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The Role of Population and Migration in Enhancing Regional Integration in the SADC and COMESA Regions



Economic Commission for Africa (ECA)
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The Role of Population and Migration in Enhancing Regional Integration in the SADC and COMESA Regions

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Table of Contents

Acronyms and Abbreviations	v
A. Introduction	1
B. Attendance	1
1.0 Proceedings of Day One: 1 December 2008.....	2
C. Opening Statements and Welcome Remarks	2
D. Electing the Officials.....	4
E. Apologies	5
F. Presentation of Workshop Papers.....	5
2.0 Proceedings of Day Two: 2 December 2008.....	11
i) Perspectives on Mechanisms for Promoting a Sub-regional Labour Market (Mr. Moses Kachima, SATUCC, Botswana)	11
ii) Perspectives on the Social Benefits and Costs of Free Movement of Persons in the SADC Region (Judith Kammerer, IOM, South Africa).....	13
iii) Discussions 2	15
iv) Group Work and Presentations	15
v) Group 1	16
vi) Group 2.....	17
vii) Presentation of the Workshop Recommendations	18
viii) Recommendations: First Day.....	18
ix) Recommendations: Second Day	19
x) Closing remarks	20
Annexure 1: List of Experts and Participants	21

Acronyms and Abbreviations

ACGSD	African Centre for Gender and Social Development
AIDS	Acquired Immune Deficiency Syndrome
COMESA	Common Market for Eastern and Southern Africa
CSOs	Civil Society Organizations
ECA	Economic Commission for Africa
ECA-SA	Economic Commission for Africa Southern Africa Office
EU	European Union
FTA	Free Trade Area
HIV	Human immunodeficiency Virus
ICPD	International Conference on Population and Development
ILO	International Labour Organisation
IMR	Infant Mortality Rate
IOM	International Organisation for Migration
MDGs	Millennium Development Goals
MYP	Multi-Year Programme
PoA	Plan of Action
RECs	Regional Economic Communities
RH	Reproductive Health
SADC	Southern African Development Community
SATUCC	Southern African Trade Union Coordination Council
SMEs	Small and Medium Enterprises
TB	Tuberculosis
TFR	Total Fertility Rate
UN	United Nations
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNZA	University of Zambia
WSSD	World Summit on Social Development

A. Introduction

1. As the two regional economic communities namely the Southern African Development Community (SADC) and the Common Market for Eastern and Southern Africa (COMESA) are closely moving towards deeper forms of regional integration current policies, procedures and arrangements on population and migration are not well understood within and across borders in relation to regional integration. In particular, there is a heavy focus on economic aspects of regional integration thus leaving the social dimension of the process at the margins of policy debates and official agendas.

2. In order to respond to this challenge, the Economic Commission for Africa Southern Africa Office (ECA-SA) in collaboration with the SADC held a two-day joint regional workshop in Johannesburg, South Africa under the theme *the role of population and migration in enhancing regional integration in the SADC and COMESA Regions*. The Workshop which was initially scheduled for three days took place from 1-2 December 2008. The workshop was part of the ECA-SA multi-year programme (MYP) with SADC.

3. The overall objective of the Workshop was to facilitate deeper exchange of perspectives, insights and lessons between stakeholders from the SADC and COMESA blocs with regard to the role of population and migration in enhancing integration in the two regions. More specifically, the workshop addressed itself to the following key objectives:

- To generate practical recommendations towards how regional cooperation among member states can contribute more effectively to the deepening of harmonization and rationalization of social and economic policies on population and migration and consequently to maximise welfare gains in the region;
- To generate policy oriented information on population and migration issues;
- To encourage different stakeholders to take decisions and actions on the recommendations on population and migration issues in their respective organisations.

4. Thus, collectively the workshop attempted to explore the welfare gains that can be realised through social integration by addressing challenges and opportunities associated with migration and population issues in the sub-region.

B. Attendance

5. Experts and participants for the workshop were drawn from eight SADC Member States (Botswana, Lesotho, Mauritius, Seychelles, South Africa, Swaziland, Tanzania and Zambia). Other participants came from the regional economic communities (SADC and COMESA Secretariats), the Southern African Trade Union Coordination Council (SATUCC) representing civil society organisations (CSOs), the University of Zambia (UNZA) representing the academia, while the UN family was represented by the International Organisation for Migration (IOM),

the United Nations Population Fund (UNFPA) and the Economic Commission for Africa (ECA). The full list of participants is attached as Annexure 1.

1.0 Proceedings of Day One: 1 December 2008

C. Opening Statements and Welcome Remarks

6. Three senior officials representing the ECA-SA, the SADC Secretariat and the South African Government delivered opening statements at the Workshop on behalf of their respective institutions.

7. Ms Jennifer Kargbo, the Director of the ECA-SA officially and warmly welcomed all the participants to the Regional Workshop. She paid special thanks to the SADC Secretariat for jointly convening the workshop with the ECA-SA while at the same time acknowledging the generosity of the South African Government for hosting the meeting through the Department of Social Development.

8. The Director noted in her speech that this particular workshop was of great importance to ECA because it resonated well with ECA's two defining thematic pillars of its work which are— (1) Promoting Regional Integration and (2) Helping meet Africa's special needs and global challenges. She stated that regional integration was an essential vehicle for the alignment and harmonization of several regional policies for promoting large-scale investments, and for promoting economic and social efficiency by encouraging the free movement of persons and other factors of production including labour.

9. She further stated that ECA strongly felt that population and migration issues have the potential to be the conduits for creating opportunities for the peoples of SADC and the common market for eastern and southern Africa (COMESA)—which is the main objective of regional integration. She also emphasised the need for inclusion of a strong social dimension in regional integration if the programme was to contribute to an equitable pattern of development—a point that was also echoed by the ECA's Executive Secretary, His Excellency Abdoulie Jannah in his keynote address to the August 2008 SADC Heads of State Summit in Johannesburg, South Africa during the launch of the free trade area (FTA). The Director stated that promotion of social dimension in the region could be achieved through empowerment of the people and institutions to better manage the outcomes of regional integration.

10. However, the Director stressed that the social dimension of regional integration and its impact on the livelihoods of citizens remains an issue for thorough investigation. It is for this reason that ECA deliberately invited experts from different government ministries/departments, civil society organisations (CSOs), academia, regional associations and selected UN Agencies

so as to have a cross pollination of ideas and also to help the meeting come up with practical recommendations. She threw a challenge at the workshop to seriously ponder on how the sub-region could use population and migration as instruments for facilitating businesspersons, professionals and skilled labour to build knowledge and capacity to unlock the regional potential for development. She went on to state that the ECA working with Member states and other stakeholders felt the need to create a platform for promoting population and migration issues which could act as a catalyst for social development in the sub-region.

11. In concluding her speech and setting the tone for the workshop, the Director urged the participants to critically discuss the issues before them with an open mind in order to respond to the overall theme of the workshop: the role of population and migration in enhancing regional integration in the SADC and COMESA Regions.

12. Mr Arnold Chitambo, the Technical Advisor on Employment and Labour at the SADC Secretariat delivered a speech on behalf of Mr Stephen Sianga, the Director of Social, Human Development and Special Programmes who was unable to attend the meetings due to prior commitments at the Secretariat. He however conveyed through Mr Chitambo his personal appreciation and gratitude to the Government of the Republic of South Africa for having graciously agreed to host this particular Workshop.

13. Mr Sianga noted that the SADC region is confronted with a number of challenges in the area of employment and labour which include among others, high levels of unemployment, underemployment, and low labour standards in general, low levels of productivity, lack of effective management of labour migration at both national and regional levels. He went on to state that there was a general mismatch between the requirements/demands of the regional labour market and the supply side of labour from the education systems in the region and lack of labour market information systems to facilitate planning. In addition, the region is plagued by gender inequality and child labour which hinder regional integration, social justice and economic prosperity.

14. He informed the participants that SADC is fully committed to the principles of tripartism and social dialogue through its structures, policy formulation and programme implementation. SADC has continued to nurture the social partnership of government, employers and workers in the region and in this respect, the partners have together, achieved some success towards addressing some regional challenges in the area of employment and labour. He further informed the participants that a number of policy documents aimed at addressing the challenges facing the region had been developed such as the SADC Charter of Fundamental Social Rights; the Code on child labour, the Code on HIV and AIDS and Employment, the Code on Social Security, the Code on the Safe Use of Chemicals and the Protocol on the facilitation of movement of persons.

15. Mr Sianga particularly stressed that the programme on capacity building on Labour Migration is aimed at developing a mechanism for data collection and analysis at both national

and regional levels. It involves strengthening Member States' capacity in data management and will thus develop a model for a coordinated approach to labour migration management at the SADC level including the facilitation of and effective management of labour mobility within the SADC region.

16. In conclusion, Mr Sianga commended the ECA-SA for taking the initiative to organize the workshop that, among others, attempted to address migration issues and how these impacted on regional integration. It was his expectation that the exchange of perspectives, insights and lessons by participants from the workshop would enhance SADC's approaches on management of population and migration issues with a view to ensuring that these contribute to enhancing regional integration and social and economic prosperity of the Region.

17. He further said that SADC looked forward to the conclusions and recommendations of the workshop. Mr Sianga stated that SADC's intention was to ensure that positive recommendations emanating from the workshop would be tabled before the SADC Ministers and partners responsible for population and migration issues to facilitate implementation.

18. Mr Jacques Van Zuydam, the Chief Director of Population and Development in the Department of Social Development, representing the South African Government noted that the workshop was timely and long overdue. He informed the participants that the South African Government had taken keen interest in social development including population and migration issues since the historic Democratic elections of 1994. He emphasised the need to take a holistic approach to social issues that shape the lives of the citizens across the region.

19. Mr Van Zuydam observed that regional integration without population issues would lead to social inequality. It was for this reason that the South African government deliberately initiated a number of policy interventions and actions to incorporate issues of population and migration in its development programmes. He implored the participants to come up with practical recommendations that would help governments in the sub-region to formulate policies that can adequately deal with population and migration challenges. He further suggested the need to address capacity issues in the region to make recommendations work.

D. Electing the Officials

20. After the official opening of the workshop, the participants proceeded to elect the Chairperson and rapporteur for the meetings. The ECA-SA Director explained that ordinarily the host country was supposed to chair the meetings. However, due to prior commitments elsewhere it was not possible for the South African officials to stay on and chair the sessions. In lieu of the South African officials, Ms Nkaiseng Monaheng, a participant from Lesotho was unanimously chosen to become the chairperson while the rapporteur was Mr. Vivekanand Singh

Joysuree from Mauritius. In between the sessions Ms Nkaiseng was assisted by Ms Thembi Zwane (Swaziland), Ms Derby Kebopetswe (Botswana) and Dr Hassan Yousif (Ethiopia).

E. Apologies

21. The South African officials tendered in their apologies for not being able to stay through the whole duration of the meetings because of commitments elsewhere.

F. Presentation of Workshop Papers

a) Overview of Population, Migration and Development (Dr Hassan Yousif, UNECA, ACGSD)

22. The presenter started by highlighting the dual nature of migration as a (1) factor in population dynamics and spatial distribution, and (2) source of labour for development at all levels. He noted that this dual role is becoming increasingly important as migration trends, internally and internationally, are increasing e.g., international migrants are in excess of 200 million today- three times their number in 1965. The presenter noted that stable relationships were conducive for supporting the welfare of people and societies. He also observed that where social relationships were stable there was a low propensity and desire to migrate and thus most of the explanations for migration are based on the kind and nature of economic and social relationships in society.

23. The presenter stated that modern societies are characterized by: (1) focus on the economic and trade dimensions of development i.e., great ability to create and accumulate wealth, (2) the role of social dimensions has become of secondary importance and, (3) rapidly widening economic and social gaps.

24. The economic and social disparities are manifested in high inequalities in income and resources, high unemployment rates which are usually associated with high propensity to migrate. Migration is thus a rational response to these disparities. The income disparities are at the core of the pull-push factors behind migration. So far many analyses have paid very little attention to the role and active participation of international migrants in the development process, their duties and responsibilities, entitlement to benefits and protection, and their human rights.

25. The presenter observed that the major weakness of current development processes today was the marginalization of social development. He argued that without the social dimensions development is incomplete and unsustainable. It is for this reason that the World Summit for Social Development in 1995 in Copenhagen (WSSD) called for full employment, poverty eradication, social integration, full respect to human dignity and

achieving gender equity and equality, and promotion of quality education and health, among others.

26. In analysing the global picture on migration, he noted both the positive and negative impacts that globalization has had on migration. For instance, globalization has led to expanded factor markets, trade and investment opportunities beyond local and national boundaries. It has also led to expansion of business and corporate activities across countries and continents. However, it has also exacerbated inequalities within and between nations. As a direct consequence, globalization has intensified competition for human resources, raised security and human rights concerns. It is generally said that global competition for human capital is greatly influenced by the migration policies of the receiving countries.

27. The presenter noted with concern some of the impacts of international migration on the development sectors such as (a) skilled labour emigration impact the health and education sectors adversely; (b) unskilled labour emigration impacts agriculture and mining sectors and (c) also leads to loss of institutional capacity and development. It is also noted that the public sector is more likely to lose skills to the private business and informal sector activities because of better incentives in the two sectors. On a favourable note, the presenter gives several examples of a win-win approach that can be realized from international migration such as migration being a positive force of development in countries of origin and destination through its multiplier effects. Therefore it must be understood in this context and supported by the right policies. He also gives a human rights perspective to migration e.g., the human rights of international migrants are recognized in many international agreements and policies.

28. The presenter argues within the context of regional cooperation and integration that international migration is both a producer and a product of international development relations. For example, all countries share common interests and goals relating to migration and development. However, national interests of countries may also contradict with each other.

29. He concluded by noting that population, migration and development are complex and intertwined. They must be understood and analysed in the context of economic and social relationships in societies. In order for policies to effectively maximize the resource potentials of international migration, they must be guided by human rights and cooperation between countries and regions. He further stated that there was need to develop robust migration policies and to foster partnerships on migration that are sensitive to the regional development needs.

30. In addition, there is need to build institutions and human capacity to manage migration through proper keeping of records, harnessing research activities and feeding research results into decision-making processes, and monitoring and upholding the rights of migrants and their families. Further more, efforts should be made to develop mechanisms to build synergies between migration policies and national development planning; and address paucity of data and research.

b) Population as a Catalyst for Social Development in Southern Africa (Professor Oladele Arowolo, UNFPA)

31. The presenter started by defining the concept of 'development'. He noted that development was about transformation of economic structures from a heavy dependence on subsistence agriculture to a modern urbanized and industrialized society. It was about internal process of structural change that generates and sustains a rapid economic growth so as to provide accessibility to people in the basic necessities of life (shelter, food, and education and health services). He argued that for the human social development agenda, development should be pursued in a manner that ensures i) private initiatives and broad-based participation of the people, (ii) equitable distribution of the benefit of development, and (iii) sustainability of the process of development. Put differently, people must be at the centre of human development.

32. To underscore his point, he referred to the UNDP measurement of human development using the life expectancy, education and access to resources indices. Unless there is improvement in these indices there can be no sustainable human development. The presenter called for the integration of population and related issues (including youth, gender, HIV/AIDS, etc.) into the current development frameworks. His presentation drew heavily from the international conference on population and development (ICPD) objectives and Plan of Action (PoA) of 1994 which centre on, among many other things:

- Interrelationships between population, sustained economic growth and sustainable development;
- Gender equality, equity and empowerment of women;
- The family, its roles, rights, composition and structure;
- Population, agriculture, and the environment;
- Population, youth and employment.
- Population growth and structure;
- Reproductive rights and reproductive health (RH);
- Health, morbidity and mortality;
- Population distribution, urbanization and internal migration;
- International migration;
- Population, development and education and;
- Technology, research and development.

33. He noted the existence of close linkages between the ICPD objectives and the Millennium Development Goals (MDGs) in terms of goals and strategies. He concluded by highlighting some opportunities and challenges associated with population issues in development planning such as:

- Integrating population issues into development policies, programmes and action plans;

- Closing the gap between policy and programme formulation, and actual implementation;
- Measuring (and integrating) both development outcomes and process indicators and targets;
- Targeted programming for vulnerable population groups (rural, children, women, disabled, orphans, etc.) to reduce poverty and diminish the gap between the rich and poor;
- Addressing capacity gaps (human and institutional) to ensure sustainability of development efforts;
- Realizing the demographic dividend in the countries of Southern Africa.

c) **The Role of Population and Migration in Enhancing Regional Integration in the SADC and COMESA Regions (Dr Eugene Campbell, Consultant)**

34. This was the main workshop paper which laid a firm foundation for the entire workshop proceedings and discussions. The presentation was based on the study “the role of population and migration in enhancing regional integration in the SADC and COMESA regions”. It was aimed at investigating efforts and achievements in alleviating extreme poverty in the sub-region using population and migration issues as entry points for welfare maximisation. The presenter noted that the current discourse on regional integration placed more emphasis on the economic aspects of the programme to the exclusion of the social dimensions. He argues that social integration should be pursued in order to reduce income inequalities and expand access to basic social services in the sub-region. The presenter also stated that social integration should involve the development of population issues at the micro level and thus population should be treated as a strong dependent variable in the analysis.

35. The presenter noted that generally there was slow progress of social development and integration in the sub-region. He stated that some Member states were reluctant to implement the protocol on the free movement of persons citing security and social concerns such as HIV and AIDS. In other words, there are various barriers to free movement of people in the sub-region that need to be overcome at both policy and administrative levels.

36. The presenter analysed the history of irregular migration of men and women which dates back to the early 1920s especially in South Africa. He noted that the Apartheid regime reinforced the concept of irregular migration because of its draconian laws of race segregation. In addition, the economic meltdown in the Zimbabwe soon after the government embarked on controversial land reforms has given migration a different dimension as people have left in droves in search of economic and social fortunes across borders in South Africa, Botswana and other countries.

37. The presenter catalogued a number of factors that influence population distribution in the sub-region. Some of these factors are the total fertility rate (TFR), infant mortality rate (IMR), internal and external migration. Others are employment and income

differentials, poverty, education levels, family relations, availability or lack of social services, etc. Politically motivated factors such as ethnic conflict were also a strong determinant in explaining population distribution in some parts of the sub-region. Closely connected to these factors are the consequences of population growth. The presenter noted that high fertility is usually associated with low life expectancy, low per capita income and high unemployment levels. On the other hand, low fertility allows parents to invest adequately in their children's education thus leading to high education levels. Consequently, high education levels tend to be correlated with high per capita income and an improvement in life expectancy.

38. The presenter argued that although migration has its own challenges, it has positive impacts on the economy of the sub-region. For instance, migrants earn high incomes some of which are sent back as remittances to the sending countries. Because of migration, new regions called the diasporas have emerged which are a source of both skills and income for the sub-region. Migration has also led to brain circulation in the sub-region.

39. In terms of challenges, migration has in some instances triggered xenophobia with dire consequences on the affected communities. It has also led to transmission of communicable diseases (HIV and AIDS, cholera, TB, etc).

40. In light of all these issues, it is worth noting that there are policy implications associated with population and migration issues that need to be considered. For instance, how should regional governments deal with security concerns and communicable diseases that are usually associated with population and migration without stifling the free movement of persons? How can regional governments ensure that areas with surplus skills are allowed to export them to areas with low skills? Without belabouring the point, there is need for regional governments to facilitate easy movement of persons in order to consolidate social integration. The sub-region should also move towards developing comprehensive and harmonised immigration policies that can adequately support the facilitation of movement of persons.

41. In terms of recommendations for the way forward, the presenter suggested the need for the region to have consistent high quality data in population and migration issues. This will help regional governments determine human resource gaps and other needy areas. Given some grey spots in population and migration issues more research is recommended to build on the current findings. At another level, deliberate regional policies should be crafted that will make it easy for migrants to remit their earnings to their home countries. Migrants should also be economically and socially integrated in the receiving countries to reduce on unnecessary tensions and thus lay a strong foundation for regional development. Ultimately, it is highly recommended that social development which encompasses social integration should be brought to bear upon the current agenda on regional integration. This will help to prevent lop-sidedness in regional development.

d) Discussions 1:

- There is lack of consistency in data sets across the sub-region and this could be as a result of using different sources such as the UN system and national systems. It is therefore recommended that all documents for purposes of regional integration should use and reflect data from national sources. This will allow for easy comparability of results and progress on various indicators
- Closely connected to the preceding point above is a principle within SADC which urges Member States to use statistics and data from national bureaus of statistics and hence the need to build capacity of these national bureaus
- Social integration should be recognised both as a driving force and overriding objective of social and economic development in the sub-region
- There is need to get a proper definition of the concept of “social development” and various United Nation Development Programme (UNDP) documents could be good sources for the definition
- There is need to review some neo-liberal theories of early thinkers (Adam Smith) that epitomise wholesale liberalisation of labour markets in light of current widespread unemployment and income inequalities in the sub-region
- There sub-region should consider devising appropriate policies to attract Africans living in the diasporas to return and invest their wealth in local economies
- There is need to identify ways and means of maximising the development benefits and at the same time minimise the threats associated with international migration
- The workshop should respond to the issue of how we can use population and migration issues to maximise welfare gains. Further more, how can we generate the right skills and competencies that can easily be applied in education and health services and others sectors in the sub-region? This can only happen if policies are harmonised across sectors and threats associated with population and migration are systematically removed
- The workshop should recommend the need to retain and encourage circulation of skills in the sub-region in order to respond to the labour needs and requirements
- The workshop should recommend to regional governments to move away from the unnecessary competition that characterise a number of sectors in Member States where each country is busy trying to outdo each other in the quest to attract foreign direct investments

2.0 Proceedings of Day Two: 2 December 2008

i) Perspectives on Mechanisms for Promoting a Sub-regional Labour Market (Mr. Moses Kachima, SATUCC, Botswana)

42. The presenter stated that regional integration is an entrenched phenomenon in Africa with several benefits flowing from the collective approach rather than the unilateral behaviour of individual States. The gains from integration emanate from huge cost savings associated with coordinated investments in physical, social and institutional infrastructure; and benefits from liberalising trade which increase output and trade, encourage greater investment flows and achieve greater economies of scale; among others. He further postulated that dismantling internal barriers to trade will result in increased regional output and intra-regional trade, cheaper regional products and increased regional employment.

43. However, the presenter is quick to note that there is no guarantee that the benefits of regional integration will accrue to everyone equitably. He further notes that the implications and challenges of the social context of integration occasioned by labour migration have not been well addressed in the sub-region. Notwithstanding the challenges, it is against this background that a number of African initiatives and Economic Plans have championed the formation of regional economic communities (RECs) in order to maximise the welfare gains from regional integration.

44. The presenter states that from colonial times the SADC economy is premised on the export-led development strategies which emphasise the export of crops and raw materials with little value addition. The small formal sector economy is seen as the engine of growth and development and foreign investment and aid are regarded as the major source of capital for the economies. It is generally believed that poverty and unemployment in the region would be resolved through the “trickle-down effect” from the formal sector. Thus all government policies have a deliberate formal sector bias which reinforces the economies’ low labour absorption capacity.

45. It is worth noting that the majority of the population in the SADC are confined to subsistence agriculture and informal activities. The region has one of the highest levels of income inequality in the world with official statistics on per capita incomes masking the poverty of the majority behind the wealth of a small elite class. The gini co-efficients in the region show glaring income disparities especially in countries like South Africa, Namibia and Botswana. Many workers are regarded as having relatively low skill levels while highly paid skills are often imported.

46. The SADC region is also characterised by high levels of wage inequality and by the absence of meaningful social security systems with the majority relying on family systems rather than the

State for survival. Agriculture has remained the most dominant and important sector, although the extent varies between the SADC countries. The manufacturing sector on the other hand has remained underdeveloped and provides only few jobs. In several countries it was even overtaken by the service sector in terms of employment creation. Thus, there is a missing link between the non-formal agricultural sector and the formal industrial sector.

47. Typically, the SADC region's labour market is characterised by labour migration which initially started as a response to the labour needs of mining operations in South Africa. The migrant labour system was later extended to the agriculture and fishing sectors and had a strong influence on the structure of the labour market in the region. Today, migration occurs in several forms such as rural-urban migration; cross-border trading; migration to jobs in neighbouring countries; migration of highly skilled workers to countries with higher levels of income; and politically motivated migration. The distinction between political and economic refugees is often arbitrary, as some migrants initially leave for political reasons and later on do not return home for economic reasons. Labour migration is now a common feature in the SADC region and poses challenges for the countries and communities receiving and losing the migrants.

48. Demographically, the SADC region has a very youthful population and an alarmingly high number of child labourers who are usually from the most marginalized communities which are hardest hit by poverty, HIV and AIDS. Social injustices are rife across the region as children are casually hired and fired. They receive "children's wages" and are extremely vulnerable, particularly girls. Child labour is to a large extent linked to poverty, a lack of resources and educational possibilities, which had worsened during the introduction of the neo-liberal structural adjustment programmes. The growth of child labour has been compounded by poor institutional and regulatory frameworks in most SADC countries. The regional labour market also displays a clear bias against women in the social, cultural and economic spheres. In some instances, women's work is less recognised and valued and often underpaid. Although women make up about 40% of the labour force in the SADC, their share in the formal sector is much lower.

49. Interestingly, the region is characterised by high levels of labour flexibility due to the large numbers of unemployed workers who are desperate to accept any job at almost any cost. Casualisation, outsourcing and the use of labour brokers (also known as labour hire companies) has become so widespread that permanent jobs with benefits have become the exception rather than the rule - even among formal sector workers. Labour markets in the region have increasingly shifted towards increasingly "flexible" forms of employment with little or no job security and benefits for workers.

50. The presenter itemised some of the imperatives that need to be put in place in order to deal with labour market challenges:

- Placing the creation of decent jobs at the centre of economic policy instead of relegating them to a “trickle-down” effect;
- Harmonising of labour laws towards best practice and implementation of the SADC Social Charter;
- Introducing of basic social security systems (such as basic income grants) as a step towards redistribution of wealth and poverty reduction. Such systems could be financed through progressive taxation (placing the burden on the rich) and employers’ contributions;
- Creating conducive conditions for the growth of the Small and Medium Enterprise (SME) sector, which targets local markets, absorbs local labour and circulates its income into the local economy. Measures to be taken include access to credit facilities, flexible forms of training, foreign exchange and imports, as well as creating backward and forward linkages with local agriculture and industries;
- Reinvigorating public institutions and strengthening the structures of the state to turn the public sector into an effective vehicle for the delivery of basic social services and goods such as housing, education, health, and water;
- Systematising education and training requirements and qualifications across the region in line with the development goals and targets;
- Setting up effective social dialogue structures with decision-making powers to ensure compliance. Currently SADC countries tend to have tripartite consultative structures without decision-making power;
- Setting up elaborate labour market information systems at SADC headquarters for effective management of human resource gaps and monitoring of the movement of migrant labour in the region.

51. The presenter concluded by noting that the above stated interventions in the labour market should be accompanied by broader development policies that direct savings and investments into strategic activities and sectors. Furthermore, they must strategically link education and training to economic development, link exports to labour-absorbing activities, guide the “market” towards particular outcomes and promote broad-based economic empowerment. He further called for a strong, effective and interventionist State that is committed to economic transformation and promotion of social justice.

ii) Perspectives on the Social Benefits and Costs of Free Movement of Persons in the SADC Region (Judith Kammerer, IOM, South Africa)

52. The presenter started by noting that migration was a global issue with several dimensions to it. It is a population phenomenon mainly arising due to demographic imbalances. It is also

a response to labour market needs and income disparities between regions. The absence of sufficient legal channels for migration has given rise to irregular migration in recent years. She noted that there is a clear nexus between migration and development as can be seen from the outcomes of various international meetings such as the High Level Dialogue on Migration and Development (2006), the Global Forum on Migration and Development (2007,2008) and the Joint European Union (EU)-Africa Strategy on Migration and Development (2007).

53. The presenter argued that migration if well managed has considerable potential for economic and social growth for both the sending and receiving countries. However, she was quick to point out that the benefits maybe asymmetrical between the receiving countries (availability of abundant labour supply and skills, innovation and enriched capital) and the sending countries (decreased unemployment, inflow of remittances, development of new skills, technology and investment, entrepreneurship, etc). Despite these gains from migration a lot remains to be done especially reaching consensus at global and regional levels on its management strategies.

54. The presenter noted that there were several regional initiatives on migration that try to foster closer cooperation and integration of SADC Member States with the ultimate aim of an economic and monetary union. Although there is a SADC protocol on free movement of persons, Member States are yet to harmonise their laws, policies and procedures. Generally, there has been slow progress to implement the protocol on free movement of persons because of general concerns around national sovereignty, increase in cross-border crimes, influx of large number of workers, etc.

55. There are other noted challenges associated with migration particularly in the use of terminology and general perceptions. The phrase “free movement” hampers acceptance and implementation of mobility provisions. Some people prefer to use “liberalised movement” or “facilitated movement” as opposed to free movement. There is also a mismatch between the aspirations of the protocol and the reality on the ground. For instance, sending countries may be concerned about loss of workers to their neighbours while receiving countries may be concerned about massive influx of unskilled migrants.

56. There are also concerns relating to irregular migration such as unauthorised persons gaining entry/residence under a facilitated regime. From a labour market point of view, there are concerns about protection of the local labour force from an influx of foreign workers (migrants). In light of these challenges, the presenter suggested that there was need to implement effective labour migration management systems. She observed that there was weak border management in many SADC countries with several States still operating manual systems. However, the greatest challenges seemed to be the apparent lack of adequate operational systems, legal/regulatory frameworks and adequate personnel and training.

57. The presenter concludes by highlighting a number of key observations and recommendations on migration and the associated protocols:

- There can be real benefits in the sending and receiving countries if there was a judicious opening up of the domestic labour market to workers from other countries;
- Harmonisation of the conditions for entry and visas for short stays needed to be addressed as a matter of priority;
- Implementation of the SADC Treaty as a whole will depend to a large extent on the willingness of Member States to give SADC the necessary powers and resources to be able to drive the process;
- There is need to have a comprehensive analysis of policies relating to a regional labour market;
- Member States should consider the appointment of a Coordinator of harmonisation to assist them with liaison and coordination as well as initiating dialogue with regional parliaments about the legislative process;
- Member States need to decide on a policy framework and timetable for implementation of various protocols relating to migration issues.

iii) Discussions 2

- Although some non-state actors such as trade unions (SATUCC) were initially involved in the formulation of a protocol on the facilitation of movement of persons, there has been a lot of inertia by regional governments to domesticate and implement it. In fact the protocol has been placed under the Organ on Peace, Defence and Security probably to show that it is a “sensitive matter” and therefore can not be rushed
- Barriers to free movement of persons still exist in various forms in Member States while there is relative ease in the movement of goods and services
- There is need to clarify what is meant by “free” movement of persons—it need not mean no passport or visa requirements lest it leads to anarchy in the sub-region
- Rights of labour migrants and refugees in receiving countries are generally abused and violated
- For purposes of information, it is worth noting that COMESA has a protocol on the gradual realisation of free movement of persons although implementation in Member States has been rather slow

iv) Group Work and Presentations

58. Two groups were formed and each one was given a specific topic to deliberate on after which they were to report back to the main plenary session.

v) Group 1

59. Ideally governments should facilitate a process to strengthen social integration to ensure that sectors across the region speak to each other for welfare maximisation through a sub-regional approach to population and migration issues. Suggest mechanisms to support and strengthen social integration in the region in particular:

- a. How can social integration lead to the promotion and full utilization of resources in the sub region for poverty reduction in the SADC?
- b. How can the harmonization of policies be useful in sectors such as education and health to promote uniform standards and consequently enhance social delivery across the region?

Key Issues and Observations

- **What is Social Integration?**
 - This pertains to inclusive development and should incorporate the role of people in the national and regional development plans and enhancing partnership between public and private sectors.
 - Social integration should foster more human-centred development: development for the people, by the people and broad-based development.
 - It is generally noted that the social sector has been left out due to concentration on the perceived more productive sectors.
- **Fostering better Social Integration**
 - Social integration should have synergy and partnerships among public (govt), private sectors, academia, civil societies, the vulnerable and marginalised groups such as migrants
 - Social integration means establishing regulations/laws to bring about development to all

How can Social Integration lead to promotion and full utilization of resources and alleviation of poverty?

- The social fabric and institutions should further development at both national and regional development.
- Social harmony, peace and security should promote development
- Social integration should help bring about equity and reduce on imbalances and income inequalities
- Social Development at regional level should establish agreements, training institutions for skills development and capacity development.
- There should also be continuous labour market assessments for effective allocation of human resources

How can harmonised policies be useful in sectors such as health and education to promote uniform standards and enhance social service delivery?

Harmonised policies would lead to:

- Improved quality and standards across sectors
- Enhanced social and security systems across Member States
- Enhanced quality data and management systems in the region
- Improved implementation of policies in the region
- Promotion of national and regional consistencies across policies
- Linkages and thus talk to each other and ultimately lead to policy uniformity across sectors and countries
- Harmonised systems, mechanisms and personnel across the region

vi) Group 2

60. What are the likely impacts of a regional labour market productivity and competitiveness in the SADC region? Provide suggestions on how to go about creating a sub regional labour market in the SADC region

This could be achieved through the following measures: -

1. Diversification of the labour market in terms of production. For instance, moving away from agricultural to industrial and service oriented sectors.
2. Development of educational systems to support the various industries and sectors of employment to ensure sustainable development.
3. Retention of skills within the region could be envisaged so as to reduce brain drain or alternatively promote brain circulation (supported with appropriate incentives for return of migrant labour)
4. Promote networking with modern electronic platforms (e-discussion platforms to allow enhanced interaction between country policy-makers and researchers)
5. Conducting labour market studies across interested Member States to identify sector needs and filling skills and labour gaps. It should be linked with social integration and involve development partners such as UNESCO, Habitat, IOM, ILO, UNFPA and others)
6. Improve remittances flows through lower transaction costs and easy money transfer systems.

Challenges

1. Movement of people has health hazards e.g. propagation of communicable diseases and an increase in unintended outcomes such as crime, prostitution, etc

2. Countries with weak institutional framework are likely to be exposed to adverse consequences (child labour, exploitation, and other occupational hazards)
3. Countries that do not have a comparative advantage in some sectors could lose out as they may be forced to stop or discontinue production of some goods. This will adversely impact on their growth and development potential.

vii) Presentation of the Workshop Recommendations

61. Mr Joysuree, the rapporteur from Mauritius presented the recommendations to the participants. Amendments were made to the recommendations after which they were generally accepted as a true reflection of the outcomes of the meetings.

viii) Recommendations: First Day

1. Develop and harmonize policies and programmes on migration and population issues to maximize benefits such as:
 - a. Retention and circulation of skills in the region
 - b. Addressing the threats of population and migration issues such as communicable diseases, xenophobia, human trafficking, etc
 - c. Achieving economies of scale
2. Build national and regional capacity for research, monitoring and evaluation, data and information gathering and management on population and migration. In addition, there is need to utilize local sources of data as opposed to international sources.
3. Deliberate efforts should be put in place to build capacity of national and regional data banks
4. Need to harmonise systems for data and information gathering and management at national and regional levels to allow for comparability between sectors and Member States
5. Build/ strengthen capacity of Member States to develop and implement policies and programmes targeting vulnerabilities of specific population groups
6. Integrate population and migration issues in all aspects of economic and social development efforts to place human welfare at the centre of development outcomes
7. Advocate and capacitate Member States to domesticate and implement global and regional policy and programme commitments on population and migration such as Protocol on Movement of Persons; ICPD Plan of Action; among others
8. Develop deliberate policies and programmes that reflect and tap on the youth in COMESA and SADC regional blocs
9. Develop and harmonise national and regional immigration policies, programs and infrastructure and human capacities that allow for facilitated movement of persons, goods and services, taking into cognizance security and different economic development levels of Member States

10. Develop policies and mechanisms to track and harness economic opportunities from people in the Diaspora

ix) Recommendations: Second Day

1. Strengthen the productive capacity of the informal economy including efforts aimed at professionalizing it and supporting it to grow and sustain its activities, for example facilitating access to capital resources and markets at both national and regional levels
2. Promote good governance as a pre-requisite for national and regional integration, including aspects such as accountability; democracy, participation and inclusiveness; gender equality; empowering vulnerable groups; deliberately promoting social cohesion; targeting resources to the needy; and applying population /human centred socio-economic development strategies
3. Promote dialogue between researchers, academics, policy makers and programmers to generate knowledge and innovation that informs effective development approaches, policies and programmes that are responsive to socio-economic realities of COMESA and SADC
4. Advocate for the elevation of movement of persons as a key issue along-side the movement of capital and goods in global economic development policies and programmes
5. Document and promote the long-term benefits of regional integration over perceived short-term losses, emphasizing on regional competitiveness over national sovereignty
6. COMESA and SADC in collaboration with UNECA and other regional partners should establish a regional observatory relating to regional integration, population and migration to promote issues such as:
 - a. harmonisation of labour policies and standards
 - b. monitoring the regional integration processes to identify progress, opportunities and challenges
 - c. enhancing the implementation of existing regional solidarity and sharing a common vision as a vehicle for driving the regional integration agenda.
7. Strengthening the role of public institutions in the SADC labour market for better service delivery.
8. Harmonisation and alignment of labour laws towards best practice and implementation of the SADC Social Charter
9. Establishment of appropriate regional labour standards for hiring and firing of labour
10. Setting up of performance benchmarks and standardisation of education/ training requirements and qualifications across the region in line with the development goals and targets
11. Setting up of Labour Market Information Systems at SADC Secretariat for management of human resource gaps and tracking the movement of migrant labour in the region
12. Introducing/Reforming Basic Social Security Systems as a step towards redistribution of wealth and poverty reduction.
13. Appropriate measures should be taken to address exploitation of labour, especially in vulnerable groups

14. Creating conducive conditions to support the growth of Small and Medium Enterprises (SMEs), which will provide employment opportunities for nationals
15. Redistributing productive resources such as land and as well as promoting the linkages between agricultural and manufacturing sectors
16. Introducing the appropriate mechanisms to address the challenges linked to facilitated movement of people
17. Adopting a judicious approach towards opening up of domestic labour markets for migrants labour

x) Closing remarks

62. In the closing remarks Mr Moses Kachima speaking on behalf of the participants thanked them for their lively deliberations. He also thanked the ECA and the SADC Secretariat for convening the workshop and for particularly extending invitations to non-state actors such as his organisation and others. He challenged the participants to take the recommendations from the workshop to another level—the level of implementation by the Member states.

63. Mr Alfred Latigo who represented the ECA-SA thanked all the participants for their good and open discussions during the entire duration of the meetings. He was particularly impressed by the substantive issues that the workshop deliberated on and also the good turn out by the participants. He also thanked the SADC Secretariat for their continued collaboration with the ECA-SA within the spirit of the multi-year programme. He further thanked the South African government for hosting the meetings.

64. Finally, Mr Latigo wished the participants a safe passage to their respective countries after which the meeting closed at 5:00 pm.

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