

IOM Regional Strategy for Southern Africa 2019–2023



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IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in the meeting of operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

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IOM Regional Strategy for Southern Africa 2019–2023





Foreword



Southern Africa is a region historically characterized by dynamic human mobility that contributes to countries' economies and also livelihoods of communities. Even today, the interwoven solidarity and common vision among Southern African States continue to be the driving force towards regional integration and the overall socioeconomic development of the region. The International Organization for Migration (IOM) is one of the development partners who have been operational in Southern Africa since the early 1990s; the Organization now has a solid regional footprint with presence in 15 SADC member States and continues to work closely with governments and various stakeholders on the multifaceted migration issues affecting the region.

Migration and human mobility have become the megatrend of the twenty-first century and one of the most topical and controversial issues of our time. With almost 250 million international migrants around the world, migrants constitute some 3 per cent of the world's population, and all indications show that the phenomenon is most likely to be on the rise for decades to come.

Taking into consideration this reality, the approach of governments and the international community at large has evolved considerably over the last two decades when it comes to migration governance. As much as the issue remains an important aspect of national sovereignty, there is also a recognition that

effective migration governance and management requires a stronger international cooperation. There is also now a better analysis of the complex two-way relationship between migration and development – migration impacts development and vice versa – and better understanding that migration is a multisectoral and non-linear phenomenon that requires an integrated and holistic approach at all levels of governance. The inclusion of migration in the 2030 Development Agenda is the culmination of a decade-long process for the recognition of migration as an important element of development and a policy domain that is multidimensional in its essence. With the adoption of the New York Declaration for Refugees and Migrants and the subsequent development of the Global Compact for Migration, the international community has made a bold declaration by bringing migration at the heart of multilateralism, like a number of other sociopolitical issues that require the collective commitment of all stakeholders.

It is against this backdrop that the IOM Regional Office for Southern Africa developed this Regional Strategy, which will serve as a blueprint for IOM's programming in the region until 2023. The strategy is inspired by the IOM philosophy that migration is not a problem to be solved but a human reality to be managed, and if well managed, could be beneficial to countries of origin, transit and destination, as well as the migrants and society as a whole. The intended results captured in this strategy can only be reached through the collective efforts of all concerned stakeholders. I would like to take this opportunity to thank our Member States and various partners for their continuous support and collaboration through the years. IOM stands ready to work with all stakeholders towards building a world where migration is a choice and not an act of desperation.

A stylized blue ink signature of Charles Allan Kwenin.

Charles Allan Kwenin

IOM Regional Director for Southern Africa



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Introduction

■ International Organization for Migration, the UN Migration Agency

Established in 1951, the International Organization for Migration (IOM) officially joined the United Nations system in September 2016. Currently, IOM counts 173 Member States (including 53 African Member States) and additional 8 hold an Observer status, as do numerous international and non-governmental organizations (NGOs). IOM has a wide portfolio of programmes amounting to over USD 1.5 billion in 2018, funding over 2,200 active programmes with the support of more than 12,000 staff members in over 400 field locations worldwide.

■ IOM in Southern Africa

The IOM Regional Office based in Pretoria (RO Pretoria) covers 15 countries in the Southern African region, namely Angola, Botswana, the Comoros, Democratic Republic of the Congo, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia and Zimbabwe. RO Pretoria provides programme support and technical expertise to IOM Country Offices in the region. The region also benefits from the technical expertise of IOM's African Capacity Building Centre (ACBC) based in Moshi, United Republic of Tanzania. The centre was established in 2009 at the request of IOM's African Member States to enhance the migration

management capacity of African States. It does so by providing technical assistance in migration and border management, supporting migration research and development and promoting migration advocacy and partnerships.

All countries in the Southern African region are also IOM Member States; this provides a unique opportunity for this strategy in terms of a comprehensive and systematic approach based on a holistic and timely engagement with national governments that feeds in turn into a solid regional partnership on migration. IOM has a long history of working in the Southern African region, and has played a critical role with respect to the following: (a) advancement of migrants' rights; (b) establishment of a regional policy dialogue on migration; (c) development of migrant-friendly policies; (d) facilitation of South–South labour mobility; (e) capacity-building of government and non-governmental actors on migration management; (f) preparedness and response in migration crises and humanitarian emergencies; and (g) reduction of HIV/tuberculosis (TB) and other communicable diseases in migration-affected communities. It has provided leadership on migration issues by coordinating efforts of various partners at national and regional levels. IOM operated through 17 sub-offices and over 250 staff in the Southern African region.

Countries under IOM Southern Africa

Angola, Botswana, the Comoros, Democratic Republic of the Congo, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia and Zimbabwe



Note: The map is for illustration purposes only. The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by IOM.

The context of migration in Southern Africa

■ Overview

By the end of 2017, statistics showed that the number of international migrants reached 258 million globally, of which 25 million migrants in Africa.¹ In addition to this number, the continent also hosts 26 per cent of the world's more than 25 million refugee population.² Out of the 40.3 million internally displaced persons (IDPs) in the world forced to leave their homes as a result of armed conflict, generalized violence or human rights violations, one third of them are on the African continent. In 2017, more than 5.2 million people were displaced in the Southern African Development Community (SADC) region due to conflicts or natural disasters.³ Indeed, Africa remains a continent characterized by dynamic migratory patterns and marked by a long history of intraregional as well as interregional migration flows. Between 2000 and 2017, Africa experienced the largest relative increase of 68 per cent in the number of international migrants who had originated in the continent.

The Southern African region experiences all types of movements including mixed and irregular migration, labour migration and displacement due to conflicts and natural disasters. By virtue of its strong economic position on the continent, Southern Africa experiences a high volume of migration due to work opportunities in the mining, manufacturing and agricultural industries. The industrial development in some countries in the region, especially South Africa, Botswana and Zambia, and the oil wealth of Angola, has been a magnet for both highly skilled and low-skilled labour migrants from the region and elsewhere, notably from the Horn of Africa and West Africa.

Southern Africa is also a springboard often used as the staging ground for regular and irregular migration to Europe and the Americas.

In 2017 (as presented in Table 1), the Southern African region recorded over 7 million migrants – excluding irregular migrants – and by far the largest number of migrants is found in South Africa (4 million). The Southern African region continues to experience a significant rise in mixed and irregular migration flows. These flows mostly originate from the Horn of Africa, particularly Ethiopia and Somalia, and consist of refugees, asylum seekers, economic migrants and victims of trafficking, including women and children. The large majority of these migrants attempt to reach their destinations through established smuggling and trafficking networks. There is an estimate that at least 20,000 migrants travel through the Great Lakes and SADC regions to try to reach South Africa each year. Human rights violations and lack of protection of migrants including extortion, abandonment, physical, and to a certain extent sexual, violence continue to be a harsh reality for these mobile populations.

Intraregional mobility is the predominant feature of migration in Southern Africa, a region that has some of the largest bilateral migration corridors in Africa, namely the Zimbabwe–South Africa corridor (1.3 million) and the Mozambique–South Africa corridor (1.2 million).⁴ Southern Africa is also home to some of the most important trade and transport corridors in the continent that facilitate cross-border mobility, including for small-scale traders. Today, cross-border trade is a major feature of African economic and social landscapes, and according to some estimates, it contributes to

- 1 United Nations Department of Economic and Social Affairs Population Division (UN DESA), *International Migration Report 2017* (ST/ESA/SER.A/403) (United Nations, New York, 2017).
- 2 United Nations High Commissioner for Refugees (UNHCR), *Figures at a glance*, 2018. Available from www.unhcr.org/figures-at-a-glance.html (last accessed March 2019).
- 3 Internal Displacement Monitoring Centre (IDMC), *Global Report on Internal Displacement 2018* (IDMC, Geneva, 2018).
- 4 C. Karagueuzian and A. Verdier-Chouchane, "Taking Africa's irregular migrants into account: Trends, challenges and policy options", *Africa Economic Brief*, 5(1) (2014).

the income of about 43 per cent of Africa's entire population.

Insecurity, lack of economic livelihood, drought and crop failure are some of the push factors that motivate migrants to choose risky migratory routes seeking better opportunities in Southern Africa. Labour migration remains one of the dominating forms of population movements in this region marked by sporadic incidents of xenophobia, discrimination and, at times, violence against migrants.

As it is the case in other parts of the world, the profound impact of migration on the societies and institutions of receiving countries in Southern Africa cannot be undermined. The negative narrative

about migration and migrants fuels adverse public perceptions against foreigners and in turn affects social cohesion. It is therefore important that migration governance policies and programmes take into account the sensitivities around the issue and address this important dimension.

Additionally, Southern Africa and the Western Indian Ocean regions are vulnerable to a range of hazards as they are increasingly affected by climate change that causes more extreme weather events and increased frequency and intensity of disasters (including floods, epidemic outbreaks, storms and droughts, as well as earthquakes, wildfires, landslides, extreme weather, volcanic activity and insect infestations).

■ International migration statistics of Southern Africa, 2017

Table 1: International migrant stock in SADC countries as of mid-2017

Countries	Total	Gender		Children		Elderly (+65)		Refugees and asylum seekers	
		Male	Female	%	#	%	#	%	#
Angola	630,000	307,681	322,319	34.80	222,198	3.90	24,901	7.16	45,698
Botswana	166,430	91,038	75,392	31.80	52,925	2.00	3,329	1.71	2,845
Comoros (the)	12,555	6,071	6,484	26.00	3,264	3.20	402	0.00	0
Democratic Republic of the Congo	879,223	427,877	451,346	43.40	381,583	3.60	31,652	51.55	453,283
Eswatini	33,263	17,221	16,042	29.00	9,646	6.60	2,195	3.17	1,055
Lesotho	6,749	3,654	3,095	31.60	2,133	2.90	196	0.64	43
Madagascar	33,844	19,278	14,566	20.50	6,938	13.80	4,670	0.20	66
Malawi	237,104	112,936	124,168	50.50	119,738	2.90	6,876	10.84	25,697
Mauritius	28,713	15,903	12,810	32.70	9,389	9.10	2,613	0.00	0
Mozambique	246,954	116,916	130,038	45.70	112,858	2.30	5,680	9.70	23,965
Namibia	95,067	51,207	43,860	33.90	32,228	11.70	11,123	5.02	4,775
Seychelles	12,926	9,049	3,877	18.40	2,378	4.80	620	0.00	0
South Africa	4,036,696	2,244,421	1,792,275	15.90	641,835	5.60	226,055	7.66	309,342
United Republic of Tanzania	492,574	206,327	286,247	32.70	161,072	6.10	30,047	59.54	293,260
Zambia	156,982	79,331	77,651	34.40	54,002	4.00	6,279	20.81	32,669
Zimbabwe	403,866	229,881	173,985	25.80	104,197	3.30	13,328	2.12	8,577
Total	7,481,+	3,938,791	3,534,155	25.62	1,916,384	4.95	369,966	16.06	1,201,275

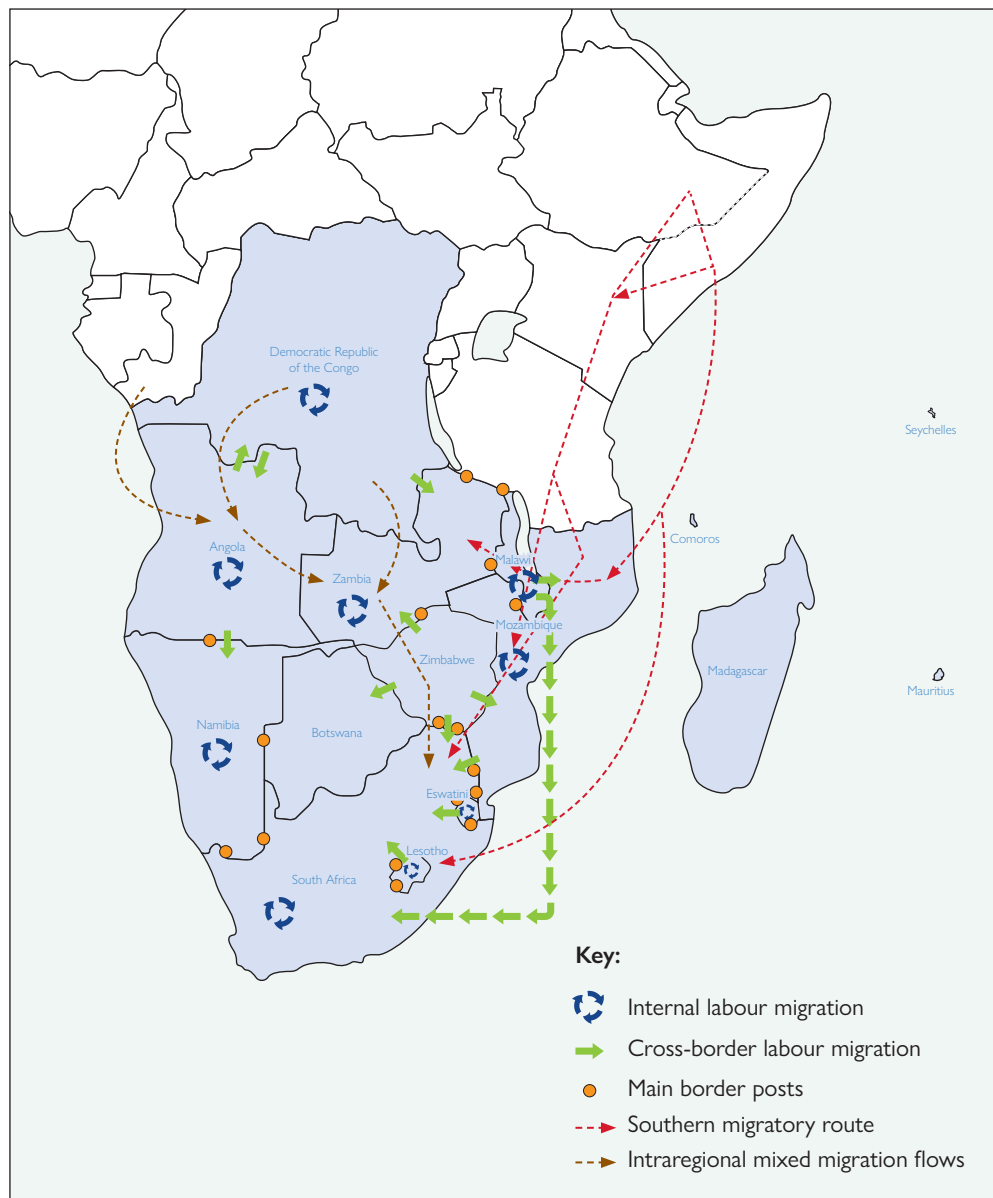
Source: www.un.org/en/development/desa/population/migration/publications/wallchart/docs/MigrationWallChart2017.pdf

■ Migration trends and patterns in Southern Africa

The map presented here illustrates major migration routes in the region, including mixed migration flows originating from the Horn of Africa and the

Great Lakes region, as well as labour migration trends in Southern Africa.

Map 1: Migration routes in Southern Africa



Note: This map is for illustration purposes only. The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by IOM.

■ Key migration stakeholders and beneficiaries in Southern Africa

IOM is committed to continue strengthening its relations with its various partners in the region in order to advance cooperation on migration.

IOM's operations are based on its strong working relations with beneficiary migrants, mobile populations and communities at large. IOM further recognizes that beneficiaries' response to IOM interventions is a vital link between programme outputs on the one hand and its actual impact and outcome on the other. Beneficiary mapping and impact monitoring are therefore a prime activity of IOM Southern Africa and will be a core principle of this strategy.

IOM's interventions in Southern Africa cover a wide spectrum of activity areas that cut across the development and humanitarian fields. These different initiatives are made possible through the support of various partners who continue to avail funding and operational assistance for the implementation of migration-related projects. IOM recognizes the importance of strengthening and diversifying such collaborative partnerships that will be key in achieving the overall vision of this regional strategy.

Key stakeholders such as governments and local authorities, other United Nations agencies, regional organizations such as SADC, the Common Market for Eastern and Southern Africa (COMESA) and the Indian Ocean Commission (IOC) also play an important role in the migration governance landscape of the region. RO Pretoria is also appreciative of the special mandates of African Union organs based in Southern Africa, including the Pan-African Parliament (PAP), the African Peer Review Mechanism (APRM) and the New Partnership for Africa's Development (NEPAD), also known as the technical body of the African Union. A structured and solid partnership with these actors will be instrumental in achieving the objective of IOM's regional strategy in Southern Africa.

Similarly, IOM recognizes the role of civil society, including NGOs who work closely with IOM as implementing partners as well as the private sector, academia and think tanks in the region. The latter have a significant function in contributing to the knowledge base on migration, and IOM will enhance its collaboration with these entities to provide reliable data, evidence and analysis to policymakers.

IOM's strategic approach in Southern Africa

■ Pillars of the IOM Regional Strategy for Southern Africa (2019–2023)

The 2030 Agenda and the Sustainable Development Goals

We recognize the positive contribution of migrants for inclusive growth and sustainable development. We also recognize that international migration is a multidimensional reality of major relevance for the development of countries of origin, transit and destination, which requires coherent and comprehensive responses. We will cooperate internationally to ensure safe, orderly and regular migration involving full respect for human rights and the humane treatment of migrants regardless of migration status, of refugees and of displaced persons. Such cooperation should also strengthen the resilience of communities hosting refugees, particularly in developing countries. We underline the right of migrants to return to their country of citizenship, and recall that States must ensure that their returning nationals are duly received.

Excerpt from the 2030 Agenda for Sustainable Development
(United Nations, 2015)

The adoption of the 2030 Agenda for Sustainable Development by the United Nations General Assembly (UNGA) in September 2015 introduced a comprehensive set of targets aiming to address the root causes of poverty and inequality around the world with the commitment to “leave no one behind”. The framework, unlike the Millennium Development Goals, is also characterized by its inclusiveness as it applies to all countries regardless of their development status. Countries in Southern Africa have different levels of development with a few of them now categorized as middle-income countries (MICs), namely Botswana, Mauritius, Namibia, Seychelles and South Africa. The IOM

Regional Strategy for Southern Africa is fully aligned to the Sustainable Development Goals (SDG) framework and globally agreed targets; hence, it will be relevant to the diverse national contexts of the SADC member States.

Considering that 32 per cent of international migrants are under the age of 30, with 60 per cent of these young migrants also living in developing countries,⁵ this regional strategy recognizes the importance of capturing the specific realities of this important group to inform future programmatic interventions. In this regard, the United Nations Youth Strategy adopted in 2018 aims “to facilitate increased impact and expanded global, regional and country-level action to address the needs, build the agency and advance the rights of young people in all their diversity around the world [...] and ensure their engagement and participation in the implementation, review and follow-up of the 2030 Agenda for Sustainable Development as well as other relevant global agendas and frameworks”.⁶ As a member of the United Nations Inter-Agency Network on Youth Development, IOM appreciates the importance of the youth in its area of work and will strive to integrate this critical aspect in all relevant initiatives.

The 2030 Development Agenda has been referred to as a “declaration of interdependence” given interlinkages between goals, countries and overall governance systems for the achievement of sustainable development. This perspective is of particular importance for the way migration is viewed as part of the framework as it provides an opportunity for an integrated approach in migration governance that takes into consideration the multidimensional relationship between mobility and development.

5 United Nations Development Programme, Guidance note: A development approach to migration and displacement. December 2015, p.5. Available from www.undp.org/content/undp/en/home/librarypage/poverty-reduction/guidance-note---migration-and-displacement/

6 The UN Youth Strategy can be accessed here: www.un.org/ecosoc/sites/www.un.org.ecosoc/files/18-00080_un-youth-strategy_web.pdf



For the first time, migration has become part and parcel of the global development agenda with the introduction of the SDGs. This new approach has also emphasized the developmental potential of migration, if managed effectively. Among the 17 goals and 169 targets geared towards eliminating extreme poverty and ensuring sustainable development, there are several direct references made to migration in at least six SDGs. Given its cross-cutting nature, the issue is also relevant to other SDG goals in one way or the other, even when migration is not mentioned directly. IOM's programmatic work continues to contribute to the various SDGs in areas of work where the links to migration may not be explicit. For example, IOM's interventions in the mitigation of food insecurity by helping farmers in disaster-hit areas resume food production contributes to SDG 2 on zero hunger, even though the goal does not make reference to migration specifically.

The inclusion of a stand-alone target 10.7 to "Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies" is an indication of the importance the issue has gained as part of the broader development agenda.

Target 10.7 on migration policies

This specific target under Goal 10 on reducing inequalities acknowledges that effective migration governance is key for safer, more orderly and more regular migration. It also acknowledges the need for global, regional and national migration regimes and comprehensive policy frameworks to manage migration for the benefit of all. This includes promoting regular migration that respects the rights of migrants and leveraging the positive developmental impact of migration for migrants themselves, as well as for all communities and countries. These are key steps needed to ensure that no migrant is left behind, regardless of his or her migratory status.

In practice, comprehensive and effective migration management involves a wide range of action areas. This includes, but is not limited to, migration mainstreaming and capacity-building, protecting migrants' rights and promoting their well-being, improving migrant integration in host communities, promoting regulated labour mobility, improving migrant health, mitigating and addressing migrants' vulnerabilities and developing specialized programmes for refugees and IDPs, facilitating family reunification, addressing irregular migration and providing pathways to regularity, addressing the needs of host communities, countering migrant smuggling and trafficking, facilitating resettlement, assisted voluntary return and reintegration (AVRR) of migrants, and developing durable solutions for displaced persons.

The indicator 10.7.2 on safe, orderly and regular migration⁷ graduated from being a tier 3 indicator for which “no internationally established methodology or standards are yet available” to being a tier 2 indicator, which is “conceptually clear, has an internationally established methodology and standards are available, but data are not regularly produced by countries”. This important decision of the Inter-Agency and Expert Group on SDG Indicators underlines the fact that migration management and governance is a measurable achievement that governments can deliver on, and their progress in this regard can be empirically assessed.

Target 17.18 on migration data

Timely, reliable, accessible and comparable data on migration is key to effective migration governance and upholding the rights of migrants. The lack of migration data and objective analysis contributes to the misperception of migration and the manifold negative effects it entails. The lack of a strong evidence base also leads to poorly designed and ineffective policies and programmatic interventions. The inclusion of Target 17.18 under the goal on partnerships, which recognizes the importance of disaggregating data by migratory status, is an important step towards establishing a scientific evidence to inform policy formulation.

Given the importance of data that has become evident in the migration discourse at all levels, the Regional Migration Data Hub (RMDHub) for Southern Africa was launched in 2017 by IOM in collaboration with SADC member States to fill existing gaps in the region through a collaborative manner. The RMDHub works towards generating scientific evidence and solid knowledge base on migration through data collection, collation and analysis of migration trends, to help advance migration policies at the national and regional levels in Southern Africa.

Other relevant targets

Effective migration governance is also promoted indirectly through other goals and targets outside of Target 10.7. For examples: (a) Targets 8.7 and 8.8 call for improved governance in areas of human trafficking and labour migration respectively; (b) Goal 16 is about the promotion of the rule of law, “equal access to justice for all” and monitoring detention practices; and (c) Target 17.14 calls for countries to enhance policy coherence. These goals and others uphold human rights approaches benefiting migrants and can furthermore provide effective and sensitive migration governance across sectors. Further, making progress towards other SDGs plays a key role in addressing many of the drivers of forced displacement. Therefore, aside from working towards building durable solutions, achieving progress in targets on poverty (Goal 1), food insecurity (Goal 2), weak governance (Goal 16), climate change (Goal 13), among others will help prevent the number of crises and disasters in the future, thus reducing resulting displacement, which is a key hindrance to sustainable development.

The IOM Regional Strategy for Southern Africa is designed to contribute to the achievement of these migration-related SDG targets in the region, in close collaboration with all relevant stakeholders.

The Migration Governance Framework⁸

While migration is now being increasingly recognized as a broad and complex field of work, there is no single convention or framework presenting a coherent, comprehensive and balanced approach to migration governance.⁹ In an effort to foster a better understanding of what constitutes planned and well-managed migration, IOM developed the Migration Governance Framework (MiGOF), which was adopted by the IOM Council in 2015, making it the first – and so far the only – detailed articulation of “planned and well-managed migration policies”.

7 SDG indicators 10.7.2 now reads as “Number of countries with migration policies to facilitate orderly, safe, regular and responsible migration and mobility of people”.

8 The IOM Council adopted the Migration Governance Framework through Resolution 1310 during its 106th Session in December 2015. The document can be accessed here: <https://governingbodies.iom.int/system/files/en/council/106/C-106-RES-1310%20MIGOF.pdf>

9 United Nations General Assembly, Declaration of the High-Level Dialogue on International Migration and Development, A/62/L.5 (2013). Available from www.iom.int/files/live/sites/iom/files/What-We-Do/docs/Final-Declaration-2013-En.pdf

MiGOF 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”. It also sets out the essential elements to support planned and well-managed migration through **three principles** that form the necessary foundation for migration to be well-governed, and **three objectives** for migration and related policy, law and practice.

The three principles

States move towards ensuring that migration is humane, orderly and benefits migrants and society when it:

- (a) Adheres to international standards and fulfils migrants’ rights;
- (b) Formulates policy using evidence and a “whole-of-government” approach; and
- (c) Engages with partners to address migration and related issues;

The three objectives

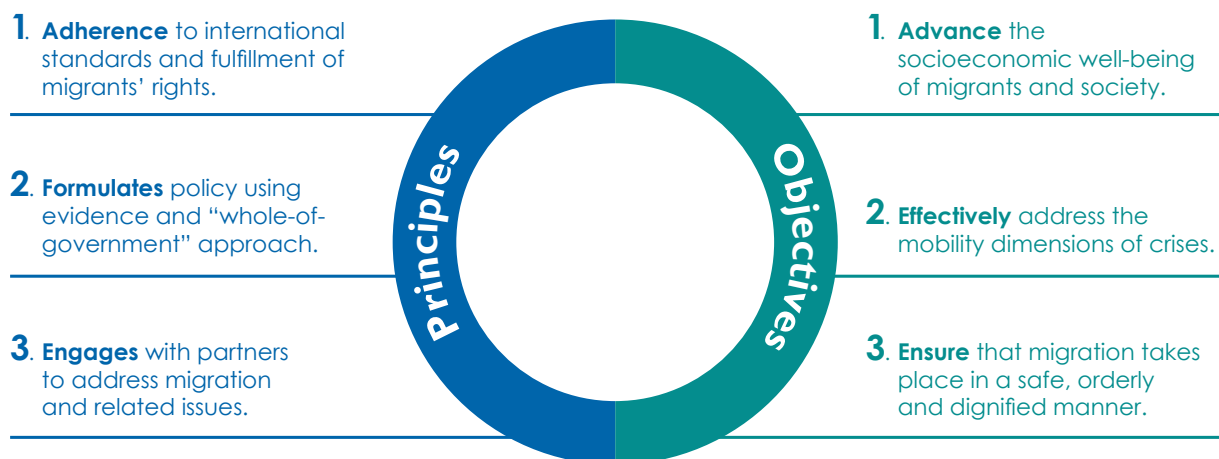
The ultimate goal of migration systems based on the above-mentioned principles is to:

- (a) Advance the socioeconomic well-being of migrants and society;
- (b) Effectively address the mobility dimensions of crises; and
- (c) Ensure that migration takes place in a safe, orderly and dignified manner.

The balance and complementarity between these different elements of migration governance promotes the well-being of migrants and their families, as well as that of communities of origin, transit and destination.

MiGOF constitutes the overarching guidance of the IOM Regional Strategy for Southern Africa and its key areas of intervention.

MiGOF Principles and Objectives





IOM convened representatives of the Southern African Development Community countries at a technical level in Pretoria, South Africa, for the 2018 Migration Dialogue for Southern Africa from 11 to 13 September 2018.

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The Global Compact for Migration¹⁰

We [...] recognize that international migration is a multidimensional reality of major relevance for the development of countries of origin, transit and destination, which requires coherent and comprehensive responses. Migrants can make positive and profound contributions to economic and social development in their host societies and to global wealth creation.

The New York Declaration for Refugees and Migrants,
19 September 2016

With the adoption of the New York Declaration for Refugees and Migrants by the UNGA in 2016,¹¹ the international community recognized the unprecedented level of human mobility in all regions of the globe. The same declaration initiated the process towards the development of a Global Compact for Safe, Orderly and Regular Migration in an effort to strengthen global governance and enhanced cooperation on issues relating to international migration.

IOM has been supporting the process of developing the Global Compact for Migration, a framework that builds on the provisions of the 2030 Development Agenda and the SDGs. Although the Global Compact for Migration complements existing international commitments of States, it is important to note that it is the first intergovernmental negotiated agreement prepared under the auspices of the United Nations, to cover all dimensions of international migration in a holistic and comprehensive manner, and aims to strengthen international cooperation on migration governance. After series of negotiations under the framework of the UNGA, the final text of the Global Compact for Migration was adopted by heads of States and governments during an international conference held in Marrakech, Morocco, in December 2018. This important development has brought migration to the centre of multilateralism, and the issue will continue to be a key area of focus in international cooperation.

¹⁰ The full text of the Global Compact for Migration can be accessed here: https://refugeesmigrants.un.org/sites/default/files/180711_final_draft_0.pdf

¹¹ The full text of the New York Declaration for Refugees and Migrants can be accessed here: http://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/A_RES_71_1.pdf

The Global Compact for Migration outlines a common vision of international migration that is based on the understanding that:

- ▶ Migration is part of human history and a phenomenon that contributes to sustainable development when it is well governed;
- ▶ Migration requires inter-State collaboration as no country can govern migration on its own; and
- ▶ Migration should never be an act of desperation. In situations where this is unfortunately the case, countries should work together to address the needs of affected migrants and the underlying factors that drive irregular migration.

The Global Compact for Migration is a non-binding framework composed of 23 objectives, each followed by a “menu” of actions that governments can draw from in developing policies and programmes on matters relating to migration management and governance.

The 23 objectives of the Global Compact for Migration

1. Collect and utilize accurate and disaggregated data as a basis for evidence-based policies
2. Minimize the adverse drivers and structural factors that compel people to leave their country of origin
3. Provide accurate and timely information at all stages of migration
4. Ensure that all migrants have proof of legal identity and adequate documentation
5. Enhance availability and flexibility of pathways for regular migration
6. Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work
7. Address and reduce vulnerabilities in migration
8. Save lives and establish coordinated international efforts on missing migrants
9. Strengthen the transnational response to smuggling of migrants
10. Prevent, combat and eradicate trafficking in persons in the context of international migration
11. Manage borders in an integrated, secure and coordinated manner
12. Strengthen certainty and predictability in migration procedures for appropriate screening, assessment and referral
13. Use migration detention only as a measure of last resort and work towards alternatives
14. Enhance consular protection, assistance and cooperation throughout the migration cycle
15. Provide access to basic services for migrants
16. Empower migrants and societies to realize full inclusion and social cohesion
17. Eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration
18. Invest in skills development and facilitate mutual recognition of skills, qualifications and competences
19. Create conditions for migrants and diasporas to fully contribute to sustainable development in all countries
20. Promote faster, safer and cheaper transfer of remittances and foster financial inclusion of migrants
21. Cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration
22. Establish mechanisms for the portability of social security entitlements and earned benefits
23. Strengthen international cooperation and global partnerships for safe, orderly and regular migration

The IOM Regional Strategy for Southern Africa recognizes the complementarity between the SDGs and the provisions of the Global Compact for Migration and will align its initiatives to support Member States in their efforts towards achieving internationally agreed goals and objectives.



Charles Kwenin, IOM Regional Director for Southern Africa (left), joins High-level discussants Ambassador Jürg Lauber, Permanent Representative of Switzerland to the UN in New York and co-facilitator of the Global Compact for Migration (far left); Diego Iturralde, Chief Director of Demography at Statistics South Africa (right); and Ambassador Nthutang Seleka from the Department of International Relations and Cooperation of South Africa (far right).

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The United Nations Network on Migration

The United Nations Secretary General report of 2017 titled “Making migration work for all”¹² outlines a vision on how to strengthen the UN system’s coordination on migration, to enable the UN to “act as a source of ideas and policy guidance, as well as a convener, for the implementation of the New York Declaration for Refugees and Migrants and the Global Compact to be adopted in 2018”.

The Global Compact for Migration adopted in December 2018 “welcome(s) the decision of the Secretary-General to establish a UN network on migration to ensure effective and coherent system-wide support to implementation, including the capacity-building mechanism, as well as follow-up and review of the Global Compact, in response to the needs of the Member-States”.¹³

The Global Compact for Migration further notes that:

- (a) IOM will serve as the coordinator and secretariat of the network;
- (b) The network will fully draw from the technical expertise and experience of relevant entities within the United Nations system; and
- (c) The work of the network will be fully aligned with existing coordination mechanisms and the repositioning of the United Nations Development System.

In its capacity as the coordinator of the UN Migration Network, IOM will work closely with the wider United Nations system to ensure that coherent and harmonized support is made available for governments for the operationalization of the Global Compact for Migration objectives at the national, regional and international levels.

¹² UNGA, “Making migration work for all”, Report of the Secretary-General (A/72/643). 12 December 2017, para. 70, p.17. The full report can be accessed here: https://refugeesmigrants.un.org/sites/default/files/sg_report_en.pdf

¹³ Paras. 44–45 of the Global Compact for Migration.

Agenda 2063 and other regional provisions

The African Union adopted Agenda 2063 as a strategic framework for the socioeconomic transformation of the continent over the period of five decades. Agenda 2063 lays ground for multisectoral progress towards the “Africa we want” as it builds on, and seeks to accelerate, the implementation of past and existing continental initiatives for growth and sustainable development. The IOM Regional Strategy for Southern Africa takes into account the aspirations¹⁴ of this continental agenda and strives to make its contribution by aligning its actions to the African Union vision of integration and development.

The Continental Free Trade Agreement and the African Union Protocol on Free Movement of Persons signed in March 2018 recognize the relevance of human mobility and migration in the development discourse in Africa. In addition to the broader agenda of regional and continental integration, various provisions have been adopted specifically on migration by the African Union and Regional Economic Communities (RECs). Key in this area is the revised version of the overarching Migration Policy Framework for Africa and its action plan, which have been adopted in 2018. Other continental and regional instruments, policies and action plans developed by regional bodies such as COMESA, SADC and IOC¹⁵ will also inform initiatives that will be part of the IOM Regional Strategy for Southern Africa.

■ Cross-cutting issues

The IOM Regional Strategy for Southern Africa also takes into consideration key cross-cutting issues that need to be mainstreamed in all interventions. These include the following:

- ▶ **Gender equality:** A focus on gender equality and women’s empowerment is also central to the rights-based approach promoted in this strategy. This is a cross-cutting issue that the Regional Office will seek to promote in policies and programmes.
- ▶ **Capacity-building and government ownership:** Central to this strategy is building the capacity of Member States and regional organizations, as well as other key stakeholders, to develop migration management strategies and policies in order to proactively put the systems in place to respond to migration in a coherent, collaborative and rights-focused approach.
- ▶ **Sustainability:** Given that Southern Africa has an increasing number of MICs, it is essential to promote sustainability within projects, particularly through equipping governments at the policy and operational level with the resources to sustain targeted interventions.
- ▶ **Results-based management (RBM):** RO Pretoria programmes will increasingly put an emphasis on managing for results. RO Pretoria will strive to shift from activity-based focus in project design, implementation, monitoring and evaluation and reporting to one focused on changes that projects should bring about. Efforts shall be put in place to mainstream RBM focus in the project cycle.

¹⁴ The seven aspirations of Agenda 2063 are: (a) a prosperous Africa based on inclusive growth and sustainable development; (b) an integrated continent, politically united and based on the ideals of Pan-Africanism and the vision of Africa’s Renaissance; (c) an Africa of good governance, democracy, respect for human rights, justice and the rule of law; (d) a peaceful and secure Africa; (e) an Africa with a strong cultural identity, common heritage, values and ethics; (f) an Africa where development is people-driven, unleashing the potential of its women and youth; and (g) Africa as a strong, united and influential global player and partner.

¹⁵ Other key regional provisions on migration include the SADC Protocol on the Facilitation of Movement of Persons, SADC Labour Migration Policy Framework and Action Plan and COMESA visa protocols.

■ Organizational effectiveness

IOM programming in Southern Africa will seek to work within the following tenets of the organizational effectiveness framework. IOM also seeks to strengthen its organizational effectiveness in line with the 3Ps model: principled, purposeful and prepared. Particular priority will be given to fostering a results-based culture and strengthening a regional oversight through the establishment of effective monitoring and evaluation frameworks, tools and processes in order to track and illustrate more clearly the impact of IOM's work in the region.

- ▶ **Principled:** RO Pretoria will continue to be principled, accountable and transparent. It will continue to adhere to core humanitarian principles, seek gender equality and adopt rights-based approach. It will develop and apply appropriate policies to guide its internal and external operations and manage its human and financial resources in line with these policies.
- ▶ **Purposeful:** RO Pretoria will ensure that all its efforts are coherent and make an impact. Whole-of-organization approaches will be adopted and implemented, supported by evidence and data. This strategy and projects in the region will foster complementarity between country and global plans to contribute towards common goals. The Regional Office will help set the regional agenda on migration and supports States' capacity to effectively govern migration through integrated approaches and advocacy for policy solutions and migrants' well-being.

- ▶ **Prepared:** RO Pretoria will take proactive measures to ensure that it has the capacity to fulfil its purpose and deliver on its intended results. These measures include the following: (a) sound financial and human resources management policies and practices; (b) appropriate risk management strategies; (c) knowledge management and a commitment to apply lessons learned to enhance organizational effectiveness; and (d) seek to expand its financial resources and deepen/expand IOM presence in the region.



SUSTAINABLE DEVELOPMENT GOALS



Strategic objectives and intervention areas of IOM in Southern Africa (2019–2023)

The IOM Regional Strategy for Southern Africa 2019–2023 presents a holistic approach based on a whole-of-government and whole-of-society approach to migration, which recognizes that the different dimensions of migration are interrelated. Considering the cross-border nature of international migration, there is also a need to build on inter-State cooperation for a better migration management and governance at the regional level.

At the multilateral level, the introduction of the 2030 Development Agenda adopted in 2015 incorporating migration across the SDGs has made this important issue an integral part of the global development agenda.¹⁶ Building on this momentum, the IOM Regional Strategy for Southern Africa is aligned to the global sustainable development agenda and the objectives of the Global Compact for Migration, while taking into account the fundamental principles and objectives provided by MiGOF.

The following 10 strategic objectives have been identified as areas of focus for IOM's work in Southern Africa for the period covering 2019–2023. Each of these strategic objectives contribute to the SDGs and related targets.

- (a) **Strategic objective 1:** Ensure that the mutually reinforcing links between migration and development is tapped into for the benefit of countries of origin and destination, as well as migrants themselves.
- (b) **Strategic objective 2:** Ensure that vulnerable migrants benefit from increased protection by State and non-State actors while supporting governments in the fight against irregular migration.
- (c) **Strategic objective 3:** Provide AVRR services to migrants returning from various countries of destination, including those in Southern Africa.
- (d) **Strategic objective 4:** Work towards well-managed labour migration that benefits migrant workers and employers, as well as the development of countries of origin and destination.
- (e) **Strategic objective 5:** Protect vulnerable migrants and communities at risk and ensure they are more resilient during all phases of man-made and natural crises.
- (f) **Strategic objective 6:** Build the capacity of vulnerable communities to demonstrate enhanced coping mechanisms and resilience to environment and climate-induced change.
- (g) **Strategic objective 7:** Improve standards of physical, mental and social well-being of migrants and migration-affected populations.
- (h) **Strategic objective 8:** Strengthen migration management at borders across the region to facilitate safe, orderly and regular cross-border mobility.
- (i) **Strategic objective 9:** Ensure stronger intra- and interregional cooperation and coordination on migration governance among Member States and Regional Economic Communities (RECs).
- (j) **Strategic objective 10:** Continue working on resettlement assistance to migrants as a positive element of the migration continuum made possible through international solidarity and burden sharing.

¹⁶ IOM, *Migration and the 2030 Agenda: Comprehensive SDG Target and Migration Correlation* (IOM, Geneva, 2018). Available from www.migration4development.org/sites/default/files/en_booklet_web.pdf

■ Migration and development

The 2030 Agenda for Sustainable Development and subsequent discussions on migration in the global platform brought to the forefront a reality that experts have been highlighting for quite some time: links between migration and development are multifaceted and mutually reinforcing; hence, the need for enhanced policy coherence for sustainable development. In many instances, migration contributes to the individual development of migrants and their families. In the same vein, remittances sent by migrants to their countries of origin contribute to national economies. In addition to their financial contribution, nationals in the diaspora also bring their technical skills and knowledge that they have acquired for the benefit of their countries of origin. On the other hand, underdevelopment and the absence of opportunities at a local level could push individuals to migrate, as this has long been an essential strategy for improving individual and social well-being and expanding one's possibilities for development. Given these intricate linkages, migration-related policies should not be conceived in isolation. The need to have enhanced connectedness with policy domains that may not be specific to migration, but nonetheless affect and are affected by migration (policies on water and food security, climate change, education, health and trade, employment policy, etc.) is therefore of paramount importance.

If all 17 SDGs are to be achieved and effectively ensure that “no one is left behind”, there is a need to understand how all these governance areas are interrelated and affected by migration. This necessitates a whole-of-government approach, which implies coordination across all government sectors for the development of policies that are aligned with and responds to the effects of migration and the needs of migrants. IOM's approach to migration governance aims to ensure policy coherence in migration and development by “mainstreaming” migration into local and national policy planning.

Policy coherence for migration and development can be defined as policies that “pursue synergies to advance shared objectives, actively seek to minimise or eliminate negative side effects of policies, (and) prevent policies from detracting from one another or from the achievement of agreed-upon development goals”. Policy coherence can be achieved at horizontal level, i.e. within the policy areas of one administration, or vertical level, between different levels of governance, i.e. national, provincial and municipal.

STRATEGIC OBJECTIVE 1

Ensure that the mutually reinforcing links between migration and development is tapped into for the benefit of countries of origin and destination, as well as migrants themselves

A number of SADC member States recognize the potential of creating a conducive environment for their nationals abroad to make contributions in the economic and social development of their countries of origin. Some SADC member States receive remittances that constitute more than 10 per cent of their GDP. As a result, a number of countries in Southern Africa have made it a priority to come up with dedicated policies to foster a meaningful and institutionalized engagement with their diaspora. Furthermore, some governments have taken the step to integrate migration as an element of their National Development Plans, recognizing the developmental potential of this important phenomenon that has been part and parcel of Southern African communities.

IOM will partner with governments and civil society, including migrant associations, to look for innovative ways to harness the resources of transnational communities, diaspora associations and diaspora members more effectively for the socioeconomic co-development of their countries of origin and residence.

Strategic objective 1 responds to four SDG goals and related targets:



In line with SDGs 1, 10, 11 and 16, Strategic objective 1 will guide IOM's interventions in Southern Africa contributing to the following:

- ▶ Deepening understanding of the complex and mutual effects of migration on sectoral policy planning and of the latter on migration (Target 1.1, Target 11.a and Target 16.7);
- ▶ Improvement of governments' internal coordination mechanisms and structures (Target 10.7);
- ▶ Bridging the gaps between governments and diaspora (Target 10.2); and
- ▶ Productive inclusion of migrants in the development of their countries of origin as well as those of destination (Target 10.2 and 10.c).

The following Global Compact for Migration objectives are also relevant in achieving Strategic objective 1:

- **Objective 1:** Collect and utilize accurate and disaggregated data as a basis for evidence-based policies
- **Objective 2:** Minimize the adverse drivers and structural factors that compel people to leave their country of origin
- **Objective 19:** Create conditions for migrants and diasporas to fully contribute to sustainable development in all countries
- **Objective 20:** Promote faster, safer and cheaper transfer of remittances and foster financial inclusion of migrants
- **Objective 23:** Strengthen international cooperation and global partnerships for safe, orderly and regular migration



IOM – in close partnership with the Ministry of Foreign Affairs, Regional Integration and Trade – launched the project titled Building the Capacity of the Mauritian Government to Strengthen Linkages with the Mauritian Diaspora on 29 November 2018.

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■ Migrant protection and irregular migration

The increase in mixed migration flows in the region continues to prompt requests from governments for assistance in developing migration management policies and initiating programmes to respond to these flows with a particular focus on counter-trafficking (the most vulnerable groups in the region include women, children and migrants with health vulnerabilities).

A large majority of the migrants in mixed migration flows in Southern Africa are from the Horn of Africa and Great Lakes region with an estimated 20,000 migrants passing through the region each year. An increasingly worrying trend in the irregular and mixed migration patterns of the region has been the rise in identified cases of unaccompanied children making perilous journeys without adult companionship. Another emerging trend involves stranded male migrants from Asia facing exploitative conditions in Southern Africa. For example, dozens of Cambodian fisherfolks came to the attention of IOM in Mauritius and South Africa where the fishing vessels on which they were working had docked. A similar number of Nepalese men also required IOM assistance after becoming stranded in Madagascar after falling prey to the false promises of unscrupulous recruitment agents.

STRATEGIC OBJECTIVE 2

Ensure that vulnerable migrants benefit from increased protection by State and non-State actors while supporting governments in the fight against irregular migration

IOM will contribute to the protection and assistance to vulnerable migrants who have been stranded, trafficked, exploited and exposed to other types of risk. IOM will work with national governments and regional institutions to develop evidence-based migration policies and practices to protect the rights of migrants based on international best practices. The outcome of this work is for governments to demonstrate a sustainable commitment to protecting vulnerable migrants and for migrants to have greater confidence in the migrant protection systems in the Southern African region.

Strategic objective 2 responds to five SDG goals and related targets:



In line with SDGs 5, 8, 16 and 17, Strategic objective 2 will guide IOM's interventions in Southern Africa contributing to the following:

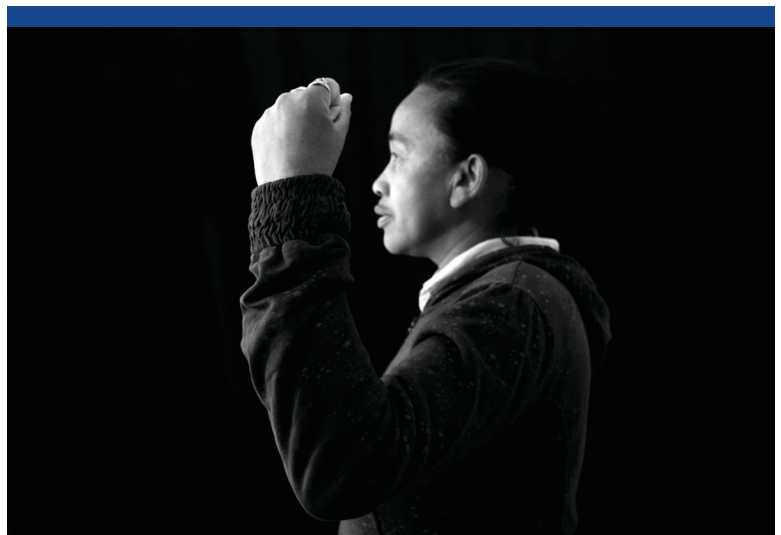
- ▶ Fight against trafficking and other types of exploitation and abuse, including those affecting women and children (Target 5.2 and Target 8.7);
- ▶ Promotion of a rights-based approach to migration management at the local, national and regional levels (Target 8.7, Target 10.7 and Target 16.10);
- ▶ Protection of vulnerable migrants, including unaccompanied migrant children (Target 16.2);
- ▶ Prosecution of criminal groups profiting from human trafficking activities (Target 16.4 and 16.a); and
- ▶ Effective collection, analysis, sharing and application of accurate and reliable migration-related data (Target 17.18).

The following Global Compact for Migration objectives are also relevant in achieving Strategic objective 2:

- **Objective 1:** Collect and utilize accurate and disaggregated data as a basis for evidence-based policies
- **Objective 3:** Provide accurate and timely information at all stages of migration
- **Objective 4:** Ensure that all migrants have proof of legal identity and adequate documentation
- **Objective 7:** Address and reduce vulnerabilities in migration
- **Objective 8:** Save lives and establish coordinated international efforts on missing migrants
- **Objective 10:** Prevent, combat and eradicate trafficking in persons in the context of international migration
- **Objective 12:** Strengthen certainty and predictability in migration procedures for appropriate screening, assessment and referral
- **Objective 13:** Use migration detention only as a measure of last resort and work towards alternatives
- **Objective 14:** Enhance consular protection, assistance and cooperation throughout the migration cycle
- **Objective 15:** Provide access to basic services for migrants
- **Objective 16:** Empower migrants and societies to realize full inclusion and social cohesion
- **Objective 17:** Eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration
- **Objective 23:** Strengthen international cooperation and global partnerships for safe, orderly and regular migration

On 11 February 2019, IOM launched a new six-month initiative to promote human rights and empower Malagasy women who are victims of trafficking in persons in Antananarivo.

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■ Assisted voluntary return and reintegration

AVRR is part of the full migration cycle and sometimes a necessary element for effective migration management. The AVRR approach is therefore a way of achieving safe, orderly and dignified migration, since it safeguards the human rights of migrants, upholds international principles and standards, and contributes to preserving the integrity of regular migration structures and asylum systems.

AVRR is often implemented in cooperation with NGOs and diaspora communities and provides assistance to tens of thousands of migrants returning home voluntarily every year under a diverse range of circumstances. The reintegration component of AVRR is important in addressing repeated irregular migration by assisting returning migrants create a livelihood for themselves in their countries of origin. This approach ensures the protection of migrants' rights in the return process and is implemented in respect of States' rights and obligations under international law. AVRR responses are also accompanied by a tailored assistance that responds to the specific needs of returning migrants.

STRATEGIC OBJECTIVE 3

Provide AVRR services to migrants returning from various countries of destination, including those in Southern Africa

IOM will continue to work with migrant, civil society organizations and governments to ensure the humane return and reintegration of migrants who are unable or unwilling to remain in host countries and wish to return voluntarily to their countries of origin. Beneficiaries of this assistance include individuals whose application for asylum was rejected or withdrawn, stranded migrants, victims of trafficking and other vulnerable groups, including unaccompanied and separated migrant children or those with health-related needs.

Strategic objective 3 responds to two SDG goals and related targets:



IOM AVRR successfully returns a man from South Africa to his native community in Malawi.

© IOM 2018

In line with SDGs 10 and 17, Strategic objective 3 will guide IOM's interventions in Southern Africa contributing to the following:

- ▶ Comprehensive migration management through **facilitating voluntary returns** and assisting returning migrants, as well as Member States, to address challenges associated with return migration and reinclusion (Target 10.7);
- ▶ Supporting returnees in their **economic, social and psychosocial reintegration** in their countries and communities of origin (Target 10.2);
- ▶ **Public-private and civil society partnership** by engaging and building the capacity of all relevant stakeholders at the local, regional and national levels (Target 17.17); and
- ▶ Enhanced **international support for implementing effective and targeted capacity-building in developing countries** to support national plans and addressing capacity challenges to reintegrate returning migrants (Target 17.17).

The following Global Compact for Migration objectives are also relevant in achieving Strategic objective 3:

- **Objective 1:** Collect and utilize accurate and disaggregated data as a basis for evidence-based policies
- **Objective 3:** Provide accurate and timely information at all stages of migration
- **Objective 12:** Strengthen certainty and predictability in migration procedures for appropriate screening, assessment and referral
- **Objective 13:** Use migration detention only as a measure of last resort and work towards alternatives
- **Objective 14:** Enhance consular protection, assistance and cooperation throughout the migration cycle
- **Objective 16:** Empower migrants and societies to realize full inclusion and social cohesion
- **Objective 21:** Cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration

- **Objective 23:** Strengthen international cooperation and global partnerships for safe, orderly and regular migration

■ Labour migration

Labour migration has been increasingly recognized as playing a significant role in the development of the Southern African region. In this regard, it has been widely noted that there is the need for governments to harmonize policies and standards through bilateral and regional agreements. It is in this context that Article 5 of the 1992 Southern Africa Development Community Treaty refers to the need to “develop policies aimed at the progressive elimination of obstacles to the free movement of capital and labour, goods and services, and of the peoples of the region generally, among Member States”, within the broader context of regional integration and labour mobility. Based on this treaty, a SADC Regional Action Plan on Labour Migration (2013–2015) was developed at the Migration Dialogue for Southern Africa (MIDSA) in 2012 and formally approved by SADC Ministers of Labour and Home Affairs in 2013 and extended by SADC member States from 2016 to 2019. The action plan prioritizes a labour migration governance mechanism at regional and national levels, data collection and management systems, portability of social benefits and health services, remittances, development of policies and legislation governing labour migration, and protection of the rights of migrant workers. An accompanying Regional Labour Migration Policy Framework has been developed to address these identified priority areas with IOM support.

Due to the high levels of youth migration, South–South migration and migration linked to new economic spheres, there is a strong need for a wide range of partnerships, inclusive of the private sector, and an expansion of traditional labour migration interventions into the area of migration and trade, forced labour and ethical recruitment. Local, national, cross-border and regional labour migration interventions, taking a whole-of-society approach, are needed to ensure the protection and basic rights of labour migrants and their families.

STRATEGIC OBJECTIVE 4

Work towards well-managed labour migration that benefits migrant workers, as well as the development of countries of origin and destination

IOM will work to ensure that migrant workers are better protected through the development and implementation of labour migration policies and/or strategies at the subnational, national and regional levels in Southern Africa. IOM will also work collaboratively with SADC, COMESA and IOC member States, private sector, trade unions and other related stakeholder to establish and implement inter-State and interregional frameworks governing South–South labour mobility in order to contribute to a better management of such movements.

Strategic objective 4 responds to five SDG goals and related targets:



In line with SDGs 1, 4, 5, 8 and 10, Strategic objective 4 will guide IOM's interventions in Southern Africa contributing to the following:

- Strengthening of bilateral, regional and interregional mechanisms for **effective labour migration governance and management** (Target 1.4);
- **Mobility of skills and labour** in an orderly, safe and regular fashion within and from the Southern African region (Target 4.b and Target 10.7);

- Protection and empowerment of **women migrant workers** (Target 5.c);
- Promotion of **labour rights of migrant workers** (Target 8.8); and
- Development and implementation of labour migration policies (Target 10.7).

The following Global Compact for Migration objectives are also relevant in achieving Strategic objective 4:

- **Objective 1:** Collect and utilize accurate and disaggregated data as a basis for evidence-based policies
- **Objective 3:** Provide accurate and timely information at all stages of migration
- **Objective 4:** Ensure that all migrants have proof of legal identity and adequate documentation
- **Objective 5:** Enhance availability and flexibility of pathways for regular migration
- **Objective 6:** Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work
- **Objective 7:** Address and reduce vulnerabilities in migration
- **Objective 14:** Enhance consular protection, assistance and cooperation throughout the migration cycle
- **Objective 16:** Empower migrants and societies to realize full inclusion and social cohesion
- **Objective 18:** Invest in skills development and facilitate mutual recognition of skills, qualifications and competences
- **Objective 22:** Establish mechanisms for the portability of social security entitlements and earned benefits
- **Objective 23:** Strengthen international cooperation and global partnerships for safe, orderly and regular migration

■ Emergencies and transition

Recent academic research has identified high population growth and an increasing urban population in informal settlements as emergent environmental and social pressures in the Southern African region. There is a critical need to build on IOM's ongoing work in the areas of community-based disaster risk management, community stabilization, disaster risk reduction (DRR), and camp coordination and camp management (CCCM). This work can play a key role in helping migrants, communities and countries adapt to and recover from shocks in a manner that reduces chronic vulnerability, mitigates migration during future natural disasters and enhances communities' resilience.

Based on historical data on disaster events that occurred in the SADC region from 2000 to 2017, over 100 million people have been affected by various disaster events, which includes floods, epidemic outbreaks, storms and droughts, as well as earthquakes, wildfires, landslides, extreme weather, volcanic activity and insect infestations. These emergencies resulted in more than 41 million people being food insecure during the 2015/2016¹⁷ period due to El Niño, and further international humanitarian assistance was required for those affected by flood-related incidents. Regional governments are increasingly supportive of DRR initiatives focused on building the resilience of communities chronically affected by conflict and natural disasters. However, further capacity-building, including training, cross-learning and collaboration across governments, is required to ensure effective and targeted responses to humanitarian emergencies. At the same time, it is strategically important to maximize opportunities that employ mobility strategies to foster the resilience of displaced populations, other migrants and affected communities towards the progressive resolution of displacement situations.

The human mobility dimension of humanitarian crises is becoming more relevant, as crises produce increasingly complex and often large-scale migration flows and mobility patterns, which typically expose affected populations to significant vulnerabilities and generate serious and longer-term migration management challenges. To improve and systemize the way in which the Organization supports its Member States and partners in the region to better prepare and respond to migration crises, IOM will continue using the Migration Crisis Operational Framework (MCOF).¹⁸ MCOF is a practical, operational and institution-wide tool, endorsed by Member States in November 2012.

STRATEGIC OBJECTIVE 5

Protect vulnerable migrants and communities at risk and ensure they are more resilient during all phases of man-made and natural crises

IOM will assist forced migrants and communities at risk by mainstreaming disaster risk management and climate change adaptation into regional and national development policies and plans, and work with governments, local communities and other stakeholders to build resilience of communities to natural and man-made crises. In addition, IOM will seek to increase the number of communities with access to early warning and disaster reduction tools to ensure that communities are better prepared to face disasters. IOM will strive to increase the capacity of national authorities to respond to various types of disasters with the goal of strengthening the protection and assistance of displaced persons. Finally, through IOM's role as global cluster lead on CCCM, IOM will seek to improve the availability of direct assistance and services to IDPs, as well as work at the community level to restore livelihoods and provide targeted early recovery interventions. IOM will place particular focus on ensuring that the most vulnerable individuals receive the needed assistance

17 See www.sadc.int/news-events/news/over-414-million-people-southern-africa-are-food-insecure/ (accessed on August 2018).

18 The IOM Migration Crisis Operational Framework (MCOF) can be accessed here: www.iom.int/files/live/sites/iom/files/What-We-Do/docs/MC2355_-_IOM_Migration_Crisis_Operational_Framework.pdf

by ensuring evidence-based responses through enhanced focus on Displacement Tracking Matrix (DTM) activities.¹⁹ Continuity of humanitarian interventions and effective and sustainable transition to recovery and development are key in a range of crisis contexts. In this regard, IOM will work closely with national and international counterparts in efforts to mitigate conflict, build resilience to shocks and minimize risks of future crises, ultimately contributing to the prevention of further forced displacement, the promotion of durable solutions, and providing the foundation for sustainable development.

Strategic objective 5 responds to nine SDG goals and related targets:



In line with SDGs 1, 2, 6, 9, 11, 13, 15, 16 and 17, Strategic objective 5 will guide IOM's interventions in Southern Africa contributing to the following:

- ▶ Responses to issues around food insecurity through livelihoods promotion for forced migrants and vulnerable communities in disaster-hit areas, aiming to restore and strengthen the capabilities, asset and productive activities as means of living (Target 1.5);
- ▶ Efforts towards reducing reliance on external support to promote individual resilience and strengthen capacity for adaptation to climate change, extreme weather, drought and other disasters (Target 2.4);

- ▶ Provision of context-specific humanitarian assistance, such as shelter, non-food items, **water, sanitation and hygiene assistance** in settlements, camps and communities hosting people affected by conflict, drought and disasters (Target 1.4 and Target 6.2);
- ▶ Protection of displaced persons, as well as other vulnerable migrants and mobile populations following disasters (Target 11.5);
- ▶ Prevention and mitigation of recurrent displacement drivers in fragile settings and encouraging safe and sustainable return of displaced populations through "community stabilization" and "community violence reduction" programmes (Target 9.1, Target 11.1 and Target 16.a);
- ▶ Coordinated support for effective response to the humanitarian dimension of forced displacement (Target 17.9). The production and dissemination of evidence and information to provide a better understanding of the movements and evolving needs of displaced populations, whether on site or en route (Target 17.18); and
- ▶ The efforts of Member States in the region to implement the Sendai Framework for Disaster Risk Reduction 2015–2030 (Target 1.5, Target 9.a, Target 11.a, Target 13.1, Target 13.3, Target 15.3 and Target 17.9).

The following Global Compact for Migration objectives are also relevant in achieving Strategic objective 5:

- **Objective 1:** Collect and utilize accurate and disaggregated data as a basis for evidence-based policies
- **Objective 2:** Minimize the adverse drivers and structural factors that compel people to leave their country of origin
- **Objective 7:** Address and reduce vulnerabilities in migration

¹⁹ DTM is a system to track and monitor the displacement and population mobility, designed to regularly and systematically capture, process and disseminate information to provide a better understanding of the movements and evolving needs of displaced populations, whether on site or en route.

- **Objective 15:** Provide access to basic services for migrants
- **Objective 23:** Strengthen international cooperation and global partnerships for safe, orderly and regular migration

■ Migration, environment and climate change

Every year around the world, millions of people are forced to leave their homes because of floods, windstorms, earthquakes, droughts and other disasters. Environmental factors have long had an impact on global migration flows, as people have historically left places with harsh or deteriorating conditions. However, the scale of such flows, both internal and cross-border, is expected to rise as a result of accelerated climate change, with unprecedented impacts on lives and livelihoods. Such migration can have positive and negative effects on both the local coping capacity and the environment in areas from which these migrants originate, as well as in their temporary or permanent destinations. Migration, climate change and the environment are interrelated. Just as environmental degradation and disasters can cause migration, movement of people can also entail significant effects on surrounding ecosystems.

Southern Africa is vulnerable to a variety of slow- and sudden-onset disasters including floods, drought, disease epidemics, food and energy insecurity and political unrest. In addition to population growth, urbanization and other socioeconomic factors, water scarcity, climate change and environmental degradation are additional social and environmental risk factors. Small island developing State (SIDS), such as the members of the IOC, are located among the most vulnerable regions in the world in relation to the intensity and frequency of natural and environmental disasters and their increasing impact, and face disproportionately high economic, social and environmental consequences.

STRATEGIC OBJECTIVE 6

Work with relevant stakeholders including vulnerable communities to strengthen coping mechanisms and resilience to environment and climate-induced changes

IOM will work with governments, affected communities and relevant stakeholders to tackle the complex nexus between migration and climate change in order to address related challenges in a holistic manner. IOM's approach will take into account the fact that environmental degradation and disasters can cause migration and that movement of people also entails significant effects on migration.

Strategic objective 6 responds to four SDG goals and related targets:



In line with SDGs 10, 11, 13 and 17, Strategic objective 6 will guide IOM's interventions in Southern Africa contributing to the following:

- ▶ Holistic approach in addressing climate-induced vulnerabilities through evidence-based policy formulation (Target 10.7);
- ▶ Resilience of governments and local authorities to enhance their preparedness for climate-related incidents (Targets 11.3, 11.5 and 11.a);
- ▶ Reduction of populations' vulnerability to climate change and natural disasters through capacity-building and adaptive measures (Targets 13.2, 13.3 and 13.b); and
- ▶ Coordinated and holistic approach to the migration and climate change nexus by establishing a strong knowledge base on the relationship between migration and environmental change, including climate change, to inform the formulation of related national and regional policy and operational planning (Targets 17.14 and 17.18).

The following Global Compact for Migration objectives are also relevant in achieving Strategic objective 6:

- **Objective 1:** Collect and utilize accurate and disaggregated data as a basis for evidence-based policies
- **Objective 2:** Minimize the adverse drivers and structural factors that compel people to leave their country of origin
- **Objective 5:** Enhance availability and flexibility of pathways for regular migration
- **Objective 7:** Address and reduce vulnerabilities in migration
- **Objective 23:** Strengthen international cooperation and global partnerships for safe, orderly and regular migration

■ Migration and health

The health of migrants and migration-affected communities has increasingly been recognized as a public health concern for countries in Southern Africa. Migration and population mobility in Southern Africa has been associated with increased vulnerability to communicable diseases – specifically sexually transmitted infections including HIV, TB and malaria – while the impact on other non-communicable health conditions including mental health and occupational health and safety is increasingly being recognized. While simply being a migrant is not a risk factor for poor health, the conditions surrounding the migration process can increase the vulnerability of migrants, and the communities affected by migration, to disease and poor health outcomes. Unsafe travel, changes in disease epidemiology, poor nutrition



IOM Zambia's Head of Mission engages in a dialogue with former sex workers.

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IOM supports the Government of the Democratic Republic of the Congo in containing the ebola outbreak at the country's crossroads.

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or living conditions, limited access to essential health services, exposure to new risk-associated behaviours, working conditions for migrant workers, psychosocial distress or social isolation, can all lead to poor health outcomes for migrants.

Considering the vast cross-border spread of communicable diseases, structural challenges migrants to access health-improving services, as well as other socioeconomic factors that influence the health and well-being of migrants, interventions need to be multisectorial and multilevel to address the social determinants of health faced by migrants and migration-affected communities. Furthermore, as countries in the region advance their commitments towards achieving universal health coverage, ensuring migrants have access to essential health services will be essential.

STRATEGIC OBJECTIVE 7

Improve standards of physical, mental and social well-being of migrants and migration-affected populations

Migration and health interventions will be implemented by the following: (a) improving the monitoring of migrants' health through the generation of data and knowledge that inform policies and strategies; (b) working with governments, development partners (UN agencies) and other stakeholders to develop, amend and/or implement evidence-based policies and legislations that promote migrants' right to health; (c) working with regional, national and local partners and service providers to increase availability and accessibility of services that improve the health of migrants, mobile populations and communities they interact with in identified spaces of vulnerabilities; and (d) improving the sustainability of migration and health responses in the region including through regional and multisectoral partnership networking.

Strategic objective 7 responds to eight SDG goals and related targets:



In line with SDGs 1, 3, 5, 8, 10, 11, 16 and 17, Strategic objective 7 will guide IOM's interventions in Southern Africa contributing to the following:

- ▶ Implementation of appropriate **social protection systems in health that are inclusive of migrants** and free of discrimination (Target 1.3);
- ▶ Strengthening migrants' resilience in the context of crises and reducing their vulnerability linked to climate change and other **economic, social and environmental shocks and disasters** (Target 1.5);
- ▶ Inclusion of migrants in efforts towards achieving **universal health coverage** (Target 3.8);
- ▶ Enhanced management of migrant health-care workers to **ensure a sufficient health workforce is available**, including the local integration of migrant, refugee and displaced personnel (Target 3.c);
- ▶ Ensure strategies for **early warning, risk reduction and management of national and global health risks** are tailored to reflect the needs and rights of migrants and migration-affected communities (Target 3.d);
- ▶ **Migrants' access to sexual and reproductive health and rights** given that their sexual and reproductive health can be at disproportionate risk due to the circumstances of the migration process (Target 5.6);
- ▶ Health needs of migrants by **promoting decent work and reducing health risks**, including poor working and living conditions and exploitation, and ensuring their equitable access to health services (Targets 8.7 and 8.8);

- ▶ Enhancement of migrants' health through **improved policy coordination** among sectors that impact the health of migrants (Target 10.7);
- ▶ Reduction of migrants' exposure to disproportionate risk due to unsafe travel and living conditions with interventions that address overcrowding, poor hygiene and sanitation and other environmental conditions (Target 11.1);
- ▶ Reduction of migrants' **vulnerability to sexual, physical and psychological violence** (Target 16.1); and
- ▶ Capacity-building efforts and infrastructure investments that increase the availability of **disaggregated data** in the health sector to allow the **monitoring of the health of migrants and the implementation of policies and legislations affecting the health needs of migrants** (Target 17.18).

The following Global Compact for Migration objectives are also relevant in achieving Strategic objective 7:

- **Objective 1:** Collect and utilize accurate and disaggregated data as a basis for evidence-based policies
- **Objective 6:** Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work
- **Objective 7:** Address and reduce vulnerabilities in migration
- **Objective 10:** Prevent, combat and eradicate trafficking in persons in the context of international migration
- **Objective 11:** Manage borders in an integrated, secure and coordinated manner
- **Objective 15:** Provide access to basic services for migrants
- **Objective 16:** Empower migrants and societies to realize full inclusion and social cohesion
- **Objective 22:** Establish mechanisms for the portability of social security entitlements and earned benefits

- **Objective 23:** Strengthen international cooperation and global partnerships for safe, orderly and regular migration

■ Immigration and border management

Irregular migration, porous and unmanaged borders and security remain as issues of concern in Southern Africa. States have the sovereign right to choose who can enter and stay in their territory, subject to international obligations. Well-managed and orderly migration, which respects the relevant rules and procedures, encompasses border control. Border control remains central for the purposes of combating transnational crime, including smuggling and trafficking, and averting security threats.

While security is paramount, unnecessarily restrictive and discriminatory border controls and other immigration barriers may undermine efforts towards free movement, economic integration and the protection of vulnerable groups. In this regard, effective border management must ensure that relevant checks are in place to enable bona fide migrants to travel relatively restriction free, while focusing only on those that pose a genuine risk. Effective border management must encompass a comprehensive approach that enables facilitation, protection, humanitarian and security concerns. Border management serves to facilitate trade and the movement of goods, services and people through strengthening tools, such as the one-stop border post (OSBP) concept. It must also integrate health considerations, including addressing the risk of communicable infections, such as HIV infection, TB, malaria and cholera.

The high level of irregular and mixed migration points to the need for increased immigration and border management programmes to support and assist governments with the policies, legislation, administrative, operational and migration information structures to manage migration. Governments are increasingly receptive to such support given the amount of irregular migration management, as well as the diverse and fast-changing nature of migration in the region.

STRATEGIC OBJECTIVE 8

Strengthen migration management at borders across the region to facilitate safe, orderly and regular cross-border mobility

IOM will work with national governments and RECs to strengthen the border and migration management structures and increase cooperation regionally on immigration and border management. This work includes support to border migration management assessments, promotion and advocacy of an integrated/coordinated border management approach including conceptualization of border management policies and strategies, training and capacity building of border personnel, technical assistance in identity management, management of migration flow data including that deriving from Border Management Information Systems (BMIS), installation and training of IOM's BMIS (the Migration Information and Data Analysis System or MIDAS, currently in use in four countries in Southern African region), measures that support counter-smuggling, support to the drafting and implementation of drafting of immigration standard operational procedures, capacity-building in humanitarian border management, support to visa policies and operations, as well as upgrades of border infrastructure and equipment including through support for OSBPs.

Strategic objective 8 responds to four SDG goals and related targets:



In line with SDGs 8, 9, 10 and 16, Strategic objective 8 will guide IOM's interventions in Southern Africa contributing to the following:

- Development efforts by **strengthening comprehensive and effective border management**, including an integrated border management approach to reduce delays facilitate mobility, and reduce, harassment, violation of rights and corruption (Targets 8.2 and 8.3);

- Enhancement of **sustainable transborder infrastructure** and support economic development through regional integration (Targets 9.1 and 9.a);
- Orderly, safe, regular and responsible migration by building governments' capacities to implement **well-managed migration policies for better border management** (Target 10.7); and
- **Improvement and modernization of border management tools and mechanisms** as a way of building the capacities of concerned institutions, reducing transnational crimes and promoting humanitarian border management (Targets 16.4, 16.5, 16.6 and 16.a).

The following Global Compact for Migration objectives are also relevant in achieving Strategic objective 8:

- **Objective 1:** Collect and utilize accurate and disaggregated data as a basis for evidence-based policies
- **Objective 3:** Provide accurate and timely information at all stages of migration
- **Objective 4:** Ensure that all migrants have proof of legal identity and adequate documentation
- **Objective 9:** Strengthen the transnational response to smuggling of migrants
- **Objective 11:** Manage borders in an integrated, secure and coordinated manner
- **Objective 12:** Strengthen certainty and predictability in migration procedures for appropriate screening, assessment and referral
- **Objective 14:** Enhance consular protection, assistance and cooperation throughout the migration cycle
- **Objective 23:** Strengthen international cooperation and global partnerships for safe, orderly and regular migration

■ Regional cooperation for effective migration governance

Although there is no universally agreed definition of the term, an international migrant has been defined for statistical purposes as a person who changes his or her country of usual residence. By its very nature, migration is a phenomenon that has a supranational dimension and cannot be tackled by one country alone nor through a country-by-county approach. A close cooperation between governments, in particular at the regional level, is a key element of a successful migration governance based on harmonized systems, as well as effective collaboration mechanisms. The regional bodies in the region – including the SADC, COMESA and IOC – play a key role in this endeavour through their respective strategies that are linked in one way or the other to migration and human mobility and contribute to the broader continental agenda of regional integration. IOM appreciates the relevance and potential of South–South cooperation on migration and mobility in Southern Africa and beyond and works closely with regional bodies and other continental organs based in the region.

STRATEGIC OBJECTIVE 9

Ensure stronger intra and interregional cooperation and coordination on migration governance among Member States and Regional Economic Communities

IOM will continue to increase collaboration with relevant organs of the African Union and other related entities – including PAP, NEPAD, APRM, as well as SADC, COMESA, IOC and other partners – to strengthen the regional governance of migration dynamics within and into the region. Furthermore, IOM will continue to work closely with the MIDSA, the regional consultative process on migration (RCP) for SADC member States, the RCP for the COMESA region, Member States as well as other regional platforms to promote inter-State and intraregional dialogue on migration in Southern Africa. An essential aspect of this objective will

be building on the milestones at the regional and global levels – including the development of a Global Compact for Migration – with the aim of implementing recommendations from these frameworks and ensuring that governments contribute to and recognize the added value of regional migration governance.

Strategic objective 9 responds to three SDG goals and related targets:



In line with SDGs 10, 16 and 17, Strategic objective 9 will guide IOM's interventions in Southern Africa contributing to the following:

- ▶ Effective migration governance for safer, orderly and regular migration through the **formulation of informed and well-planned migration policies and strategies** at the national and regional levels (Target 10.7);
- ▶ The **work of regional bodies on migration and related issues** in order to mainstream migration across relevant activity areas and promote the developmental potential of migration and mobility (Target 16.6); and
- ▶ Inter-State and intragovernmental **coordination and cooperation on migration** to enhance a coherent and effective approach to migration management and governance (Target 17.14).

The following Global Compact for Migration objectives are also relevant in achieving Strategic objective 9:

- **Objective 1:** Collect and utilize accurate and disaggregated data as a basis for evidence-based policies
- **Objective 5:** Enhance availability and flexibility of pathways for regular migration
- **Objective 9:** Strengthen the transnational response to smuggling of migrants
- **Objective 10:** Prevent, combat and eradicate trafficking in persons in the context of international migration

- **Objective 11:** Manage borders in an integrated, secure and coordinated manner
- **Objective 18:** Invest in skills development and facilitate mutual recognition of skills, qualifications and competences
- **Objective 23:** Strengthen international cooperation and global partnerships for safe, orderly and regular migration

■ Refugee resettlement support services

As part of its global contribution to migration management, IOM fosters refugee integration through comprehensive resettlement services. In close coordination with governments, the United Nations High Commissioner for Refugees (UNHCR), NGOs and other partners, IOM provides resettlement services, including case processing, health assessments and travel health assistance, pre-departure orientation, integration and movement operations. Refugee resettlement is an important aspect of IOM's work in Southern Africa.

STRATEGIC OBJECTIVE 10

Continue working on resettlement assistance to migrants as a positive element of the migration continuum made possible through international solidarity and burden sharing

Building on its solid experience in the areas of refugee resettlement operations that spans over six decades, IOM will continue serving this group through the following: (a) providing case processing services to refugee applicants, as well as receiving governments; (b) preparing refugees through pre-departure orientation; and (c) facilitating travel arrangements to make their journey to their countries of destination as smooth as possible.

Strategic objective 10 responds to five SDG goals and related targets:



In line with SDGs 1, 2, 3, 4 and 8, Strategic objective 10 will guide IOM's interventions in Southern Africa contributing to the following:

- ▶ **Empowerment of vulnerable refugees** and their access to basic services, economic resources, productive employment and overall sustainable living conditions (Target 1.4, Target 2.1 and Target 8.5);
- ▶ Inclusion of resettled refugees in efforts towards achieving **universal health coverage** (Target 3.8); and
- ▶ Refugee children's **access to equitable and quality education** (Target 4.2).

The following Global Compact for Migration objectives are also relevant in achieving Strategic objective 10:

- **Objective 1:** Collect and utilize accurate and disaggregated data as a basis for evidence-based policies
- **Objective 4:** Ensure that all migrants have proof of legal identity and adequate documentation
- **Objective 5:** Enhance availability and flexibility of pathways for regular migration
- **Objective 9:** Strengthen the transnational response to smuggling of migrants
- **Objective 10:** Prevent, combat and eradicate trafficking in persons in the context of international migration

- **Objective 11:** Manage borders in an integrated, secure and coordinated manner
- **Objective 18:** Invest in skills development and facilitate mutual recognition of skills, qualifications and competences
- **Objective 23:** Strengthen international cooperation and global partnerships for safe, orderly and regular migration



IOM provides support to the Government of Mozambique with the resettlement of Idai Cyclone victims from temporary sites in Beira back to their areas of origins in Efapa. IOM is also responding to the post-Idai Cyclone humanitarian crisis in Zimbabwe and Malawi.

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Monitoring and evaluation

IOM is committed to a RBM and puts an emphasis on impact and improvement of service delivery in its various areas of work. Monitoring and evaluation through various tools, both internal and external, constitute an important aspect of its operations.

■ Monitoring

The IOM Regional Office for Southern Africa will **monitor the implementation and results** of this strategy on a continuous basis through the following:

- (a) Reviewing new project proposals during project endorsement process to strengthen their alignment to the strategy;
- (b) Reviewing periodic reports on project implementation to strengthen reporting on results related to the strategy;
- (c) Reviewing the IOM biannual *Results-Based-Management* Institutional Questionnaire to ensure results related to the strategy are captured; and
- (d) Incorporating an indicator on alignment of projects to regional strategy in project evaluations and/or reviews.

■ Evaluation

An evaluation is the systematic and objective assessment of an ongoing or completed project, programme or policy, its design, implementation and results. In order to judge the value added and measure the level of implementation of this strategy, IOM will:

- (a) Conduct internal evaluations at the approximate midterm of the strategy (in early 2020 and at the end (in late 2023). Key evaluation findings from the midterm evaluation will inform review of the strategy while those from end-of-term evaluation will inform a future strategy.
- (b) Incorporate an agenda item on the regional strategy in one of the four quarterly meetings of the senior management team in the region. The focus will be to track the status of achievement on the key performance indicators and on reviewing the relevance of the strategy to the dynamic regional and country contexts.

IOM Regional Strategy for Southern Africa 2019–2023



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