers targeting disadvantaged people whose living conditions have been worsened by the COVID-19 pandemic, regardless of their migratory status.

Information related to COVID-19 is written and shared in English and some local languages, which most migrants understand. However, there are no channels or mechanisms through which migrants can inform the Government about their needs during and after the COVID-19 pandemic.

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1   World Health Organization, Updates on COVID-19 Sierra Leone. Available at https://who.maps.arcgis.com/apps/dashboards/e5d453431c2143639d2ea3ef585e20a6.

PREPAREDNESS AND RESPONSE PROTOCOLS ON THE RISKS OF THE NOVEL CORONAVIRUS (COVID-19)

Migratory status is not captured as a separate variable related to key COVID-19 health statistics in Makeni. The District COVID-19 Emergency Response Centres and the National COVID-19 Emergency Response Centre collaborate to collect and disseminate COVID-19 health data, but they are disaggregated only by gender and age. The national-level Directorate of Health Security and Emergencies also publishes data on the number of cases daily, disaggregated by district but not by migratory status.[2,3]

There are no measures in place at the local level to support or facilitate the reintegration of nationals and residents returning to Makeni in the context of COVID-19. However, IOM assists in the repatriation of nationals who have been victims of smuggling or trafficking, and those who have been stranded abroad during the COVID-19 pandemic, from multiple countries, including Senegal, Nigeria, Côte d'Ivoire and the Niger. IOM also provides a reintegration package consisting of food, psychosocial counselling and livelihood assistance – implemented with support from the European Union Emergency Trust Fund for Africa.[4,5]

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ANNEXES

MiGOF: Migration Governance Framework[16]

In an attempt to define the concept of "well-managed migration policies", the International Organization for Migration (IOM) devised a Migration Governance Framework (MiGOF), which was welcomed by the IOM Council in November 2015. For the purposes of the Migration Governance Framework, IOM defines governance as "the traditions and institutions by which authority on migration, mobility and nationality in a country is exercised, including the capacity of the government to effectively formulate and implement sound policies in these areas".

The Framework sets out the essential elements of "good migration governance" – 3 principles and 3 objectives which, if respected and fulfilled, would ensure that migration is humane, safe and orderly, and that it provides benefits for migrants and societies.[17] IOM's view is that a migration system promotes migration and human mobility that is humane and orderly and benefits migrants and society:

When it:
  (i)   Adheres to international standards and fulfils migrants' rights;
  (ii) Formulates policy using evidence and a "whole-of government" approach;
  (iii) Engages with partners to address migration and related issues;

As it seeks to:
  (i)   Advance the socioeconomic well-being of migrants and society;
  (ii) Effectively address the mobility dimensions of crises;
  (iii) Ensure that migration takes place in a safe, orderly and dignified manner.

The MiGOF does NOT create new standards or norms. In drafting the Framework, IOM relied on its expertise and analytical work, as well as on existing commitments, non-binding declarations and statements. It does NOT address global migration governance that is the international architecture for dealing with issues related to migration and human mobility. Instead, the focus is on the governance and management of migration from the point of view of the State as the primary actor. It does NOT propose one model for all States. The Framework presents a "high road" or ideal version of migration governance, to which States can aspire.

The MiGOF is based on the understanding that, as the primary actor in migration, mobility and nationality affairs, a State retains the sovereign right to determine who enters and stays in its territory and under what conditions, within the framework of international law. Other actors – citizens, migrants, international organizations, the private sector, unions, non-governmental organizations, community organizations, religious organizations and academia – contribute to migration governance through their interaction with States and each other.

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[16] IOM Council, Migration Governance Framework, 106th session, C/106/40 (4 November 2015). Available at https://governingbodies.iom.int/system/files/en/council/106/C-106-40-Migration-Governance-Framework.pdf.
[17] Migration Governance Framework infosheet, 2016. Available at https://publications.iom.int/books/migration-governance-framework.

The MGI process

1

Launch of the Local MGI process

The first step of the process is to explain to key national and local government officials what the Local MGI entails, in order to ensure full understanding of the project and complete buy-in at both levels.

2

Data collection

The second step of the process is to start the collection and analysis of data based on adapted indicators from the MGI. A draft local migration governance profile based on analysis of the findings is then shared with the government counterparts.

3

Multi-stakeholder discussions on the results of the MGI

The third step of the process is to convene a consultation where local and national government officials and other stakeholders discuss the good practices and main gaps identified in the draft local migration governance profile. It is also an opportunity for them to comment on and provide suggestions to the draft profile.

4

Final report

The last step is to finalize the local migration governance profile, obtain final validation from the local authorities, and publish a printed version of the report as well as an online version on the Global Migration Data Portal[18] and upload it on the IOM Publications Platform.[19]

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[18] You can find the profiles at www.migrationdataportal.org/overviews.
[19] Please see https://publications.iom.int/.
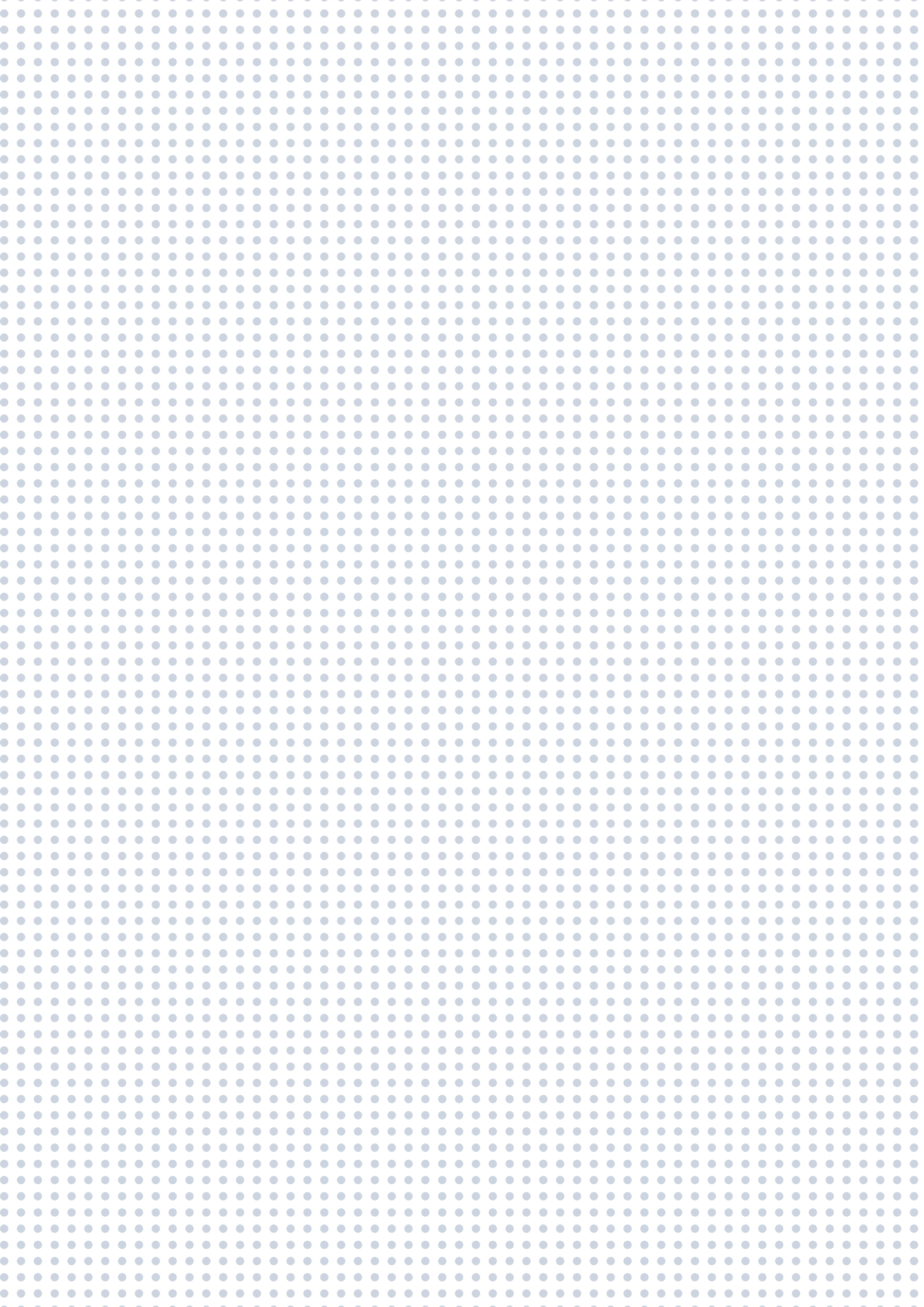
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