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MIGRATION POLICY PRACTICE

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Somalis arrive at Bossaso Port in Puntland, Somalia last 13 June 2015. © IOM 2015.

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Introduction

Solon Ardittis and Frank Laczko¹

Welcome to the new issue of *Migration Policy Practice*, which focuses on the migration challenges facing the countries of the Middle East and North Africa (MENA). It is often said that no country can manage migration successfully alone, as migration inevitably involves a relationship between at least two States. The first article in this issue, by Enas El Fergany from the League of Arab States (LAS), addresses the important topic of how to promote regional migration cooperation in the Arab region. The Arab region hosts more than 30 million international migrants, and migration has an important impact on the development of these countries. The Arab countries are estimated to have received more than USD 53 billion in remittances in 2014. The LAS is a regional intergovernmental organization of 22 Arab countries and has recently established, for the first time, an Arab Regional Consultative Process on Migration (ARCP). One of the initiatives that will be implemented by the ARCP is to establish an Arab Information System on Migration.

The second article in this issue, by Charef Mohamed, focuses on migration policy changes in Morocco. The article explains how Morocco has developed a new migration policy and highlights how the country has become an important destination that hosts perhaps up to 450,000 migrants in an irregular situation, in addition to the 86,000 legal migrants. Some of the noteworthy events in Morocco over the past two years have included the reforms to the migration and asylum policy prompted by the September 2013 report by the Conseil National des Droits de l'Homme, as well as a regularization campaign conducted throughout 2014. The author concludes that it will be important to improve data collection to better understand the needs of migrants in Morocco.

Nearly every day in the media, we hear decision makers or experts talking about the need to address the “root causes of migration”, to tackle the European migration crisis. The third article in this issue – by Michael Collyer, Bashair Ahmed, Markus Breines, Vanessa Iaria and Elisa Pascucci – questions the validity of using the concept of “root causes”. It is argued that the root cause approach has two significant weaknesses: (1) it does not provide a basis for differentiating between different groups

of people with different needs and opportunities to move; and (2) it fails to account for onward migration. The authors demonstrate the weakness of the “root causes approach” through interviews with nearly 100 migrants in the North Eastern Africa region in early 2015. A key finding of the research is that Europe is not the intended destination even for many of those who eventually get there, at least when they leave their homes. The authors conclude that the “root causes” approach is not a very useful tool for policymakers because it does not fully explain why certain people in a country move, usually a small minority, while the majority do not.

The fourth article in this issue, by Agnes Tillinac, discusses the subject of human trafficking in the MENA region. The article presents new data on trafficking based on research conducted in 2014 in Iraq, Libya and Syrian Arab Republic. In Iraq, recent reports suggest that up to 7,000 people may have been abducted for the purposes of sexual exploitation, forced marriage and other slavery-like practices. The article stresses the need to look at the way in which humanitarian crises can increase human trafficking, and change its patterns and render persons already displaced more vulnerable to trafficking.

The last article in this issue, by Steve Thorpe, presents an innovative new project – the Mixed Migration Hub (Mhub). This initiative was developed within the framework of the North Africa Mixed Migration Task Force, which is a group consisting of several agencies including the Danish Refugee Council, IOM, the Office of the High Commissioner for Human Rights, the Regional Mixed Migration Secretariat (Nairobi), the United Nations High Commissioner for Refugees (UNHCR) and UN Office on Drugs and Crime. MHub is an information and research network that collects, analyses and disseminates relevant data across the MENA region.

The editors of *Migration Policy Practice* would like to thank Karoline Popp and Jennifer Sparks, of IOM's Office in Cairo, for all their dedicated efforts to generate and coordinate the five contributions published in this special issue on the MENA countries.

We thank all the contributors to this issue of *Migration Policy Practice* and invite readers to spare a couple of minutes to participate in a survey which aims to help us identify our readers' profiles, the institutions they represent and their primary interests in our journal. Should you wish to participate in this survey, please [click here](#). ■

¹ Solon Ardittis is Managing Director of Eurasyllum Ltd. Frank Laczko is Head of the Migration Research Division at the International Organization for Migration (IOM) Headquarters in Geneva. They are the co-editors of *Migration Policy Practice*.



Regional cooperation in international migration: The case of the Arab Region

Enas El Fergany¹

Introduction

International migration is a constant and dynamic phenomenon which is affected, especially now, by many factors, including demographic changes in northern countries, conflicts, instability and high unemployment rate in southern countries. It is also associated with other issues such as development, security and demography. This creates greater incentives to strengthen international and regional cooperation in this field, and requires diversified policy interventions in order to maximize its potential benefits and minimize related costs for both countries of origin and destination as well as migrants themselves. Thus, holistic regional frameworks that take into account the various faces of migration and the dynamics that shaped it are needed to put effective migration policies that tackle migration-related challenges and attract its opportunities to harness migration for development.

Until recently, answers to migration issues had been considered essentially on a national or bilateral basis. Governments are now becoming aware of the fact that solutions can be found at the regional and/or global level in spite of persisting differences in perceptions and interests among countries. The factors that have contributed to this new awareness over the years are recognition of the limits of strictly national or unilateral policies and the interrelatedness between migration and other transnational issues, which reinforces the need for more multilateral cooperation in this field.²

Regionalization has become a major strategy for dealing with the challenges facing individual countries. It enhances comparative advantages and turns them into competitive advantages, thereby ensuring the sustainability of development. Regional

entities are eager now to establish partnerships with other regions, regardless of geographic proximity. Major interests have led to interaction between quite separate regions that enjoy different levels of economic and social development.³

Intergovernmental cooperation is now observable in most parts of the world and new forums have emerged based on cooperation between countries and coordination among various decision-making levels. This convergence of efforts at the global and regional levels underlies a convergence in actors' perceptions, expectations and behaviour that is facilitated by the transfer of models of cooperation between different regions of the world,⁴ thus contributing to strengthening policy convergence and creating regional harmonization of policies and practice.

The emphasis on coordination and cooperation in migration policy originated in the 1980s, and progressed rapidly through the 1990s with the emergence of a multitude of regional and international initiatives, activities, and structures dedicated to international migration policy and practice. These initiatives encourage consultation, information-sharing, and coordination between various levels of political decision-making both within and between countries, which reflects in part the multilevel governance required in this field.⁵

Now there is a variety of efforts undertaken towards strengthening inter-State cooperation at regional, cross-regional and international levels, each process in one way or another is shaping the development of migration policy. This article highlights the cooperation in the Arab region and the efforts undertaken by the League of Arab States (LAS) in the field of migration.

1 Enas El Fergany is Director of the Population Policies, Expatriates and Migration Department at the League of Arab States.

2 C. Thouez and F. Channac, "Shaping international migration policy: The role of Regional Consultative Processes", *West European Politics*, 29(2):370–387.

3 United Nations Economic and Social Commission for Western Asia (UN-ESCWA), "International Migration and Development in the Arab Region: Challenges and Opportunities", Population and Development Report, third issue, 2007.

4 C. Thouez and F. Channac, op. cit.

5 Ibid.

International migration in the Arab region

The Arab region is one of the most important regions in terms of international migration rates. In 2013, the Arab region hosted 30.3 million international migrants, while there were 21.9 million migrants from the Arab countries in the same year.⁶ Migration in the region takes different forms – voluntary and involuntary, regular and irregular, intra- and interregional – as people respond to a wide range of situations and the opportunities and challenges they create.

Simultaneously, migration from, into and within Arab countries is one of the important factors of sustainable development in the countries of origin and countries of destination. Apart from their role in strengthening bonds of friendship between countries of origin and countries of destination, migrants contribute to socioeconomic development efforts in the Arab region through: their skills and efficiency; their employment, which fills the gaps in the labour market of countries of destination; their remittances, which help in raising the standard of living of migrants' families in their countries of origin and in creating job opportunities therein.⁷

The ability of migration to contribute to development depends on several factors, essentially the ability and willingness of governments and other stakeholders to efficiently manage migration flows through responsive migration policies which, at the same time, uphold migrant rights and take into consideration the society's concerns and needs.⁸

Migration policies in the Arab countries are dynamic, as they have changed with the evolution of migration and the relative importance of migration movement, size and incentives. Almost half of the Arab countries (Algeria, Egypt, Iraq, Jordan, Lebanon, Morocco, the Occupied Palestinian Territory, Sudan, the Syrian Arab Republic, Tunisia and Yemen) have established migration and expatriates ministries or special bodies

within other ministries (like ministries of foreign affairs or ministries of social affairs), while in other countries, mainly the Gulf Cooperation Council (GCC) countries, ministries of interior and ministries of labour are responsible for this issue.

Migration in the region is frequently accompanied by numerous concerns with regard to the social, economic and legal frameworks in which it takes place. It also has great potential to positively impact the economic and social development of the region across a number of different areas. Therefore, the growing importance of the role of dialogue and collaboration in the Arab region must be recognized and supported by different stakeholders, namely, international and regional organizations, governments, academic institutes and research centres, non-governmental organizations (NGOs) and migrants themselves.

Opportunities and challenges of international migration

The impact of international migration on countries in the Arab region – whether they are countries of origin, destination or transit – brings both opportunities that have to be utilized and challenges that have to be faced.

Arab migrants can have a valuable positive impact on the development of the region; they are a huge reservoir of skills, expertise and resources that are strongly needed by their home countries. They also send remittances to their families and communities in their countries of origin. The Arab countries are estimated to have received more than USD 53 billion in remittances in 2014, up from USD 49 billion in 2012.⁹ Countries like Egypt and Lebanon are among the world's most important recipients of remittances in terms of absolute value. Remittances assist in funding development projects, reducing poverty, covering household expenses, improving level of education, improving health conditions and trade activities.

On the other hand, the socioeconomic development of the Gulf countries as labour-receiving countries has long been reliant on large-scale immigration of workers to fill skills and labour gaps in order to utilize the natural resource base of these countries.

6 United Nations Department of Economic and Social Affairs, 2013. These figures are likely to underestimate the real scale of migration from, to and between Arab countries due to data limitations and the role of recent conflicts in the region in creating new situations of displacement.

7 Regional Consultative Meeting on International Migration and Development in the Arab Region, Final Declaration, League of Arab States headquarters, June 2013.

8 Working Group on International Migration in the Arab Region, Terms of Reference, 2013.

9 The World Bank, *Migration and Development Brief 24*, April 2013.

Nevertheless, migration also brings some challenges to the Arab region. Measuring international migration is one of the main challenges. Countries still define “international migrant” differently, and this lack of consistency is one of the main obstacles to setting accurate measurements that allow for comparability at the regional and international levels. Measuring international emigration is an even more challenging task than measuring immigration, while reliable estimates of emigration are necessary for policymakers in order to manage international emigration and assess its consequences for the countries of origin.

Brain drain is also a major challenge for the region. Driven by many factors, these highly educated, skilled Arabs leave their home countries to find better opportunities elsewhere, despite the fact that their qualifications are needed to achieve the development in their home countries.

The continuous irregular migration is another challenge, with the growing cases of thousands of youth drowning at seas and the expansion of the activities of criminal networks and migrant traffickers. Furthermore, the wide movement of forced migration in the region is triggered by the cause of the Occupied Palestinian Territory, the war in Iraq, the situations in Libya and the Syrian Arab Republic, and the conflict in Yemen.

Crisis in the Arab region

When revolts broke out at the end of 2010, the Arab Mediterranean countries were source to almost 8 million first-generation migrants; 62 per cent of them were living in an EU Member State, 27 per cent in another Arab State (20% in the GCC) and 11 per cent in another part of the world. By world standards, most of these countries were above-average senders of international migrants, with first-generation emigrants representing between more than 2 per cent of the total population in the Syrian Arab Republic and 12 per cent in Lebanon, compared with the 3 per cent world average. Libya, a major receiver of international migrants, was the only country with a small percentage of emigration (1% of its population). From 2001 to 2010, the number of Arab Mediterranean migrants to the member countries of the Organisation for Economic Co-operation and Development (OECD) increased by 42 per cent, from 3.5 to almost 5 million. In sharp contrast with the common idea that international migration has become globalized, the biggest share of the increase in Arab emigration

to OECD countries between 2001 and 2010 has been destined to Europe (91%) and particularly to the three closest neighbours of the Arab States – Spain, Italy and France. In the first two countries, low- or mid-skilled migrants were attracted by jobs left vacant by natives in conjunction with booming economies and rapidly rising standards of living. In France, however, the recent increase in Arab immigration was mainly due to family reunification.¹⁰

The Arab revolutions have some considerable effects on migration, particularly on movements of people, migration routes, the perception of migration-related issues and policies in all migration-related matters. The period immediately following the revolts in the region was one of intense emigration in most of these countries. Millions of people left or were forced to leave their home countries over the last five years, and many neighbouring countries have been directly affected by these flows.

The Arab revolutions already triggered major refugee crises in the neighbourhood of Europe. However, the bulk of the burden was supported by neighbouring Arab States and Turkey. Governments and international organizations took their part, remarkably civil society and local populations played the biggest role.¹¹

One of the most dangerous consequences of the current situation in the Arab region is taking dangerous routes of migration trying to flee the conflicts. Several countries in the Arab region are important points of transit along the irregular migration routes taken by migrants, including unaccompanied minors, not only from the region but also from outside.

Migrants and refugees increasingly make use of the same routes and means of transport to get to an overseas destination when these mixed flows are unable to enter a particular State legally. They often employ the services of human smugglers and embark on dangerous sea or land trips, which many do not survive. The Mediterranean basin and the Gulf of Aden are the main two routes in the region for these mixed flows.¹²

10 P. Fargues and C. Fandrich, *Migration after the Arab Spring*, Migration Policy Centre Research Report 2012/09 (San Domenico di Fiesole (FI), Robert Schuman Centre for Advanced Studies, European University Institute, 2012).

11 Ibid.

12 See www.unhcr.org/cgi-bin/texis/vtx/home

Role of the League of Arab States

The LAS is a regional intergovernmental organization of the 22 Arab countries.¹³ It was established on 22 March 1945, with the aim to strengthen ties among the Member States, coordinate their policies and promote their common interests.¹⁴

The LAS and its specialized organizations offered a framework for the Arab countries to cooperate on issues related to migration and human mobility within the region, and with sending and receiving regions. Intraregional cooperation in the field of migration in the Arab region started in the 1950s with the Agreement on Arab Economic Unity issued by the Arab Economic Council in 1957, followed by a set of agreements, declarations and charters that focused on freedom of mobility for Arab citizens to live and work throughout the Arab region, in addition to giving Arab labour priority over non-Arabs and to simplify recruitment procedures.

The importance of the issue of international migration to the LAS has been sparked in the past decade, as the declarations of Arab summits have consistently included references to international migration and Arab expatriates through reflecting the interest in the role of Arab expatriates in the development of their home countries and stressing the importance of promoting it, besides defending migrants' rights, regulating migration of Arab workers abroad, giving attention to skilled Arab migrants, and strengthening their relationship with their home countries.¹⁵

As an implementation of these declarations, the LAS has put many programmes to maximize the benefits of migration and minimize its negative aspects and to communicate with Arab expatriates living abroad and promote their participation in the development of the Arab region. Among the most important programmes of the LAS are the capacity-building programmes aiming to improve the migration management capacity of the Arab governments, the cultural programme for second- and third-generation Arab expatriates to engage them with their home countries, and the programme on crime prevention and human trafficking. In the implementation of these programmes, the LAS organized cultural trips, conducted studies and prepared reports, and organized conferences, meetings, seminars, workshops and field visits.

Close cooperation with NGOs is particularly important, since they are often the most direct link with migrants and are continually attentive to their problems and needs. It is for this reason that the LAS seizes every opportunity to get to know and communicate with NGOs established by Arab communities abroad not only to exchange information on the concerns of each other but also to identify possible areas of cooperation, especially with a view to ensuring effective respect of migrants' rights.

Undertaking to continue intensive regional cooperation in the field of migration, the LAS assists its Member States to establish a fruitful dialogue and cooperation in the field of international migration between them and with other regions. It focuses on supporting them to develop more effective policies for utilizing migration in favour of Arab regional development, integrating expatriates in national development plans and building bridges of dialogue. To achieve this, further progress was required to coordinate dialogue and action among the LAS Member States, relevant international agencies and institutions working in the region, and external receiving and sending regions. In this framework, the LAS worked on establishing new mechanisms for cooperation in the field of migration in the Arab region.

Coordination with Member States

The LAS has always been the platform for dialogue and cooperation between the Arab countries in the field of migration. A lot of meetings were held on different levels (ministerial, high-level officials and experts meetings) to discuss issues of migration and Arab expatriates.

13 LAS Member States: Algeria, Bahrain, Comoros, Djibouti, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Oman, the Occupied Palestinian Territory, Qatar, Saudi Arabia, Somalia, Sudan, the Syrian Arab Republic, Tunisia, the United Arab Emirates and Yemen.

14 League of Arab States, Charter of Arab League, 22 March 1945.

15 The declarations that have included some paragraphs concerning international migration and Arab expatriates are: declaration issued by the Tunis summit in 2004 on the process of development and modernization in the Arab world; Brasilia declaration issued by the Summit of Arab States and the countries of South America in May 2005; Khartoum declaration in 2006; Doha declaration issued by the second Summit of Arab States and the countries of South America in March 2009; and the Arab Economic and Social Development Summit, held in Kuwait in January 2009. Agreements and declarations are available from www.lasportal.org

However, in the light of the emergence of many Regional Consultative Processes on Migration (RCPs), which proved their efficiency in building networks between participating States, the LAS has recently established the **Arab Regional Consultative Process on Migration (ARCP)** as a State-driven, non-binding, flexible and informal forum to facilitate dialogue and cooperation on migration issues between the LAS Member States. The first ARCP meeting was held at the LAS headquarters in April 2015. The ARCP will be represented for the first time on the global level during the Fifth Global Meeting for Chairs and Secretariats of Regional Consultative Processes on Migration, hosted by the LAS at its headquarters and organized in collaboration with the International Organization for Migration (IOM) on 21–22 October 2015.

Cooperation with international and regional organizations

Over the previous decades, the LAS has built cooperation with various organizations related in a way or another to migration. It has a strong base of partnerships with different levels of commitment and continuity. The Africa–Arab Summit, the Summit of South American–Arab Countries and the European Union Arab League foreign affairs ministerial meetings are examples of the established mechanisms of cooperation with other regions. The Regional Coordination Mechanism (RCM) of the Arab States between the LAS and the United Nations and their specialized agencies was also established in 1999. In addition, memorandums of understanding (MoUs) with many international and regional organizations – like the International Labour Organization in 1958, IOM in 2000, the Office of the United Nations High Commissioner for Refugees in 2000 and the United Nations Population Fund, among others – were signed.¹⁶ Many activities and projects were implemented according to these agreements.

Seeking to promote coordinated normative and technical work on international migration in the region, the **Working Group on International Migration in the Arab Region** was established in March 2013 at the eighteenth RCM meeting. The Working Group is co-chaired by the LAS, the United Nations Economic and Social Commission for Western Asia (UN-ESCWA) and

IOM, and with the membership of 12 UN agencies, in order to prevent duplication of efforts and ensure a consistent, system-wide message and strategy for migration.¹⁷

The **Technical and Coordination Committee on Migration** co-chaired by the African Union and the LAS was also established according to the resolution adopted by the Africa–Arab Summit held in Kuwait in November 2013, to help strengthen their cooperation in migration management and to promote and protect migrants' rights, especially in the provision of sound advice to Member States on issues related to migration in both regions, in conformity with regional and international instruments.

Conclusion and recommendations

With the rapid changes in the Arab region, programmatic responses have been limited by political instability, shortage of information and lack of funding resources. Therefore, gaps in information on and awareness of migration-related issues, in addition to several other gaps, still need to be tackled. To address these gaps, sharing experiences and best practices as well as coordinating policies of the Arab countries in the field of migration are imperatives. In order to formulate a comprehensive and integrated Arab strategy for maximizing the benefits of migration and minimizing its hazards while strengthening the position of the Arab States in negotiating migration issues regionally and globally, and opening new horizons for cooperation and partnership between sending and receiving countries, the Arab States should play an effective role in the newly established ARCP.

Developing effective and permanent mechanisms through the establishment of networks, implementable initiatives and scientific programmes to benefit from the knowledge, skills, expertise, and resources of the Arab expatriates abroad, especially scientists, is a high priority. That is the reason behind the LAS' seeking to create an Arab information system on migration, which includes databases that cover migration statistics in the Arab region, migration legislations, experts database and migration institutions database. This information system will help in solving the problem of the scarcity

16 For more information on the LAS MoUs and agreements, see: www.lasportal.org/ar/legalnetwork/Pages/agreements_treaties.aspx

17 Working Group on International Migration in the Arab Region, op. cit. (2013).

of migration data in the region and will also help the Arab countries to engage their expatriates in development through collaborative efforts and joint future plans and initiatives.

The current approach of encouraging the countries to mainstream migration into their overall socioeconomic plans should be supported and could benefit from the multiple perspectives offered by different organizations, and the harmonization of migration policies and management should be a primary strategy.

Better knowledge and enhanced capacities in different policy areas are essential to ensure the protection of migrants, facilitation of legal migration, reduction of irregular migration, integration of migrants into the communities of their countries of destination, and the greater interlinking between migration and development. In order to achieve this, the continuation of providing capacity-building programmes for government officials is essential.

Moreover, involving migrants themselves and NGOs is crucial to take a more integrated approach to deal with

the different forms of migration in the Arab region. Different stakeholders should therefore consider the situation of international migration holistically and seek to further anchor their responses in broader processes of change. Thus, the role of partnerships should be strengthened to give adequate attention to the global challenges, including migration, which require collective solutions. These partnerships should recognize the relationship between migration and the three pillars of sustainable development (economic, social and environmental), and the importance of the contribution of migrants to development through remittances, trade and investment in the countries of origin, and through skills transfer, besides working on reducing the negative impact of forced migration on development.

Finally, the LAS believes that the synergy resulting from collaborations based on goodwill, common objectives and transparency between different partners both at the regional and international levels is what the Arab region needs to face the complex situation, particularly in this exceptional time. ■

**“...the role of partnerships
should be strengthened to
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collective solutions.”**



La genèse de la politique d'immigration au Maroc

Charef Mohamed¹

Le tournant migratoire marocain

Pour partir d'un truisme, la question des migrations est quasi présente dans nos sociétés, que nous soyons dans les pays du nord ou du sud. De nos jours, il est même, difficile de trouver un concept plus universellement partagé et usité que celui de 'migrations'. C'est une question qui fait l'objet d'un grand débat dans les sociétés de destination. Mais elle est aussi sujet de polémique, abondamment exploité, commenté et critiqué, nourrissant les fonds de commerce des extrémistes. Alimentant des discussions passionnelles, des fantasmes extravagants, des exploitations idéologiques innommables, devenant à la fois un enjeu mondial et un sujet politique, qui appelle une réflexion, une approche globale, un dialogue Nord-Sud, Sud-Sud et des réponses adéquates. Certes, le nombre d'immigrés et étrangers résidant au Maroc s'élevait à 86 206 individus en situation régulière en 2014; mais, il y aurait selon les estimations, entre 25 000 et 45 000 migrants en situation dite 'irrégulière'. Dans tous les cas, à ce jour, leur nombre reste infime, comparé aux marocains et maroco-descendants à l'étranger, dont le nombre avoisine les cinq millions. Néanmoins, cet état de fait met le Maroc devant la nécessité d'un vaste et profond remembrement de son arsenal sécuritaire et législatif, mais aussi, un redéploiement de sa diplomatie, avec l'impératif d'une mise à niveau de son assistance humanitaire, de la redéfinition des moyens d'identification des admis au droit d'asile, d'un renforcement de la société civile, d'une coopération étroite avec les pays d'origine, etc.

Le Maroc est parmi les premiers pays à avoir ratifié la convention internationale sur la protection des droits de tous les travailleurs migrants et des membres de leurs familles². Aussi, cette démarche de mettre en place une nouvelle politique d'immigration volontariste et singulière au niveau du continent africain s'inscrit dans la volonté ferme du Royaume de

renforcer le processus en matière de démocratie et des droits de l'homme. Elle a rencontré un écho très favorable dans les médias et auprès des responsables politiques africains et mondiaux³. A cet égard, il faut souligner que la constitution marocaine affirme clairement dans l'article 30, que : *'Les étrangers jouissent des libertés fondamentales reconnues aux citoyennes et aux citoyens marocains, conformément à la loi. Ceux d'entre eux qui résident au Maroc peuvent participer aux élections locales en vertu de la loi, de l'application des conventions internationales ou de pratiques de réciprocité'*⁴.

Rupture et continuité dans la gestion administrative de l'immigration

De 1956, date de l'indépendance du Royaume du Maroc, à 2002, le cadre législatif de la politique marocaine d'immigration n'a pas bougé d'un iota. Au niveau juridique, le Maroc, comme pays d'émigration, n'accordait en réalité que très peu de place à ce phénomène⁵. Sa législation en la matière, datant de l'époque du protectorat, est considérée comme désuète, dépassée et en plus éparpillée dans plusieurs textes juridiques, des années trente et quarante. En 1996, à l'issue de la signature de l'accord d'association entre le Maroc et l'Union Européenne, celle-ci poussait le Maroc, comme d'autres pays d'ailleurs, à jouer en quelque sorte le rôle de 'gendarme'⁶ à sa frontière sud et à renforcer le contrôle migratoire et la surveillance

1 Charef Mohamed est Géographe-urbaniste, Directeur de l'Observatoire Régional des Migrations : Espaces et Sociétés (ORMES), Faculté des Lettres et des Sciences Humaines, Université Ibn Zohr, Agadir, Maroc. Il est également membre du Conseil National des Droits de l'Homme du Maroc et Président du Conseil Regional des Droits de l'Homme d'Agadir.

2 www.ohchr.org/FR/ProfessionalInterest/Pages/CMW.aspx

3 www.diplomatie.ma/Portals/réactions_pol_mig/réactions_niveau_international_19_sep_1_.pdf

4 www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---ilo_aids/documents/legaldocument/wcms_127076.pdf

5 CHAREF, M. : *'Les migrations, un fait de société majeur, mais un champ de recherche encore marginal au Maroc'*. International Journal on Multicultural Societies (IJMS), Vol. 7, No.1, 2005:67-79 ISSN 1564-4901, www.unesco.org/shs/ijms/vol7/issue1/art5 © UNESCO, p-p 62-80 ;

6 'Sur la question migratoire, le Maroc refuse de jouer le rôle de gendarme de l'Europe, et c'est la raison pour laquelle nous avons décidé de ne pas signer l'accord relatif à la circulation des personnes. Lequel accord comporte, des dispositions inappropriées', déclaration de M Saadeddine El Othmani, Ministre des Affaires Etrangères, le 23 juillet 2012 au Parlement

des eaux territoriales et internationales⁷. C'est aussi en 1997 et 1998 que sont construites les barrières barbelées qui entourent aujourd'hui les villes de Ceuta et Melilla. Cette période voit aussi la mise en place du système de surveillance des frontières sud de l'Europe, notamment sur le détroit de Gibraltar.

A la même époque (1998), l'Autriche accède à la présidence de l'Union européenne et diffuse très vite aux institutions de l'Union un Document de stratégie sur la '*politique de l'Union européenne en matière de migrations et d'asile*'. Le premier ministre britannique Tony Blair propose la création, dans les pays voisins de l'Union européenne, de camps d'enfermement des exilés déjà arrivés et souhaitant entrer en Europe. Chose contre laquelle le Maroc a protesté à l'époque. Aujourd'hui encore, il continue de refuser l'installation de camps sur son territoire⁸. Et, sous la présidence néerlandaise, il y a eu la création du '*Groupe de Haut-Niveau Asile-Migration*', qui élaborera le plan dit : '*Plan indicatif national pour le Maroc*' ou '*PIN-Maroc*' visant à amener le Maroc à accepter l'application des accords bilatéraux de réadmission⁹, à signer de nouveaux accords de ce type et à imposer des visas aux ressortissants du Sénégal, du Mali, de la République démocratique du Congo, de Côte d'Ivoire, de Guinée et du Niger. Dès lors, le Maroc mettra en place toute une politique dans le domaine migratoire : loi sur l'immigration dite 02-03¹⁰ adoptée le 11 novembre 2003, installation d'une représentation de l'OIM et de l'UNHCR, développement des volets opérationnels, etc. Ce dernier se concrétisant par la création en 2005 de la Direction de la migration et

de la surveillance des frontières (DMSF) au Ministère de l'intérieur. Sa mission est : '*la mise en œuvre opérationnelle et le suivi de la stratégie nationale en matière de lutte contre les réseaux de trafic des êtres humains*'.

Jusqu'en septembre 2013, et en dépit de la mobilisation de la société civile, certes timide, mais ascendante, la politique d'immigration au Maroc paraît particulièrement velléitaire et en contradiction avec ses engagements internationaux. Les conditions de vie des immigrés se dégradent et leurs chances d'intégration s'amenuisent, les poussant '*dans une marginalité économique et social de fait*'. Les changements se produisent immédiatement après le rapport du Conseil national des Droits de l'Homme de septembre 2013, intitulé : '*Etrangers et droits de l'Homme au Maroc : Pour une politique d'asile et d'immigration radicalement nouvelle*'¹¹, qui examine les structures, les pratiques et la conformité avec les engagements internationaux du Maroc. De ce fait, ce rapport marque un tournant dans la politique d'immigration en mettant le gouvernement devant ses responsabilités, et en l'invitant à mettre en place un véritable statut d'immigré, en conformité avec les engagements internationaux du Maroc.

Une nouvelle politique globale relative aux questions d'immigration et d'asile

Le changement de cap est pour beaucoup le résultat de la volonté Royale de mettre en place une politique d'immigration fondée sur la tradition humanitaire et soucieuse du respect des droits fondamentaux de la personne ; une politique réaliste et humaniste. En effet, le 9 septembre 2013, avant de connaître les observations du Comité pour la protection des droits de tous les travailleurs migrants et des membres de leurs familles, rendues publiques le 13 septembre, il y a eu la publication d'un communiqué du cabinet Royal exhortant la prise en compte des recommandations du Conseil national des droits de l'homme et invitant à l'adoption d'une approche globale et humaniste, conformément au droit international et dans le cadre d'une coopération multilatérale renouée. Le lendemain, le 10 septembre 2013, Sa Majesté le Roi a présidé une réunion en présence du chef du gouvernement marocain et d'une délégation ministérielle, au cours de laquelle il a appelé à

7 Il finira par signer le 7 juin 2013, un accord de partenariat de mobilité, qui comprend un axe sur : '*Prévention et lutte contre l'immigration irrégulière, traite des êtres humains, gestion des frontières*'. <http://ec.europa.eu/dgs/home-affairs/what-is-new/news/news/2013/docs/20130607>

8 '*Jamais le Maroc n'installera un camp de réfugiés sur son territoire. Ce n'est pas dans l'esprit et la culture du Maroc. Le Maroc est un pays d'accueil de l'immigration subsaharienne*', déclaration de M Mezour Salaheddine ministre marocain des Affaires étrangères à Radio Prague, lors de sa visite à la République Tchèque en juillet 2015 www.wakeupinfo.fr/2015/07/salaheddine-mezouar-ministre-des.html

9 Le Maroc a signé le Partenariat pour la mobilité en juin 2013 avec l'Union européenne et 9 Etats membres, à savoir : la République fédérale de l'Allemagne, le Royaume de Belgique, le Royaume d'Espagne, la République française, la République italienne, le Royaume des Pays-Bas, la République portugaise, le Royaume de Suède et le Royaume-Uni.

10 Il faut noter que la Tunisie de son côté, s'est dotée d'une loi sur la circulation des personnes et le contrôle du mouvement des étrangers en 2004 et l'Algérie a adopté une loi cadre en matière migratoire, en juin 2008.

11 Opus citatum.

l'adoption d'une nouvelle politique migratoire en coordination avec le Conseil national des Droits de l'Homme (CNDH). Le 12 septembre 2013, il y a eu la mise en place de quatre commissions chargées de la mise en œuvre des recommandations :

- une commission chargée de la réforme et la mise en place d'un arsenal juridique relatif à la migration, l'asile ainsi que la traite des personnes ;
- une commission chargée de la régularisation de la situation administrative de certaines catégories de migrants en situation irrégulière ;
- une commission chargée d'étudier les demandes d'asile reconnues par le Bureau du Haut Commissariat des Nations Unies pour les réfugiés ;
- une commission diplomatique ;

Les actions engagées ne pourront, cependant, réussir pleinement qu'à condition de rectifier au préalable certaines situations. Dans une première étape, pour éviter les risques de tergiversations et dissiper les inquiétudes, le Gouvernement a entrepris, le 25 septembre 2013, l'ouverture du bureau des réfugiés et apatrides¹², affilié au ministère des Affaires étrangères. Sachant que l'école demeure le premier milieu propice à l'intégration, et qu'il faudrait être particulièrement attentif aux actions de formation des jeunes, il fallait remédier aux carences, lourdes de conséquences pour les jeunes et pour la société. Or, dans ce volet, il y avait tout un faisceau de mesures discriminatoires, que ce soit au niveau des inscriptions ou de la scolarité des enfants de migrants. Aussi, d'une part, le 9 octobre 2013, le ministère de l'Éducation nationale a publié une circulaire facilitant la scolarisation des enfants de migrants en situation irrégulière. D'autre part, ces enfants ont été encouragés à passer, notamment, par l'éducation non formelle¹³ (ENF) pour parfaire leur apprentissage de l'arabe. En outre, sachant que la solution des problèmes des immigrés et de l'immigration devrait être recherchée de concert

avec la société civile et les migrants eux-mêmes d'une part, et que d'autre part, la vie associative constitue un moyen efficient d'insertion sociale, les pouvoirs publics permettent, le 4 décembre 2013, au Groupe antiraciste d'accompagnement et de défense des étrangers et des migrants (GADEM) d'accéder, enfin, au statut d'association autorisée, après plusieurs années de déni.

Au-delà de ses actions ponctuelles et des réponses concrètes immédiatement applicables, le nouveau Gouvernement, dit Benkirane II, institué le 10 octobre 2013, s'est attaché à réorienter la politique de l'immigration en fonction des recommandations du rapport du CNDH. Ainsi, pour la première fois dans l'histoire du Maroc, il y aura la création du Ministère chargé des Marocains Résidant à l'Étranger et des *Affaires de la Migration*, le 10 octobre 2013 et la publication du décret n° 2-14-192 du 4 avril 2014. Ce ministère est censé élaborer les politiques et prendre les mesures nécessaires afin de faciliter l'intégration sociale, éducative et culturelle des immigrés et réfugiés résidant au Maroc. Il assure également le rôle d'interface et d'impulsion des actions de coopération dans ce domaine, aux niveaux bilatéral, multilatéral et régional.

Pour cela, il fallait d'abord apurer le passé. C'est ce qui fut entrepris avec l'opération de régularisation exceptionnelle. Celle-ci devait, en effet, mettre fin à la précarité de la situation administrative des immigrés, et leur assurer une vie normale. Ainsi, le 11 Novembre 2013, le Ministère de l'Intérieur organise conjointement avec le Ministère chargé des Marocains résidant à l'Étranger et des Affaires de la Migration, une conférence de presse, pour expliciter l'opération de régularisation exceptionnelle. Elle s'étalera du 2 janvier au 31 décembre 2014, et les critères d'identification sont :

1. Les étrangers conjoints de ressortissants marocains justifiant d'au moins 2 ans de vie commune ;
2. Les étrangers conjoints d'autres étrangers en résidence régulière au Maroc et justifiant d'au moins 4 ans de vie commune ;
3. Les enfants issus des deux cas susvisés ;
4. Les étrangers disposant de contrats de travail effectifs d'au moins 2 ans ;
5. Les étrangers justifiant de 5 ans de résidence continue au Maroc ;
6. Les étrangers atteints de maladies graves et se trouvant sur le territoire national avant le 31 décembre 2013.

12 Le Maroc a adhéré à la Convention de 1951 relative au statut des réfugiés, le 07 novembre 1956 et à son Protocole de 1967, le 20 avril 1971. Le 20 juillet 2007, il a signé un accord de siège avec le HCR qui permet à ce dernier d'avoir une représentation officielle à Rabat.

13 Elle est définie comme « toute activité d'éducation organisée et systématique, exécutée à l'extérieur du cadre du système scolaire formel pour fournir un type d'apprentissage choisi, à des sous-groupes particuliers de la population Au Maroc, l'ENF a pris la mise en forme institutionnelle en mai 1997 à l'intérieur des structures du MEN .

Les objectifs retenus ne peuvent évidemment être atteints que si la société civile est associée, dans une démarche de concertation. C'est ce que tentera de faire, le 14 Novembre 2013, le Ministère chargé des Marocains résidant à l'Étranger et des Affaires de la Migration, en organisant la première journée d'information au profit de la société civile. Elle sera suivie, le 3 décembre 2013, par une réunion du Président du CNDH, avec des représentants de la société civile¹⁴, dans l'objectif de connaître leurs positions et propositions. Tout en notant l'importance de certaines avancées, les membres de la plate-forme déplorent, dans un memorandum adressé le 13 décembre 2013 au Président du CNDH, le caractère restrictif des critères adoptés¹⁵.

Lors de cette opération exceptionnelle de régularisation, l'administration n'avait plus le pouvoir discrétionnaire de refuser les demandes d'octroi de titre de séjour. En effet, dans le souci d'écarter tout risque d'arbitraire administratif, dans chaque commission préfectorale la société civile est représentée par deux personnes désignées par le CNDH, en plus :

1. du gouverneur de la préfecture ou la province concernée, président.
2. du préfet de police ou du chef de la sûreté régionale ou provinciale ou du chef du district de police territorialement compétent.
3. du commandant régional de la Gendarmerie Royale compétent.
4. du Directeur régional, préfectoral ou provincial de la Surveillance du Territoire.
5. du chef d'antenne locale de la Direction Générale des Etudes et de la Documentation (DGED)¹⁶.

Et c'est là une disposition sans précédent dans une procédure administrative, dont l'idée est de faire de cet exercice, une initiation à la démocratie participative. De surcroît, pour protéger le candidat contre d'éventuels abus, une Commission nationale

de Recours, présidée par le CNDH est mise en place le 25 juin 2014, pour étudier les demandes interjetées. D'ailleurs, c'est conformément aux recommandations de cette commission qu'il a été procédé à partir du 23 juillet 2014 à la régularisation systématique de l'ensemble des postulants de sexe féminin et de leurs enfants et à la décision de leur permettre l'accès au RAMED¹⁷. Enfin, pour éviter toute précipitation dans l'exécution de la mesure de refoulement administratif, il a été décidé d'une manière implicite, de surseoir aux refoulements et le rapatriement durant la période de régularisation¹⁸.

Comme on peut en juger, il est apparu nécessaire de préparer à la hâte une série de mesures destinées à répondre aux multiples griefs relevés par le CNDH. Il s'agit désormais de concilier l'obligation de contrôler l'immigration dite 'irrégulière' et/ou 'clandestine', tout en respectant les engagements internationaux du Maroc. Pour la première fois, la corrélation est clairement établie entre le suivi de ce dossier et la nécessité de le confier à une structure capable de faire la synthèse de cette question transversale. Cette disposition est l'une des principales avancées dans ce domaine. Il y a une volonté de se démarquer des orientations suivies jusqu'alors, à savoir : mettre fin à la précarité du statut de l'immigré ; élaborer une véritable politique d'insertion sociale et une politique de coopération avec les pays d'Afrique de l'Ouest.

Le déroulement de l'opération de régularisation exceptionnelle

L'objectif principal a été de lancer l'opération de régularisation au plus vite, sans prendre pour autant le temps nécessaire, ni pour diffuser l'information auprès des personnes concernées, ni de sensibiliser et/ou mobiliser le tissu associatif pour répandre l'annonce et préparer les migrants. Résultat, il y a eu méconnaissance des démarches à accomplir, des difficultés à trouver l'information et une forme de méfiance à se présenter au bureau des étrangers. Enfin, plusieurs cas de figure rendent la situation laborieuse: les difficultés rencontrées avec certaines administrations locales ou consulaires, pour fournir les documents nécessaires; l'obligation d'être sur place pour obtenir une réponse et faire avancer son

14 Les associations de migrants au Maroc et la 'plate-forme protection migrants', qui comprend les associations suivantes : Association de Lutte Contre le Sida (ALCS), Amane, Caritas, le Comité d'Entraide International (CEI), le GADEM, la Fondation Orient Occident (FOO), Oum el Banine, Médecins du monde, Terre des Hommes, CISS, Droit et Justice, Fondation Alianza por la Solidaridad.

15 www.fidh.org/IMG/pdf/rapport_maroc_migration_fr.pdf

16 C'est un service de renseignements et de contre-espionnage.

17 Il s'agit de l'Assurance Maladie Obligatoire de base (AMO) et du Régime d'Assistance Médicale (RAMED).

18 Selon le GADEM, cette trêve ne serait pas respectée, dans le Nord et l'Orientale !

dossier ; et maîtriser les rouages de l'administration marocaine et faire face à sa routine.

Il y a bien eu l'ouverture de quatre vingt trois bureaux, et la formation en quelques jours des agents responsables, mais par le biais de l'interprétation des textes, chaque agent ou presque conserve ses habitudes. C'est connu, la volonté d'imposer de nouvelles normes achoppe bien souvent sur l'ensemble des habitudes, des routines, des pratiques et de rémanence, déjà intégrées par les agents, contribuant à une forme d'homogénéisation des habitus. Même si la circulaire a été publiée en arabe, en français et en anglais, les entretiens ne se sont pas toujours bien déroulés, faute d'interprète. Aussi, certains candidats parlent du parcours du combattant et se plaignent des obstacles. D'autres ont préféré ne pas se présenter de crainte d'être démasqués sans être pour autant régularisés.

27 573 demandes ont été enregistrées, dont 10 240 déposées par des femmes, soit environ 37 %. Le taux des avis favorables avoisine les 66 %, soit 18 293 régularisés, originaires de 116 pays. Les ressortissants sénégalais se placent en tête des demandeurs avec 24,1 % du total des demandes déposées, suivis des Syriens (19,2 %), Nigériens (8,7 %), Ivoiriens (8,3 %), Guinéens (5,9 %), Congolais (5,7 %), Maliens (4,8 %), Camerounais (3,95 %), Philippins (3,4 %), etc. Sur le plan géographique, la distribution spatiale est la suivante : Rabat (4 867 demandes), Fès (2 110), Hay Hassani (1 915), Tanger-Assilah (1 517), Oujda-Angad (994), Marrakech (819), Ain Sebaa Hay Mohammadi (735), Casablanca-Anfa (691), Laayoune (550) et Salé (410). Il faut souligner que dix préfectures et provinces concentrent plus de 82 % des demandes déposées, d'où une forme de concentration dans les principales villes de la façade atlantique, et tout particulièrement un axe Tanger-Casablanca.

Globalement, les témoins privilégiés qui ont suivi cette opération de très près, à savoir les représentants de la société civile dans les commissions provinciales, ont exprimé leurs remarques lors d'un atelier bilan, de mi-parcours, organisé par le CNDH. Ils évoquent tous plus d'aspects positifs que d'aspects négatifs. Mais là aussi, il y a des différences, en fonction des régions et du degré de connaissance du dossier des migrations. Plus souvent, on signale la méfiance, la peur, le peu de maîtrise des dispositions par des responsables administratifs, une certaine envie '*d'expédier le traitement des dossiers*', voire de '*les bâcler*'... Mais bien plus souvent, on signale un bon rapport entre les représentants des associations et les fonctionnaires, un traitement minutieux des dossiers, et une volonté de vérifier les documents d'une manière impartiale.

En guise de conclusion

Sans entrer dans tous les détails des résultats de cette opération de régularisation, ni développer la genèse de la politique migratoire marocaine, on s'est contenté dans cet article d'en indiquer les grandes lignes. A cet égard, il convient de rappeler qu'il n'existe aucune base d'information, à la fois consolidée et accessible, permettant de connaître le nombre exact des étrangers au Maroc. Il n'existe pas non plus d'information précise, qu'elle soit statistique ou qualitative, sur les raisons de leur présence, leurs motivations, leur répartition socio – démographique, leur distribution géographique, les difficultés qu'ils rencontrent, les ressources qu'ils mobilisent pour les résoudre, leur intégration, etc. Il demeure donc urgent, au niveau national, de sensibiliser la société par des campagnes d'information, et de former et accompagner matériellement les acteurs associatifs afin qu'ils puissent jouer le rôle d'interface. De même, il est nécessaire d'encourager la recherche et la formation de jeunes sur les questions des migrations. ■

Beyond root causes: Fragmented migration in the Middle East and North Africa region

**Michael Collyer,¹ Bashair Ahmed,² Markus Breines,³
Vanessa Iaria⁴ and Elisa Pascucci⁵**

The new European Agenda on Migration of May 2015 (European Commission, 2015), like much of the recent discussion on responses to the current migration and refugee crisis, is significantly framed as an attempt to address the “root causes” of the movement of migrants and refugees across the Mediterranean. The root cause approach in tackling migration and refugee movements dates back to the 1980s. It has received significant critique (Zetter, 1988; Van Hear, 1998) and has been shown to be extremely difficult to implement in practice, in the context of the ICARA of the early 1980s, for example (Betts, 2009).⁶

The root cause approach also relies on an oversimplistic conceptual account of the causes of migration and refugee movement, raising two further problems. First, it fails to explain why a large population of those affected by the same combination of root causes do not all choose to move. It therefore leads to particularly blunt policy responses that are insufficiently targeted at particular groups who are most likely to move. Second, the root cause approach privileges the situation in the individual’s country of origin, even though many migration decisions are made by people who have already left. The research presented here highlights how many of those attempting to reach Europe only do so after continual failure to find security or livelihoods in neighbouring countries, sometimes over a period of many years – a finding that reinforces other recent research on these issues (Collyer, Duvell and de Haas [eds.], 2012).

The central argument in this paper is that the root cause approach must be supplemented by a more sophisticated conceptual framework. This has three clear implications: (1) it helps explain why some people are more likely to move than others; (2) it draws attention to the situation of migrants and refugees in neighbouring countries; and (3) it supports the identification of particular priority groups whose human rights are most at risk. This paper reports on recent research involving just under 100 interviews conducted with migrants, refugees, asylum-seekers and members of their families in Egypt, Ethiopia, Italy, Malta and Sudan. The paper falls into two sections. The first section outlines a broader conceptual framework than a purely root cause approach for considering the origin of migration and refugee movements. The second applies this to recent research evidence that identifies four groups of individuals that are particularly at risk. The paper concludes with a number of policy recommendations that could be incorporated into the European Agenda on Migration to reflect this modified conceptual approach.

Beyond root causes: Migration decision-making and fragmented migration

The root cause approach has two significant weaknesses: (1) it does not provide a basis for differentiating between different groups of people with different needs and opportunities to move; and (2) it fails to account for onward migration, which occurs following an initial movement away from the country of origin. Both of these issues have been identified for some time, but the conceptual developments have not been reflected in policy responses, such as the European Agenda on Migration.

The issues of differentiation has been considered in theoretical work on migration and refugee movements since the early 1990s (Richmond, 1994) but has been addressed most completely by Van Hear (1998), who offered a substantial modification of the basic root cause approach. Van Hear identifies four domains, which all influence the migration decision. The first domain encompasses fundamental structural issues, such as levels of development or conflict, which are usually labelled as root causes but can be

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6 International Conference on Assistance to Refugees in Africa, held in Geneva in 1980 and 1984.

addressed only by external policy interventions with great difficulty over long periods of time and often with unintended consequences. The second domain is “proximate causes” or “factors which bear more immediately on migration” (Van Hear, 1998:19). This begins to differentiate to identify specific impacts of root causes with identifiable, often spatially or temporarily restricted impacts on the development of conflict, the nature of the economic cycle or localized environmental hazards. The third domain is “precipitating factors”, which ultimately provoke a decision to flee or migrate at the individual or household level. This often involves a significant personal change that may not be common to a larger group of people, such as specific threats, death of a family member, complete loss of economic livelihood or often some combination of influences.

These initial three domains are all modified by a fourth domain of “intervening factors” that “enable, facilitate, constrain, accelerate or consolidate migration” (Van Hear, 1998:20). This includes fundamental considerations such as the opportunity to migrate. Not all individuals experiencing precipitating factors actually move, since they may lack the opportunity to do so, including the financial resources to support a journey. It also includes the broader migration regime of policies designed to facilitate or constrain movement. It is this area where the unintended consequences of root cause interventions become apparent, such as the now well-known result of improved development on encouraging migration (de Haas, 2005).

The influence of these intervening factors provides further differentiation between those who do and do not move and where those who move are able to travel to, since the opportunities and constraints around movement typically apply differentially to the full-range potential destinations. Individuals may recognize that distant places simply cannot be accessed, though the urgency to move may force them across the closest border from where they may be able to access further information or resources to move again, if necessary, sometimes several years later. This pattern of movement may be repeated in a form of “fragmented migration” (Collyer, 2007) in which migration that actually occurs in a number of disjointed stages is eventually presented as a single, linear, directed, consolidated movement. This fragmented pattern is characteristic of much undocumented migration around and into the Middle East and North Africa (MENA) region.

The fragmented nature of much undocumented migration in the region supports the second problem of the root cause approach. Migrants and refugees may have lived abroad for years, sometimes even decades, before planning further onward migration. In such situations, an improvement in the structural factors that may have provoked their initial migration is not likely to have any direct influence on their decision to leave. This was recognized by Zetter early on in the root cause debate, writing of a need “to distinguish quite carefully between original, continuing and pre-crisis root causes, and equally intractable post-exodus consequences” for refugees (1988:100). In these circumstances, greater attention to the differential impacts of these “post-exodus consequences” will support renewed focus on the human rights situation of migrants, refugees and asylum-seekers who are already on the move. The recent research in North East Africa was designed to help inform this process.

Profiles of migrants most at risk in North East Africa

The research on which this account was based was carried out by the authors between January and April 2015 (Ahmed et al., 2015 [forthcoming]). It involved interviews with almost 100 migrants, refugees, asylum-seekers, non-migrant members of their families and representatives of NGOs in Egypt, Ethiopia, Italy, Malta and Sudan. Research was coordinated from the University of Sussex, United Kingdom, in close cooperation with the Mixed Migration Hub and the IOM Regional Office for MENA. Full research and conclusions will be published in the forthcoming report, *Conditions and Risks of Mixed Migration in North East Africa*, to be published in September 2015. The research illustrates that migration across this region is far more complicated than the picture of one-way travel towards Europe that sometimes emerges from media or policy accounts. Interviews highlight the complexity of regional, cross-border, frequently circular migrations, only a small minority of which are directed towards an attempted Mediterranean crossing. Interviews with recently arrived migrants, refugees and asylum-seekers in Malta and Sicily suggest that Europe is not the intended destination even for many of those who eventually get there, at least when they leave their homes.

Migration projects typically change along the route. Migrants, refugees and asylum-seekers are encouraged onward by social networks and spheres of information that have expanded in recent years through much greater internet access. Patterns of

fragmented migration result from people being forced to change plans by the situations of chronic insecurity, lack of access to human rights, such as labour rights or limited protection, which they find along the route or across the nearest international border. Although most people have been compelled to move due to persecution or armed conflict, seeking asylum and protection elsewhere, this research has documented a series of abuses of migrants that occur during the journey and further increase the need for human rights protection even for those whose initial moves were in search of livelihoods and dignity.

Research identified four major risk profiles of human rights abuse during migration across North East Africa; although some of these are associated with particular groups of people, they are not discrete and may overlap. Some individuals may face multiple risks. These risks relate to root causes of migration, but individuals face very different proximate and precipitating factors, which explains why not everyone with a particular profile can or will move. These risks are further compounded by what Zetter called “post-exodus consequences”, since individual vulnerability is likely to increase, or at least change, once individuals leave their country of citizenship. The four risk profiles are as follows: (1) those faced by Eritrean refugees engaged in onward movement from the camps in Ethiopia and Sudan; (2) moving without documentation; (3) increased vulnerability of unaccompanied minors; and (4) the risks of blurring between processes of smuggling and trafficking, particularly at the borders. This subsection considers these in turn.

Although all groups are at risk, Eritrean refugees are particularly vulnerable, since return to Eritrea will likely result in significant mistreatment. With little hope for the future in Ethiopia, due to the lack of possibilities for obtaining citizenship, finding formal employment or other permanent solutions, onward migration stands out as the only feasible option to improve their lives. A 25-year-old Eritrean man commented:

All refugees in the camp know the problems on the road to Libya. But because of the small chances for resettlement everybody will try to go the illegal way. At this time of the year the weather is good, so maybe I will go after one month. I fear it a lot, but because I have no other option I have to go. There are lots of people I know that have gone. Some of my friends have made it to Europe and others have died.

The risks en route to Europe are formidable (IOM, 2014), but need to be considered in relation to the lack of prospects for any improvements and the despair Eritreans felt in refugee camps. Many Eritreans were willing to try to improve their lives elsewhere despite being well acquainted with the risks on the journey, and this places them at an additional risk.

The second clear area of risk is the lack of identity documents, which is particularly common for those moving around this region. The possession of identity documents is unusual in Ethiopia and Sudan, and the majority of asylum-seekers who approach protection agencies in Egypt have no official documents (passport, identity card, birth certificates) from their country of origin. In some cases, documents are confiscated by smugglers, lost during the journey or deliberately destroyed. For migrants, refugees and asylum-seekers from Eritrea and Sudan, especially Darfur and other conflict-affected areas, however, leaving their country legally is often impossible, because authorities do not issue travel documents to everyone in the first place. Some of the informants from Darfur and, to a lesser extent, Northern Sudan, reported not being aware of their exact date of birth, which had never been officially registered. The UN High Commissioner for Refugees recognizes the lack of identity as an additional problem faced by many refugees and asylum-seekers.

These risks are further compounded for minors travelling by themselves. This is the third risk profile identified and one which several NGO representatives reported was growing. It is increasingly common for minors to leave Eritrea before they are forcibly recruited into the army. While the role of family is central in the phase preceding the actual travel, once en route, unaccompanied minors often find themselves feeling confused and unsafe, without points of references or reliable sources of help. Their journey into Egypt is particularly risky and traumatizing, to the point that the two unaccompanied minors interviewed in Egypt reported having doubts several times that they would reach their destination safely. Both of them experienced extreme hunger and thirst, as well as violence and attempts at extortion by the smugglers. After reaching their destinations, unaccompanied minors are likely to find employment in very precarious and irregular conditions for example, as domestic workers.

Finally, those migrants, refugees and asylum-seekers who rely on brokers to facilitate or arrange their journey are at an additional risk. Although in legal terms, smuggling and trafficking are distinct processes, in practice, these can be blurred. A number of accounts were received from individuals who had contacted smugglers to facilitate their journey only to find that later on, particularly at border crossings, they were sold to traffickers and subsequently ransomed. Those individuals who were believed to have family members in Europe (and therefore have easier access to cash) were at particular risk of this process. This interchange between smuggling and trafficking operations, where what appears to be the straightforward facilitation of migration turns into something much more abusive and coercive than the migrations, refugees and asylum-seekers were initially expecting.

Conclusion: Policy implications

The utility of the root cause approach is extremely limited in offering an explanation of why certain people move and others do not. It needs to be supplemented with a far more detailed analysis incorporating not only proximate and precipitating factors but also intervening factors that facilitate or constrain movement. The four risk profiles highlight the significance of differentiating root causes. This conceptualization can help explain why, in the context of widespread human rights abuse in Eritrea for example, only a minority of people actually leave.

The second important development to the root cause approach involves conscious focus on neighbouring countries and countries of first asylum, including the onward movement of refugees. Addressing the root causes in the country of origin will have no direct impact on their situation, apart from perhaps encouraging return, which would require a really dramatic improvement. Attention to the post-exodus situation is particularly urgent for those people on the move who are most at risk of human rights abuses, linked to their obvious vulnerability on the journey.

In its current form, the new European Agenda on Migration does not incorporate this expanded understanding of root causes. Rather than broadly conceived development projects, which are likely to result in increased migration, new approaches could reflect on how to support smaller groups, such as persecuted minorities or children in danger of conscription. As with development interventions,

policy approaches that seek to target the proximate or precipitating factors affecting these groups should not be motivated exclusively by a desire to reduce emigration. It is very possible that certain interventions will actually increase emigration, and in some cases that may be the best result, so that greater liberalization of movement or more secure protection in neighbouring States may be the most effective response. Whatever the specifics of the policy approach, it is important that they progress significantly beyond the notion of structurally defined root causes in analysing both the detailed causes of movement and the post-exodus context. ■

This article is a summary of the forthcoming publication by the Mixed Migration Hub and the University of Sussex, "Conditions and Risks of Mixed Migration in North East Africa". For more information on the Mixed Migration Hub, please see the article by Steve Thorpe in this edition of Migration Policy Practice and visit www.mixedmigrationhub.org/.

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Human trafficking and exploitation in times of crisis: Considerations for the Middle East and North Africa region towards bridging the protection gap*

Agnes Tillinac¹

Recent reports have shown that specific groups of persons, such as Yazidi women and children, allegedly ranging between 3,500 and 7,000 individuals, have been abducted for purposes of sexual exploitation, forced marriage and other slavery-like practices either in Iraq or in neighbouring Syrian Arab Republic. In Libya, the absence of rule of law creates a state of impunity, where traffickers act without fear of arrest and condemnations. Asylum-seekers, refugees and migrants are considered the main targets and the most vulnerable categories. Among the Syrian refugees who have fled their country, many families have adopted negative coping mechanisms, such as forced early marriages and child labour, often resulting in exploitation, and potentially trafficking as new supply chains open up to meet the demands from new markets.

States have a responsibility under international law to act “with due diligence to prevent trafficking, to investigate and prosecute traffickers and to assist and protect trafficked persons”.² However, in times of crisis, the States’ ability to respond to a wide range

of identified threats is often constrained. Regarding trafficking in persons (TIP), the International Community even appears divided in its approach to acknowledge these severe abuses in times of crisis; it is often perceived as a low-concern or minor problem to address. As a result, considering TIP as a phenomenon that could be a direct result of a crisis is largely ignored and therefore overlooked in preparation of a humanitarian response and in the adaption of operational tools and policies, both at governmental and non-governmental levels. This gap is of particular concern in regions, such as the Middle East and North Africa (MENA), where prolonged devastating conflicts exacerbate identified risk factors and trafficking manifestations.

Human trafficking is a complex crime against human beings; a severe violation of human rights. It is constituted of three key elements: an act (recruitment, transportation, transfer, harbouring or receipt of persons), using means of coercion or threat to have control over a person for the purpose of exploitation. Exploitation may take various forms: sexual exploitation, labour exploitation, forced begging, organ removal, slavery and slavery-like practices. These three elements need to be connected to define this phenomenon as trafficking in persons. In the case of children, only two (act and exploitation) out of the three elements need to be present to be able to define trafficking.

* This article is drawn from a number of sources and documents recently released, in particular the IOM research, *Addressing human trafficking and exploitation in times of crisis – Evidence and recommendations for further action to protect vulnerable and mobile populations* (International Organization for Migration (IOM), (forthcoming, September 2015); L. Lungarotti, S. Craggs, A. Tillinac, “Trafficking in persons in times of crisis – A neglected protection concern: the case of Iraq”, in *Humanitarian Exchange Magazine* (forthcoming, September 2015), available from www.odihpn.org/humanitarian-exchange-magazine; and the summary report of the online consultation event organized on 18 June 2015 by the Professionals in Humanitarian Assistance and Protection office (PHAP).

1 Agnes Tillinac is a consultant and counter-trafficking expert. She has been conducting research for IOM on human trafficking in times of crisis since November 2014. She has worked for IOM in a number of conflict and post-conflict settings, including during the Libya crisis of 2011.

2 “All States, irrespective of their place in the trafficking cycle, have an international legal responsibility to act with due diligence in preventing trafficking; investigating and prosecuting suspected traffickers; and providing assistance and protection to those who have been trafficked” – Principle 2, in “Recommended Principles and Guidelines on Human Rights and Human Trafficking”, UN Office of the High Commissioner for Human Rights (OHCHR), May 2002.

Why TIP in times of crisis should be of concern

While indicative information on TIP during times of conflict and disasters existed, a critical gap was remaining on the scale and scope of the problem and the associated needed response. Where often scant information is available, until recently, it was largely biased towards attempting to gain an understanding on the trafficking of women and girls for sexual exploitation, overlooking other forms of exploitation. In an attempt to fill this gap, the IOM commissioned, in 2014, a research on trafficking and exploitation in times of crisis to better understand the scope

and nature of the phenomenon.³ Focusing primarily on the MENA region, and on Iraq, Libya and Syrian Arab Republic in particular, the research highlights specific vulnerabilities and risk factors to be taken into account in times of crises, analyses particularities of trafficking trends identified in different crises scenarios and offers recommendations to States, the humanitarian community, the UN system and the donors community.

Extracts of IOM-commissioned research findings⁴

- Crises are likely to have an impact on TIP, not just in directly affected areas, but also in regions hosting migrants, independently from their legal status and the nature of the crisis;
- The erosion of rule of law and institutional breakdown, development of criminal activities, corruption and involvement of officials, impunity and the enhanced reliance on negative coping mechanisms and risky survival strategies, are observed in many large-scale crises and represent important risk factors for TIP;
- At the onset of a crisis, existing criminal networks may become disembroiled but may also adapt to the new situation – for example, by targeting new victims in new places such as refugee and internally displaced persons (IDP) camps or local populations hosting high numbers of mobile populations;
- Traffickers may seek to take advantage of populations receiving humanitarian assistance to increase their criminal activities through fraudulent and ultimately exploitative opportunities of employment or onwards migration;
- Independent from the type of crisis, IDP and refugee camps are breeding grounds of new victims for traffickers and other criminal networks looking for a cheap or free workforce, sexual services and other exploitative services;
- The general lack of economic opportunities and increasing reliance on negative coping mechanisms can translate, in some cases, into heightened vulnerability to TIP among affected populations. Positions of vulnerability may be abused, while traffickers take advantage of the desperate economic and social conditions of the affected population;

- Traditional harmful practices, such as early marriage, are increasing during crisis settings and some might lead to trafficking;
- The absence of protection or immediate solutions increase exposure to trafficking, particularly in protracted settings;
- Other aggravating factors related to discrimination, whether gender-based, ethnic, racial, religious, social, in the communities or at national level.
- All these risk factors can be observed across the MENA region, where trafficking may amount, in several cases, to war crime and crime against humanity as perpetrated by parties to conflict.

Why human trafficking has been overlooked in crisis situations so far⁵

So why, despite these strong interlinks and devastating effects, does human trafficking remain so poorly addressed in times of crisis in general, and in the MENA region in particular?

Several reasons can be put forward to justify this breach in the humanitarian response, such as the complexity of the phenomenon, with no clear boundaries in the definition, the absence of anti-trafficking legislation in many States, or the lack of enforcement are some of them. TIP is also often questioned. Is trafficking actually happening? While the humanitarian community reached a consensus on assuming that gender-based violence (GBV) was not only happening in crisis setting, but also increasing, much remains to be done towards TIP understanding and counter-trafficking integration in emergency response. In this regard, the issues of the identification of victims, the documentation of the cases and the relevant reporting mechanisms is of particular interest. Trafficking is both a complex crime and a hidden phenomenon. In the absence of proper identification of victims, it then becomes a challenge to bring the evidence of its existence in crisis settings, and its scale. With no dedicated reporting mechanism, counter-trafficking is rather mainstreamed within other protection areas of concern, though the lack of awareness usually hampers the process.

³ While the research paper is expected to be released in September, a briefing document is already available for consultation online: *Addressing human trafficking and exploitation in times of crisis – Evidence and recommendations for further action to protect vulnerable and mobile populations* (IOM, Geneva, July 2015), available from www.iom.int/sites/default/files/press_release/file/CT_in_Crisis_FINAL.pdf

⁴ Ibid.

⁵ On this issue, see also L. Lungarotti, S. Craggs, A. Tillinac, “Trafficking in persons in times of crisis – A neglected protection concern: the case of Iraq”, in *Humanitarian Exchange Magazine* (forthcoming, September 2015).

Not always identified, documented and investigated properly in the field, TIP in times of crisis is also a very little documented issue by researchers and academics in comparison with other serious human rights violations.⁶ Crisis situations never offer optimal conditions for research and documentation. Resources are scarce, and environments are challenging. Priority is rightly given to life-saving actions. However, more should be done to address this important knowledge gap.

Moving forward: A shared responsibility

A number of policy options and solutions could therefore be recommended. First of all, to launch an appropriate response to TIP in crises, TIP should gain recognition as a phenomenon interrelated to crises, not only as a side effect. Consequently, humanitarian responses in crises would have to be adapted to encompass the full reality of human trafficking and exploitation, as well as avoid leaving forms of trafficking unaddressed and victims unassisted. In practice, this would mean as a first step that capacity-building efforts towards humanitarian practitioners and targeted awareness-raising initiatives should be implemented to make sure the phenomenon is understood by front-line workers and other field practitioners.

It would also mean the adaptation of existing reporting mechanisms used in emergency settings, such as UN reports on sexual violence against women and girls in armed conflicts, or the Monitoring and Reporting Mechanism on serious violations against children to better reflect on trafficking and exploitation manifestations in times of crisis. Similarly, information management tools should be consolidated to enable systematic documentation of TIP manifestations. While the GBV Information Management System and the Child Protection offer this opportunity in their respective design, in practice, the qualification of trafficking victim is often put aside, leaving this human rights violation under-reported. As regards male victims or other forms of trafficking, such as TIP for the purpose of organ removal, the absence of dedicated tool within the international community response hamper all attempts of documentation and

consolidated analysis. In addition, specialized NGOs and organizations involved in direct assistance to victims, safe shelters and other services usually keep their own records outside the cluster mechanisms due to a number of reasons, in particular related to security and safety. Other actors, considered as development ones, may lack awareness regarding humanitarian interventions and specific mechanisms, and hence do not usually participate in the response. A consolidated or more consistent TIP information management system matching security and safety set standards would help humanitarian and policy workers to get a better picture of the extent of the phenomenon, its different forms, and hence, facilitate an enhanced response.

Finally, counter-trafficking strategies should be systematically part of the overall protection approach implemented during emergencies. Protection of IDPs, refugees, vulnerable migrants and other affected populations against exploitation and trafficking in times of crisis should be accordingly reflected in protection clusters' strategies. In addition, based on each setting, particularly a specific working group in charge of coordinating counter-trafficking activities, in particular prevention and mitigation measures, would be recommended. The specificities of the trafficking crime, its complexity, the profile of stakeholders involved in counter-trafficking, the special needs of the victims require particular attention and specialized approach to ensure protection standards are met.

In an attempt to raise awareness on TIP in times of crisis and recommended actions, the UN Special Rapporteur on trafficking in persons, especially women and children, IOM and Caritas recently brought the issue to a number of international forums, including during the 29th UN Human Rights Council and in ongoing consultations in the frame of the 2016 World Humanitarian Summit.⁷ Conscious that a lot remains to be done to properly address TIP in times of crisis, and that the response to TIP will have to be a shared, collective one, these events offered important platforms to advocate for the incorporation of counter-trafficking strategies within the International and Humanitarian Community responses. ■

6 However, a number of researches have been recently commissioned by different actors (UN, NGOs, universities, donors) on the issue. Such initiatives should be encouraged and further developed.

7 Summary report of the online consultation event organized on 18 June 2015 by the Professionals in Humanitarian Assistance and Protection office (PHAP).

Selected best practice: The Mixed Migration Task Forces along the Eastern and North African migratory roads

Despite the overall response gap, the IOM research allowed to identify a number of good practices in terms of counter-trafficking activities in crisis settings. The case study below is one of them.

Based on the important needs observed in the region and following the continuous flow of migrants and deterioration of the migration conditions, the International Community decided to mobilize its resources to get better understanding of the dynamics, migration trends and root causes affecting countries in the region, and provide coordinated rights-based operational responses in the field. A number of national Mixed Migration Task Forces (MMTF) forces were developed during the last decade, such as Somalia (2007) and Yemen (2008), with UNHCR and IOM acting as co-chairs. The strong protection component, the overall auspices of the Inter-Agency Standing Committee Protection Cluster, the inter-agency approach and the inclusion of victims of trafficking among the priorities make these MMTF good practices.

In 2011, in order to address overall regional migration and identify asylum challenges, a Regional Mixed Migration Secretariat (RMMS) was then established, followed by another regional platform, the MMTF NOAH (North Africa). Through innovative research and knowledge management activities, as well as facilitation of inter-agency collaboration, these regional MMTF aims at promoting a human rights-based approach to ensure the protection of people moving in mixed and complex flows along the North/East African migratory routes. The Regional MMTF core team includes the Danish Refugee Council, UNHCR, OHCHR and IOM.

These structures are proving to be foundational in ensuring evidence-based and timely responses to ongoing crises in Libya, Yemen and across the region in relation to the nexus between human trafficking, crisis and migrant protection.

“Protection of IDPs, refugees, vulnerable migrants and other affected populations against exploitation and trafficking in times of crisis should be accordingly reflected in protection clusters’ strategies.”



The North Africa Mixed Migration Task Force and the Mixed Migration Hub

Steve Thorpe¹

Human mobility in North Africa is characterized by complex movements originating within the region, as well as other parts of Africa and the Middle East. These involve both regular and irregular migrants, such as those escaping poverty and discrimination and other human rights violations, those in search of a more dignified life and better opportunities, refugees and asylum-seekers, and those looking to reunite with family abroad. Some are smuggled migrants, others become victims of trafficking, both of which include unaccompanied minors. Addressing the rights and needs of vulnerable migrants in these mixed and complex flows requires coordinated effort by key actors and insight into the circumstances of these movements.

The Mixed Migration Hub (MHub) works on behalf of the North African Mixed Migration Task Force consisting of the Danish Refugee Council, the International Organization for Migration, the Office of the High Commissioner for Human Rights, the Regional Mixed Migration Secretariat (Nairobi), the UN High Commissioner for Refugees and the UN Office on Drugs and Crime. The Task Force promotes a human rights-based approach to ensuring the protection of people moving in mixed and complex flows to, through and from North Africa and fosters collaborative approaches among key stakeholders.

MHub provides the secretariat for the North Africa Mixed Migration Task Force with a view to:

- **Pooling expertise:** North Africa Mixed Migration Task Force members regularly share their expertise and identify good practices and lessons learned. MHub collects this expertise and disseminates it through its information channels.
- **Disseminating innovative and good practices:** MHub and the North Africa Mixed Migration Task Force members share lessons learned with governments and concerned actors to promote protection of the human rights of people on the move.

- **Establishing priority areas for cooperation and potential joint programme responses:** Exchange and cooperation among members of the North Africa Mixed Migration Task Force and with national governments, interregional bodies and other UN agencies can promote synergies, define new interventions and minimize duplication.
- **Advocacy:** MHub provides a collective means for Task Force members to highlight pressing policy and programmatic concerns.

MHub is also a go-to place for knowledge, data and research. MHub collects, analyses and disseminates relevant data among North Africa Mixed Migration Task Force members and concerned stakeholders. It produces a **monthly migration trend bulletin** covering mixed migration issues in the region. These trend bulletins bring together information from a wide range of sources, such as national government statistics, international organizations, NGOs and the media.

MHub produces innovative research. In July 2015, MHub launched its first research publication *Detained Youth: the fate of young migrants, asylum seekers and refugees in Libya today*, which looked into the conditions of young migrants experiencing detention in Libya today. This study demonstrated that a significant number of migrants transiting through Libya experienced detention at some point on their journey, in which beatings and appalling conditions were widespread. Release was often secured only when large payments were made to guards. None of the 45 interviewees said they had access to a legal process, nor were they informed of their rights or given access to a lawyer.

A forthcoming study in partnership with Sussex University, titled *Conditions and Risks of Mixed Migration in North East Africa*, looks in detail at migration patterns in Egypt, Ethiopia and Sudan focusing on the experiences of people who are on the move. This study finds that a lack of safe and regular migration opportunities drives migration underground, far too often resulting in human rights violations and abuses during the journey. This study identifies four major protections issues. First,

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onward movement of refugees arises from a lack of protection, but also creates further protection risks. Second, smuggling activities may quickly develop into trafficking once the journey has begun due to the practice of individuals being passed from one group to another. Third, the common lack of identification documents increases vulnerability when in contact with a State official, often involving legally sanctioned punitive measures, such as detention and even deportation. Finally, the growing population of unaccompanied minors making these journeys face greater risks in comparison to other groups due to their vulnerability. (For more detail, see article by Michael Collyer et al. in this issue of MPP.)

In the coming months, MHub will launch the Migrant Footprints database and visualization tool. This tool gathers statistics on migration routes and trends in the region from various sources and makes this information available using dynamic data visualization techniques and interactive maps, providing an intuitive and accessible platform for data sharing. ■

For more information, visit the website

www.mixedmigrationhub.org

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Detained Youth: The fate of young migrants, asylum-seekers and refugees in Libya today, July 2015

This study paints a damning picture of the immigration detention of young migrants, asylum-seekers and refugees in Libya today. Based on in-depth interviews with 45 former detainees (85% of whom were unaccompanied children or young people), the study reveals a consistent pattern of arbitrary detention; of people held for months at a time without any form of due process in squalid, cramped conditions. Detention occurs in facilities across the country, many of which are reported to be under the control of the governing authorities or militia forces. Serious violations, including allegations of violence and brutality, are said to be commonplace, including in some of Libya's most well-known detention centres.

As the first study of its kind to assess the particular plight of detained refugee, asylum-seeking and migrant children and youth in Libya's immigration detention centres, it provides timely information about the current situation in the country. The right to liberty and freedom from arbitrary detention is among the most fundamental of rights belonging to all human beings, and its consistent denial, especially to vulnerable minors and young people, is a matter of the gravest concern. The absence of a humane and orderly framework for handling migration flows in Libya is no doubt a contributing factor to the ever increasing numbers of migrants, asylum-seekers and refugees willing to risk their lives in the Mediterranean to reach the safety of Europe.

(Available at www.mixedmigrationhub.org/resources/mmtf-noah-research/)

Migration research in the Middle East and North Africa: An overview of recent and forthcoming publications



IOM Middle East and North Africa 2014 Annual Report

The 2014 annual report on IOM's efforts in the Middle East and North Africa (MENA) reflects the areas of work carried out by the organization within the region. The report also includes a data analysis section that presents a comprehensive breakdown of persons who have benefitted from IOM activities in the Middle East and North Africa in 2014.



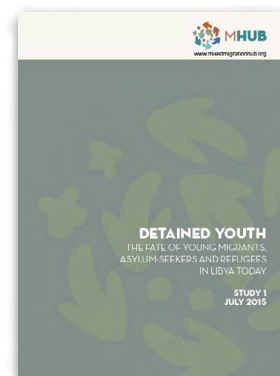
Migration Trends Across the Mediterranean: Connecting the Dots

Conducted by Altai Consulting for IOM, and based on unique and in-depth qualitative research in countries along the Western and Central Mediterranean routes, the study adds new insights to the ongoing debate over migration across the Mediterranean.



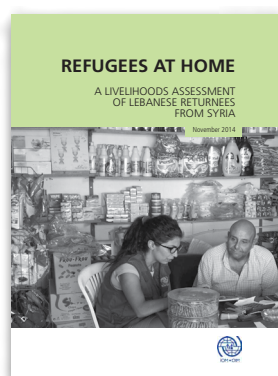
MENA Migration Blog

Hosted by IOM MENA, this blog provides a flexible space for discussion and debate between academics, practitioners, journalists and students. In addition to being open to contributions, the blog maintains a resource center for upcoming events and recent publications regarding migration in MENA.



Detained Youth: The Fate of Young Migrants, Asylum Seekers and Refugees in Libya Today

A new study by Asmita Naik for the Mixed Migration Hub (MHub) reveals a consistent pattern of young migrants, refugees and asylum-seekers held in arbitrary detention in squalid, cramped conditions for months at a time without any form of due process. The study explores the experiences of detention of young migrants, refugees and asylum-seekers in Libya between November 2012 and November 2014.



Refugees at Home: A Livelihoods Assessment of Lebanese Returnees from Syria

Displaced from residency in the Syrian Arab Republic, Lebanese returnees should have equal access to the Lebanese labour market and public services, but often lack the support of humanitarian assistance, the Lebanese government, friends and family, and in the same way as refugees. Returnees remain, on the whole, an under-assisted group.



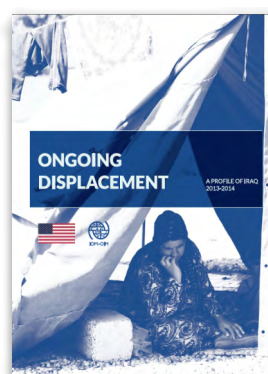
Pilot Project: Assessment and Strategy Development to Respond to Sea Level Rise on Human Mobility in Abu Qir, Egypt

This report outlines the results of research and activities assessing the impacts of sea level rise on Abu Qir, and contains conclusions and recommendations on policy and practical options to counter the negative effects of sea level rise.



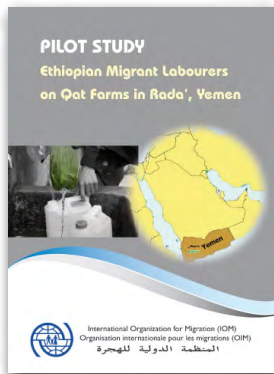
Assessment of Priorities for the Development of Libya's Migration Policy: A Strategic Vision

This assessment report supports efforts to develop a domestic migration policy for Libya and provides an overview of key migration challenges facing Libya, as well as suggests how these might be met through government action.



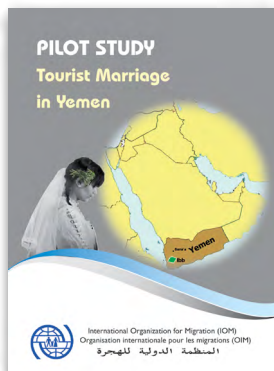
Ongoing Displacement: A Profile of Iraq 2013–2014

Ongoing Displacement profiles the displacement trends, living conditions, needs and intentions of populations that have been displaced in Iraq since 2013. Through a series of household questionnaires, focus group discussions, as well as supplementary data from IOM's Displacement Tracking Matrix, this report shows how the most recent crises have affected internal displacement in Iraq.



Pilot Study: Ethiopian Migrant Labourers on Qat Farms in Rada', Yemen

This research investigates the alleged situation of Ethiopian migrant labourers being forced to work on qat farms in Rada' Governorate, Yemen, and offers a list of recommendations to take action and strengthen the response against labour exploitation, human trafficking and migrant smuggling.



Pilot Study: Tourist Marriage in Yemen

This publication assesses the phenomenon of tourist marriage and explores the economic and social dimensions and consequences of tourist marriage, highlights its impact on young Yemeni females and their families and identifies how tourist marriage is a form of human trafficking.

Conditions and Risks of Mixed Migration in North East Africa (forthcoming)

Examining the migration patterns in Egypt, Ethiopia and Sudan with a focus on the experiences of people who are on the move, new insights are gained into the often complex, multistage and non-linear migration journeys, as well as the protection challenges faced along the way. The study was carried out by researchers of the University of Sussex commissioned by MHub.

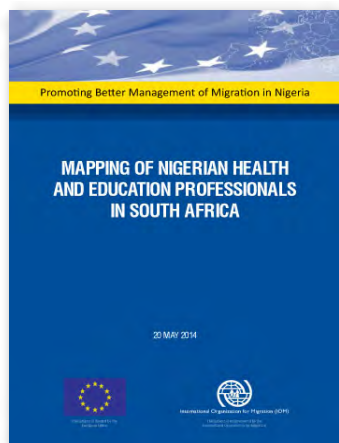
First Situation Report on International Migration in the Arab Region: Migration, Displacement and Development in a Changing Arab Region (forthcoming)

The first of its kind, this report provides a comprehensive overview of migration in the Arab region. It compiles up-to-date data on contemporary migration trends, highlights the most important developments in the region in numerous areas of migration governance, and in a thematic chapter, analyses the nature and effects of the different kinds of forced migration in the Arab region and its consequences for development. The report is the product of the collaboration of 15 organizations that have come together under the umbrella of the Working Group on International Migration in the Arab region under the leadership of the UN Economic and Social Commission for Western Africa, the League of Arab States and IOM. The work was supported by several international experts.

Returning Yemeni Migrants from the Kingdom of Saudi Arabia: Analysis of the Character of Yemeni Irregular Migrants in Saudi Arabia and Potential Impacts / Implications of Large Scale Return (forthcoming)

This chapter aims to shed some light on the historical patterns of labour mobility from Yemen to Saudi Arabia and the effects of this phenomenon in both Yemen and Saudi Arabia. It explores the possible implications of the recent Nitaqat labour policy changes in Saudi Arabia for Yemeni and host communities in Saudi Arabia, as well as for returning workers, their families, and communities of origin in Yemen.

Publications



Mapping of Nigerian Health and Education Professionals in South Africa

2014/60 pages

English

Available for [PDF download](#)

The trend of Nigerians migrating to South Africa has been increasing over time and indications are that this is still continuing. The increasing migration trend has created an opportunity to harness the potential resources of this group. This mapping exercise was conducted to provide information on the Nigerian diaspora working in the health and education sectors in South Africa, as well as to identify those who are willing to invest or contribute their skills towards the development of Nigeria.



Dialogue International Sur La Migration N° 24 - Migration et Famille

2014/108 pages

French

ISSN 1726-4030

ISBN 978-92-906

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Dialogo Internacional Sobre La Migración N° 24 - Migración y Familias

2014/108 pages

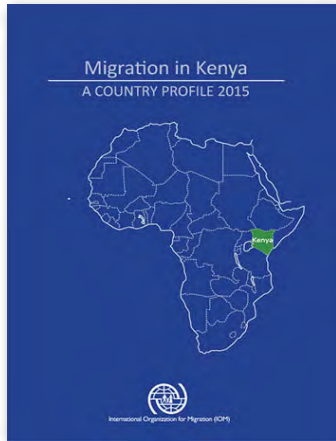
Spanish

ISSN 1726-4049

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This publication contains the report and supplementary materials about the workshop on migration and families, which was held in Geneva, Switzerland, on 7 and 8 October 2014, within the framework of the International Dialogue on Migration (IDM). The workshop was the second in a series of two workshops organized in 2014 under the overarching theme, "Migration Human Mobility and Development: Emerging Trends and New Opportunities for Partnerships". It focused on family migration and on the differential and challenging impact of migration on the family unit and its members, and offered policymakers and practitioners an opportunity to showcase and exchange policies, cooperation and partnership frameworks, and lessons learned. The workshop also discussed practical solutions at the regional, national and international levels to respond to the challenges that migrant families and their members are facing.



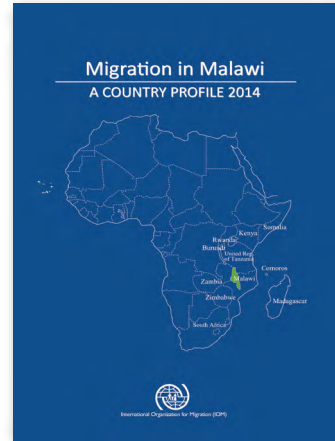
Migration in Kenya: A Country Profile 2015

2015/201 pages

English

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Migration in Kenya: A Country Profile provides an overview of Kenya's migration data, trends and the country's legal framework and governance structures as they pertain to migration. The report also describes the impact of migration on the country's health, environment and socioeconomic development. The report can be considered a first step towards an integrated and effective migration data management framework for the country. The migration profiling exercise was undertaken at the request of the Government of Kenya, through the Department of Immigration, and with funding from the IOM Development Fund.



Migration in Malawi: A Country Profile 2014

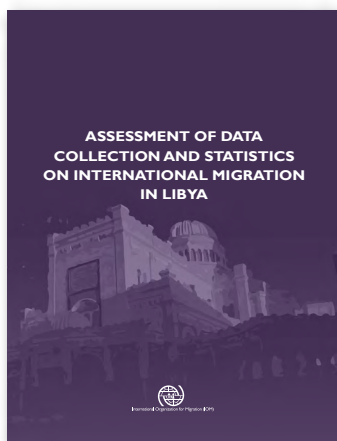
2015/120 pages

English

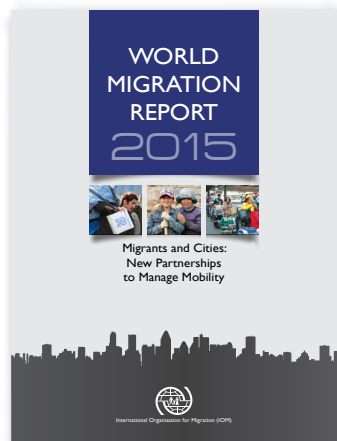
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This book explores migration in Malawi and discusses the most recent trends in the numbers and types of migrants, irregular migration, Malawian diaspora and remittance flows.

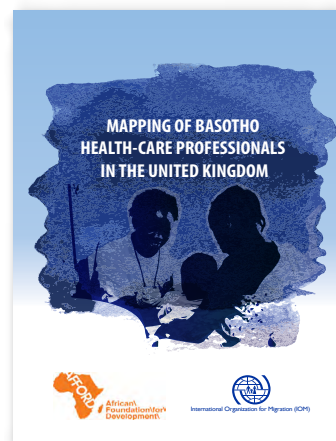
Forthcoming



Assessment of Data Collection and Statistics on International Migration in Libya
English



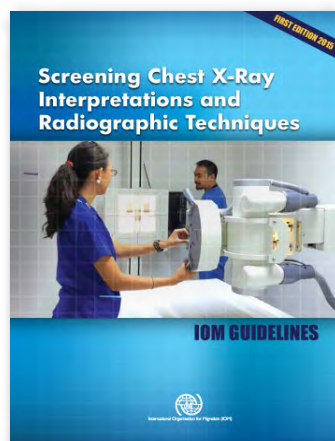
World Migration Report 2015
Migrants and Cities: New Partnerships to Manage Mobility
English, French, Spanish



Mapping of Basotho Health-care Professionals in the United Kingdom
English



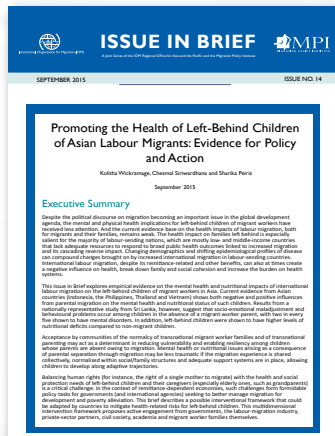
Beyond Goudou Goudou: Portraits of Recovery
English



Screening Chest X-Ray Interpretations and Radiographic Techniques
English



10 Years in Myanmar (2005–2014)
English



Promoting the Health of Left-Behind Children of Asian Labour Migrants: Evidence for Policy and Action

2015/12 pages

English

Despite the political discourse on migration becoming an important issue in the global development agenda, the mental and physical health implications for left-behind children of migrant workers have received less attention. The current evidence base on the health impacts of labour migration, both for migrants and their families, also remains weak. The health impact on families left behind is especially salient for the majority of labour-sending nations that may lack adequate resources to respond to broad public health outcomes linked to increased migration and its cascading reverse impact.

In *Promoting the Health of Left-behind Children of Asian Labour Migrants: Evidence for Policy and Action*, authors Kolitha Wickramage, Chesmal Siriwardhana and Sharika Peiris explore empirical evidence on the mental health and nutritional impacts of international labour migration on the left-behind children of migrant workers in Asia. To mitigate these health-related risks for left-behind children, the authors describe a possible multi-dimensional interventional framework that countries can adopt.

MPP Readers' Survey

Migration Policy Practice (MPP) was launched three years ago and the editors would now like to invite readers to spare a couple of minutes to participate in a short readers' satisfaction survey.

The purpose of this survey, which can be taken anonymously, is to help us identify our readers' profiles, the institutions they represent and their primary interests in our journal. The survey's responses will contribute, in particular, to adjusting and improving, as appropriate, *MPP's* content and style, and thus the reader's experience.

Should you wish to participate in this survey, please [click here](#).

Thank you.





Call for authors/Submission guidelines

Since its launch in October 2011, *Migration Policy Practice* has published over 110 articles by senior policymakers and distinguished migration policy experts from all over the world.

Past authors have included, *inter alia*:

Eric Adja, Director General of the International Migrants Remittances Observatory (IMRO) and Special Adviser to the President of Benin; *John K. Bingham*, Global Coordinator of civil society activities in the United Nations High-level Dialogue on International Migration and Development and the Global Forum on Migration and Development; *Ambassador Eva Åkerman Börje*, Chair of the GFMD 2013-2014; *Mark Cully*, Chief Economist at the Australian Department of Immigration and Border Protection; *António Guterres*, United Nations High Commissioner for Refugees; *Khalid Koser*, Chair of the World Economic Forum Global Agenda Council on Migration; *Khalid Malik*, Director of the Human Development Report Office, United Nations Development Programme (UNDP); *Cecilia Mamlström*, EU Commissioner for Home Affairs; *Ali Mansoor*, Chair of the GFMD 2012; *Andrew Middleton*, Director of Culture, Recreation and Migrant Statistics, Australian Bureau of Statistics; *Najat Maalla M'Jid*, United Nations Special Rapporteur on the sale of children, child prostitution and child pornography; *Robert A. Mocny*, Director of US-VISIT, US Department of Homeland Security; *Imelda M. Nicolas*, Secretary of the Commission on Filipinos Overseas (CFO), Office of the President of the Philippines; *Ignacio Packer*, Secretary General of the Terre des Hommes International Federation; *Kelly Ryan* (Coordinator of the Intergovernmental Consultations on Migration, Asylum and Refugees – IGC, Geneva); *Martin Schulz*, President of the European Parliament; *David Smith*, Director of Surveys and Reporting, Australian Department of Immigration and Border Protection; *Sir Peter D. Sutherland*, Special Representative of the UN Secretary-General for Migration; *Ambassador William Lacy Swing*, Director General of the International Organization for Migration (IOM); *Myria Vassiliadou*, EU Anti-Trafficking Coordinator, European Commission; *Catherine Wiesner*, Deputy Assistant Secretary of State, Bureau of Population, Refugees and Migration, US Department of State.

***Migration Policy Practice* welcomes submissions from policymakers worldwide. As a general rule, articles should:**

- Not exceed five pages and be written in a non-academic and reader-friendly style.
- Cover any area of migration policy but discuss, as far as possible, particular solutions, policy options or best practice relating to the themes covered.
- Provide, as often as applicable, lessons that can be replicated or adapted by relevant public administrations, or civil society, in other countries.

Articles giving account of evaluations of specific migration policies and interventions, including both evaluation findings and innovative evaluation methodologies, are particularly welcome.

To discuss any aspect of the journal, or to submit an article, please contact:

- **Solon Ardittis** (sardittis@eurasylum.org); and
- **Dr Frank Laczko** (flaczko@iom.int)