



REGIONAL STRATEGY FOR WEST AND CENTRAL AFRICA 2014 - 2016

INTERNATIONAL ORGANIZATION FOR MIGRATION



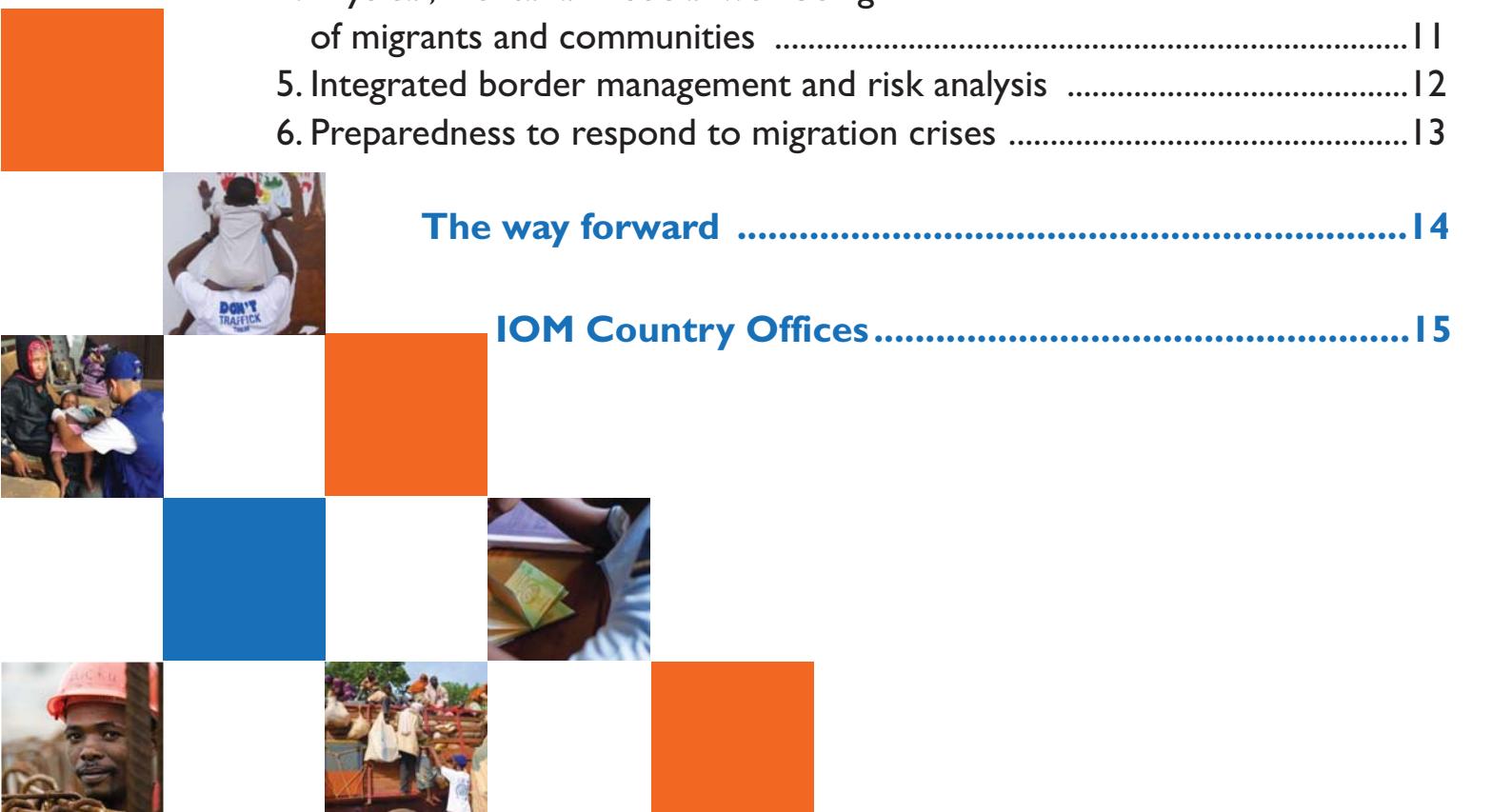
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Countries covered:

West Africa: Cape Verde, Côte d'Ivoire, Benin, Burkina Faso, Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, Togo.

Central Africa: Cameroon, Central African Republic, Chad, Equatorial Guinea, Gabon, Republic of Congo, Sao Tome & Principe.

Executive summary

More than 230 million people resided outside their home country in 2013¹, and there is no longer a single state that can claim to be untouched by human mobility. Migration is a key dimension of both globalization and development, and international migration has become one of the foremost topics of the 21st century.

The International Organization for Migration (IOM) has a lead role at the global level on migration management activities. Its Regional Office for West and Central Africa, based in Dakar, covers 23 countries and 5 regional economic communities.

Migration across West and Central Africa is illustrated through varied patterns and flows, in turn, highlighting important challenges, including the lack of migration data, weak border management and controls, lack of harmonized migration management plans, recurrent need of humanitarian assistance, irregular migration and human trafficking, and the overall increasing vulnerability of migrants.

The region is prone to chronic humanitarian crises linked to conflict and environmental conditions which lead to widespread population displacement within the region. The current situation represents not only a challenge for the affected countries but also for the region as a whole. Likewise, it is a challenge for IOM and its partners to develop policy and address operational migration challenges at the regional and national level.

This Regional Strategy aims to provide a strategic framework for responding to the particular challenges and opportunities faced in the region. Taking into account the dynamic nature of migration and the regional context, this strategy identifies the key areas of intervention for 2014/2016 as:

- Migration policy development and inter-state dialogue;
- Labour migration and development;
- Migrant assistance and protection;
- Physical, mental and social well-being of migrants and communities;
- Integrated border management and risk analysis;
- Preparedness to respond to migration crises.

The overall objective remains to uphold the rights and meet the needs of migrants, harness the benefits of migration, address its challenges and constraints, mitigate the associated risks, and govern migration. The strategy is based on the IOM Strategic approach which emphasizes the importance of facilitating human and orderly migration for the benefit of all.

¹ United Nations, Department of Economic and Social Affairs, Population Division, September 2013.

Introduction

Established in 1951, the International Organization for Migration is the principal intergovernmental organization in the field of migration. Currently, IOM counts 155 member states. A further 11 states hold observer status, as do numerous international and nongovernmental organizations. IOM's programme budget for 2012 exceeds USD 1.2 billion, funding over 2,300 active programmes and more than 7,800 staff members serving in more than 470 field offices in more than a hundred countries.

I. IOM strategic approach

The primary goal of IOM is to facilitate the orderly and humane management of migration. Building on its expertise and experience, IOM strives to address in a comprehensive way the challenges of migration, highlighting its development potential while minimizing its negative effects.

To achieve that goal, IOM focuses on the following activities, acting at the request of, or in agreement with, Member States²:

1. To provide secure, reliable, flexible and cost-effective services for persons who require international migration assistance.
2. To enhance the humane and orderly management of migration and the effective respect for the human rights of migrants in accordance with international law.
3. To offer expert advice, research, technical cooperation and operational assistance to States, intergovernmental and non-governmental organizations and other stakeholders, in order to build national capacities and facilitate international, regional and bilateral cooperation on migration matters.
4. To contribute to the economic and social development of States through research, dialogue, design and implementation of migration-related programmes aimed at maximizing migration's benefits.

5. To support States, migrants and communities in addressing the challenges of irregular migration, including through research and analysis into root causes, sharing information and spreading best practices, as well as facilitating development-focused solutions.
6. To be a primary reference point for migration information, research, best practices, data collection, compatibility and sharing.
7. To promote, facilitate and support regional and global debate and dialogue on migration, including through the International Dialogue on Migration, so as to advance understanding of the opportunities and challenges it presents, the identification and development of effective policies for addressing those challenges and to identify comprehensive approaches and measures for advancing international cooperation.
8. To assist States to facilitate the integration of migrants in their new environment and to engage Diasporas, including as development partners.
9. To participate in coordinated humanitarian responses in the context of inter-agency arrangements in this field and to provide migration services in other emergency or post-crisis situations as appropriate and as relates to the needs of individuals, thereby contributing to their protection.
10. To undertake programmes which facilitate the voluntary return and reintegration of refugees, displaced persons, migrants and other individuals in need of international migration services, in cooperation with other relevant international organizations as appropriate, and taking into account the needs and concerns of local communities.
11. To assist States in the development and delivery of programmes, studies and technical expertise on combating migrant smuggling and trafficking in persons, in particular women and children, in a manner consistent with international law.
12. To support the efforts of States in the area of labour migration, in particular short-term movements, and other types of circular migration.

IOM aims to continue its role as the leading migration agency, strengthening its capacity to serve migrants and member states, and increasing government and public recognition of the contribution of migrants to society.

² MC/INF/287, IOM Strategy: Council Resolution n°I I150 (XCIII) and Annex.

2. IOM in West and Central Africa

The IOM Regional Office was established in 1998 in Dakar, Senegal, and covers 23 countries³ and 5 regional economic communities:

- Economic Community of West African States (ECOWAS – 15 countries);
- West African Economic and Monetary Union (WAEMU – 8 countries);
- Economic Community of Central African States (ECCAS – 10 countries);
- Central African Economic and Monetary Community (CAEMC – 6 countries);
- Mano River Union (MRU – 4 countries).

IOM's budget accounted for 46 million USD in 2013, spread across the 2 regions. IOM's projects are aligned with global, regional, country and mission level strategies and delivered in partnership with member states, developmental and humanitarian partners, regional economic communities and civil society organizations.

IOM Regional Office participates in the UN Development Group for West and Central Africa, the Subregional Coordination Mechanism for the UN support to the African Union, the New Partnership for Africa's Development in among others. At national level, IOM is also part of the UN Country Teams and the UN Development Assistance Frameworks.

3. Migration trends in West and Central Africa

Migration in the region is characterized by:

- Dynamic migratory patterns and a long history of intra-regional as well as inter-regional migration flows. West Africa provides the strongest example of intra-regional migration flows in sub-Saharan Africa, with 70% of migratory movements taking place within the sub-region mainly linked to employment;
- In recent years, irregular migration from sub-Saharan Africa towards Europe, and between West and Central Africa, has substantially increased. States, previously considered as countries of origin, are becoming transit and destination countries with irregular migration featuring prominently in the political agendas of most of the governments;
- Labour migration plays an important role, facilitated to some extent through the existence of free movement protocols;
- Unaccompanied migrant children are a common feature, often at risk of abuse, exploitation or trafficking;

WEST AFRICA

About 8.4 million migrants, representing 2.8% of the total population, move around West Africa (UN DESA, 2009). This is the largest total migrant stock in Africa and move either internally, intra-regional, continental or internationally. West Africa also concentrates the highest number of intra-regional migrants and to a lesser extent, migrants towards Northern Africa and Europe.

Labour mobility has significantly increased over the last decade. Following the regional economic integration and economic cooperation, a growing number of West Africans leave their home country in search of better opportunities. Estimations indicate that south-south migration within the region accounts for more than half of the migratory movements (UNDP, 2009).

Countries in the Sahel region have received a large influx of returnees as well as arms from Libya. Visible effects of these destabilizing elements are in Mali, but its neighbouring countries have also been affected. The situation in northern Mali has led to the displacement of people internally and regionally with consequences for regional migration, border management and for community stabilization. Niger is also witnessing the arrival of migrants from the region attempting to reach Libya and being expelled at the border, and also returnees who are fleeing the insecurity in northern Nigeria.

³ All of which are IOM Member States except Sao Tome & Principe and Equatorial Guinea.

- Several factors highlight the need to mitigate the impact of migration on health in the region, including high levels of internal and cross-border migration with high prevalence of communicable diseases, weak public healthcare system and policy frameworks, weak or non-existent cross border cooperation and collaboration mechanisms on migration and health, and lack of data on mobility and health;
- Cultural and ethnic groups are frequently split by borders, and Governments face challenges in managing international boundaries respecting the cross border communities;
- Border management is often perceived as an exclusively national competence and responsibility. The resulting fragmentation in national approaches has contributed to mismatching and often incompatible border management systems and practices for countries in the region;
- Droughts, desertification, deforestation, rising sea level, coastal erosion and flooding have increased in occurrence and severity over the last few decades. Natural disasters displace millions of people throughout the region;
- Conflicts in Liberia, Sierra Leone, Côte d'Ivoire, Mali, Central African Republic and Nigeria hit the region over the last decade. Mali, the Central African Republic and Chad are currently the main countries of origin of refugees and internally displaced persons;
- The Libyan crisis provoked emergency returns of more than 200,000 migrants, destabilizing the Sub-Saharan region.

CENTRAL AFRICA

Conflicts inevitably cause population displacement. As intraregional mobility is limited by the dense vegetation and the lack of inter-connecting roads, the majority of the migrants move to other African regions or Europe.

The ECCAS has a Protocol of free movement and the right of establishment of its citizens. While some measures facilitating the free movement of ECCAS citizens are in place, free movement and establishment has not been a priority for ECCAS Member States.

Besides, the oil windfall and the lumber industry have transformed countries such as Gabon, and Equatorial Guinea, into countries of destination, with Gabon hosting the largest number of migrant workers in Central Africa.

The humanitarian crisis in the Central African Republic has led to the displacement of people internally and regionally. Large and long-standing refugees from Central African Republic are in Chad, Cameroon and the Republic of Congo. Chad also witnesses the arrival of migrants from the region attempting to reach Libya and being expelled at the border, returnees fleeing the insecurity in northern Nigeria as well as returnees and refugees fleeing the inter-communal clashes in Sudan and the crisis in the Central African Republic.

This put an extra burden on communities of origin, notably in Chad and Niger;

- Security has deteriorated lately, showing that States are generally poor-prepared/equipped both individually and collectively to manage crises. The Sahel and Nigeria are notably affected by terrorist activities.



Key areas of intervention

The IOM Regional Office for West and Central Africa, in collaboration with its country offices, is engaged with national governments and regional institutions in six key strategic areas.

I. Migration policy development and inter-state dialogue



Strengthening the intra-regional dialogue

In West Africa, governance of migration is hampered by an insufficient level of dialogue between the regional institution and its Member States. For this purpose, in 2000 the Migration Dialogue for West Africa (MIDWA) was created by ECOWAS in cooperation with IOM.

Coordination problems among regional and national policies also exist in Central Africa which led ECCAS Member States to request to establish a migration dialogue process. A regional conference on migration was organized by ECCAS and IOM in 2012. The conference culminated in draft recommendations for the establishment of a Migration Dialogue for Central African States (MIDCAS).

In West Africa, IOM provides technical support for the strengthening of the MIDWA as a regional consultative process on migration (RCP) under the leadership of the ECOWAS Commission and ECOWAS Member States, and support the operational structure of MIDWA.

In Central Africa, IOM supports the establishment and operational structure of the MIDCAS as the first RCP on migration in Central Africa under the leadership of the ECCAS Commission and ECCAS Member States.

Supporting both platforms, IOM aims to strengthen the contribution of ECOWAS and ECCAS Member States to the global dialogue on migration, and in particular to the Global Forum on Migration and Development and the UN High Level Dialogue on Migration.

Strengthening migration data management

Despite the extent of migration dynamics in the region, there is little data on migration both at national and regional level. Existing data is often poorly managed and not linked to policy choices. Indeed, research capacities are quite limited to produce the necessary evidence for coherent and comprehensive policies. As a result, the migration policies adopted do not rely on evidence-based instruments.

IOM supports the development of national and regional migration profiles; facilitate the establishment of inter-departmental mechanisms at government level to collect and manage data; and train the key national institutions and departments at regional level on migration data management.

Strengthening national migration policy development

Whilst several countries have expressed their willingness to engage in the process of drafting and endorsing national policies on migration or have requested external assistance to do so, the ECOWAS and ECCAS States do not have yet comprehensive national migration policies in place defining the strategic framework and the division of responsibilities between the various national stakeholders involved in migration management. National frameworks are still defined by the legislation regulating specific sub-sectors (immigration, refugee protection, trafficking, labour, etc.). This situation raises incoherence between national instruments, especially since the coordination between the various institutions involved remains generally weak.

At national level, IOM supports the development of migration policy frameworks through:

- The establishment of inter-governmental migration working groups or taskforces;
- The drafting of national Migration Policy documents;
- Training in key areas of migration management;
- The integration of migration into other national policies.

At regional level, IOM works together with ECOWAS to develop and assist in the implementation of a new regional migration policy framework. It also supports the ECOWAS Common Approach on Migration, as well as the ECCAS and ECOWAS protocols on free movement.

At African level, IOM organize capacity building and awareness-raising campaigns on the African Union Migration Policy Framework for Africa.

2. Labour migration and development



Supporting regional economic integration and free movement processes

Free movement frameworks exist for both West Africa and Central Africa and yet, full implementation remains a challenge. This is particularly affecting the rights of residence and establishment, which are at the core of the facilitation of regional labour mobility. Restrictive immigration policies, notably for migrant workers, still apply.

IOM aims at strengthening the capacities of the Regional Economic Communities and their member states to address obstacles to regional labour mobility, including through the harmonization of national legislations and the development of mechanisms for the mutual recognition of qualifications and skills. IOM supports States to develop and implement bilateral labour migration agreements. Improving potential migrants' access to information on the possibilities and procedures for legal labour migration within and outside the region is essential to facilitate their mobility.

Protecting migrant workers and their families

Protecting the rights of migrant workers and their families as well as their access to appropriate social protection is a key issue in both regions. Many undocumented migrants face great difficulty in accessing social protection systems. Several countries have ratified the UN Convention on the rights of migrant workers and their families, and it is important to underline that these rights and obligations apply both to their own migrants abroad and towards migrant workers in their country.

Although international instruments are developed to protect migrant workers' rights, the ratification and implementation of these instruments remains a challenge in most countries.

IOM promotes the ratification of international conventions on migrants' rights and supports the governments in the actual implementation. This includes support for the review and development of national legislation, capacity building of government agents, as well as information and sensitization campaigns towards migrants and civil society organizations.

Enhancing the positive impact of migration on development

The development impact of labour mobility between the southern and northern hemispheres is widely recognized. However, the impact of south-south labour mobility is often disregarded.

The impacts of both phenomena need to be capitalized on and integrated into policy and legislative frameworks, as well as promoted through practical incentives. For instance, sending remittances between countries of the

region can be more expensive than north-south transfers. Besides, due to lack of proper channels, the cost of informal transfers is much higher.

The challenge of brain-drain is also a reality for south – south labor mobility. Increasing capacity in the countries of origin will help compensate for emigrating highly skilled workers, as well as the mobilization of the skills and capacities of diaspora in favor of their home countries.

An efficient labour migration policy can relieve unemployment pressure, notably youth unemployment, and contribute to development through channeling remittances, transfer of know-how, and the creation of business and trade networks.

IOM supports States in developing strategies to actively engage their diaspora in local and national development initiatives.

IOM encourages the transfer of skills through the temporary or virtual return of qualified nationals and promotes mechanisms to channel and maximize the impact of migrant workers' remittances.

enforcement and judiciary authorities often lack the necessary tools to criminalize traffickers. Many of them are unaware of their crucial role in identifying victims and addressing their first needs. Shelter structures and civil society organizations do not often comply with minimum standards to ensure legal guardianship of children hosted, and cooperate among themselves on an ad hoc basis and through informal channels. Moreover, the majority of legal frameworks addresses exclusively the child trafficking phenomena and leave aside adult women and men victims of trafficking.

In addition, the situation of stranded migrants is a problematic issue. Little data is available regarding the scope of the phenomenon and its root causes, let alone its legal definition, and little information exists on the human rights challenges that stranded migrants face. They are more vulnerable to discrimination, particularly in relation to their access to basic services. IOM offices have witnessed an increasing number of referrals from governments, partners and migrants themselves, often stranded and in dire conditions and asking for assistance to return to their countries of origin, in the region and outside the region.

IOM sets the foundations for the establishment of effective referral systems among national and international counterparts in dealing with direct assistance and protection to people on the move, either victims of trafficking, asylum seekers, refugees, smuggled or stranded migrants.

IOM has built local partnerships for the assistance to victims of trafficking and now aims to institutionalize these networks and giving them the opportunity to enlarge the protection spectrum to all vulnerable migrants. IOM coordinates the stakeholder's efforts and contributes to build capacities in providing protection for people on the move through a regional assistance network and referral system.

Fostering effective reintegration of returning migrants

Effective reintegration of returning migrants via the Assisted Voluntary Return and reintegration (AVRR) programmes is a priority for the region, which receives large numbers of returning migrants from overseas and due to migration crises (Ivory Coast, Libya, Central African Republic). Family tracing, return and reintegration of unaccompanied minors are part of these important activities.

3. Migrant assistance and protection



Enhancing cooperation and capacities of key stakeholders in providing protection measures to vulnerable migrants

The majority of international and regional instruments against trafficking in persons have been ratified by the majority of countries in the region. Nevertheless, some of the national laws recently adopted are often partial, law

Through the enhancement of national partnerships and cooperation, IOM encourages the implementation of socio-economic reintegration options in countries of origin to returning migrants using a homogeneous and integrated approach which promotes sustainability and self-reliance. Countries of origin receive returning migrants from different destination countries and apply different assistance modalities and reintegration packages at the request of the diverse host countries. A country of origin approach should be implemented to be able to provide the same standards of assistance to migrants returning to the same village or region and to foster better integration within existing socio-economic contexts.

Identifying the most appropriate protection measures for children on the move (unaccompanied and separated children)

West and Central Africa is characterized by high intra-regional mobility of unaccompanied minors. Often looking for better socio-economic opportunities and education, children move independently within the region and sometimes face exploitation.

One of the top priorities is to enhance inter-state cooperation and capacities of service providers and communities alike in order to protect children on the move and rescue them from exploitation in line with international standards and best practices.

IOM participates in a regional working group on child mobility where both international, regional organizations and NGOs gather to analyze regional child mobility trends and possible protection responses.

Through increased cooperation at national and regional level, IOM promotes the identification of effective protective measures for children on the move. These measures should involve at least the identification of legal guardians in both host and origin countries as well as working for the most suitable durable solutions in line with best interest of the child.

4. Physical, mental and social well-being of migrants and communities



Integrating health component in all emergency responses in the region

Cholera, diarrhea, pneumonia, meningitis, measles, HIV, tuberculosis, malaria and other communicable diseases are common in the region due to recurrent food crises, conflicts, natural disasters, weak health systems, and high level of population mobility. They contribute to increase populations' physical, mental and psychosocial vulnerability.

IOM develop and implement programmes in emergency response situations to contribute to improve physical mental and social well-being of migrants and host communities.

Strengthening of health human resources

Most countries in the region face human resources for health shortages. Most countries also have substantial numbers of health professionals living in the diaspora and potentially willing to contribute to the development of the health sector of their country of origin.

IOM supports the virtual, temporary or permanent return of health professionals in the diaspora through health professionals' diaspora mapping, health professionals' needs assessment in the countries of origin, and the development of national Diaspora Engagement Strategies.

Promoting equitable access to health services for mobile populations

Although migration in itself is not a risk-factor for health, conditions surrounding the migration process (e.g. lack of hygiene or poor nutrition) amplify migrants' vulnerability, in particular for irregular migrants and Internally Displaced Persons (IDP). Migrants often lack access to health and social services, despite their high potential to suffer health risks deriving from exploitation, dangerous working and substandard living conditions.

IOM supports States to formulate health programmes and policies to address health inequities and barriers affecting migrants and mobile populations in transit and destination communities.

5. Integrated border management and risk analysis



West and Central Africa region is faced with strong regional security and economic considerations calling for effective and humane border management. Border authorities, however, in many of the countries in the region lack the resources and means, including up-to-date technical knowledge and skills, to effectively perform their duties. Moreover, border management has often been perceived by governments as an exclusively national competence and responsibility. The resulting fragmentation in the national approaches to border management has led to mismatching and often incompatible systems and practices for neighboring countries within the region.

Enhancing border management

IOM aims to enhance national and regional capacities for effective border management, *inter alia*, through the installation and use of automated Border Management Information Systems, namely IOM's Migration Data Analysis System (MIDAS). The system addresses the need of collecting and analysing data at the national level and offers the possibility of analysing and exchanging data. One of the intended long term goals is the complete automation of the external borders of the region with border management information system and harmonized data collection and analysis procedures.

Strengthening the skills and knowledge of border officials

Building effective migration management capacities requires regular and continuous training.

Developing regional training curricula for border officials aimed at harmonizing border management practices for all ECOWAS and ECCAS states has been identified as a regional priority in an effort to set the standards, establish best practices and procedures.

Enhancing intelligence functions for immigration officers and agencies

The role of intelligence functions for immigration officers and other border management agencies have often been overlooked and under resourced in the region. Reinforcing intelligence functions can in turn play a crucial role in addressing challenges relating to irregular migration, and cross border criminality based on assessed risks.

IOM supports the governments and regional institutions to reinforce intelligence functions, assess and analyze risks to reduce irregular migration and contribute towards prevention cross border crimes. With this approach, reinforced intelligence functions will also be able to serve early warning purposes in case of large scale cross border displacements, refugee movements as well as in case of human or animal epidemics.

6. Preparedness to respond to migration crises



IOM developed the concept of a “migration crisis” to capture the complex human mobility patterns that emerge from crises. The concept offers an analytical lens for understanding crises, for identifying gaps and for improving responses in general⁴. The ultimate goal of the framework is to help people to provide them with adequate assistance and protection and ultimately uphold their human rights and dignity.

Building resilience at community level in the Sahel region

The food and nutrition crises in the Sahel coupled with high population growth, environmental degradation and recurrent natural disasters, are growing in frequency and severity. Creating resilience, and an enabling environment for sustainable growth, requires supporting communities to acquire adaptive capacities to resist, absorb, and recover from future shocks and stresses, and to avoid forced displacement of populations in particular.

IOM supports small community stabilization interventions (alternative livelihoods and reintegration support, income generating initiatives, small community projects) and capacity building of local authorities in areas of high return of migrants and internally displaced persons (IDP) to increase the resilience of the overall population. IOM is part of the UN Regional Resilience Inter Agency Task Force for the Sahel, and also supports the UN Integrated Strategy for the Sahel.

Strengthening national and regional capacities to collect reliable data on population movements

The conflicts in Côte d'Ivoire, Libya, Mali and Central Africa Republic have prompted complex population movements and have spread people internally and across borders creating regional migration crises. These crises compounded large influxes of IDP, returnees, refugees, and placing additional strain on weak economies with limited basic social services and livelihood opportunities. It is now urgent to increase national and regional capacities to track the displaced people and to identify the needs in order to deliver efficient and effective assistance to affected populations.

IOM supports the development of standardized data management, analysis and mapping tools to collect reliable data on population movements and intentions in order to prevent, plan and respond according to their needs. Additionally IOM is expanding its communication with communities programming in the region in order to reach out and receive feedback from target communities.

Increasing national preparedness for the management of displaced populations

Partnerships between national authorities and humanitarian agencies are necessary to reduce the incidence of forced migration and to manage the situation of displaced populations.

IOM, as the global cluster lead for Camp Coordination and Camp Management in natural disasters (Inter-Agency Standing Committee), and following the roll out of the IOM Migration Crisis Operational Framework, assists governments in the region in managing displaced populations according to international standards, providing adequate protection and access to basic services.

⁴ The IOM Migration Crisis Operational Framework was approved at IOM's 101st Council in November 2012 (MC/2355), through the adoption of Resolution n°1243.

The way forward

The IOM Regional Strategy is a three years strategic framework for the West and Central Africa region. IOM will review it annually to ensure its compliance with emerging issues and priorities in the region.

The Regional Strategy is designed to build on the past endeavours of IOM in the region as well as to develop new initiatives to support targeted population groups (IDPs, refugees, returnees, migrants, etc.). The goal of IOM is to build local, national and regional capacities to effectively and humanely manage migration and to ensure and promote local, national, and regional ownership of the projects' results implemented with the support of IOM.

Through the Regional Strategy, IOM will strengthen its engagement and collaboration with the Civil Society Organizations and strive to be gender-sensitive by taking into consideration the specific needs of women and men in its outreach with partners and in its projects. It will also give particular attention to youth needs in relation to the emerging demographic trends environmental issues, vulnerability of countries in the region due to conflict and natural disasters, and in line with the Human Rights Based Approach, IOM will promote and strengthen the protection of human rights of migrants.

IOM looks forward to continue to work with its partners for responding to the migration's challenges and opportunities faced in the West and Central Africa region.

Please consult the IOM Website for West and Central Africa for updates and additional information:
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