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United Nations Institute for Training and Research

**Africa–EU 7th Partnership on Migration, Mobility and  
Employment: Moving Forward involving Non-State Actors**

4 June 2009 (Brussels)

## **AGENDA (English)**

9:00-9:30	Registration and Coffee
9:30-11:15	<p><b><i>Opening Remarks</i></b></p> <ul style="list-style-type: none"> <li>▪ Mr. Bernd Hemingway, Regional Representative, IOM Brussels</li> <li>▪ Ms. Colleen Thouez, Head, UNITAR New York</li> </ul> <p><b><i>Panel Report on Africa-EU Partnership on Migration, Mobility and Employment</i></b></p> <p><u>Chair:</u> Mr. José Matres Manso, Principal Advisor, Spanish Ministry of External Relations and Cooperation</p> <ul style="list-style-type: none"> <li>▪ Mr. Cheikh Niang on behalf of H. E. Mr Annadif Mahamat Saleh, African Union Ambassador to the European Union</li> <li>▪ Mr. Rob Rozenburg, Deputy Head of Unit ,DG DEV, European Commission</li> <li>▪ Ms. Liselotte Aberg, Senior Adviser, Swedish Ministry of Justice</li> </ul> <p><b><i>IOM Presentation on Migration and Mobility in the context of the Africa-EU Partnership:</i></b> Mr. Ryszard Cholewinski, Labour migration specialist, IOM Geneva</p>
11:15-12:00	Questions/Discussion session
12:00-13:00	Lunch & Beverages
13:00-14:00	<p><b><i>Panel I : Impact of the Global Economic Crisis on the Africa-EU Partnership on Migration, Mobility &amp; Employment</i></b></p> <p><u>Chair:</u> Mr. James Mackie, Programme Coordinator, European Centre for Development Policy Management (ECDPM)</p> <ul style="list-style-type: none"> <li>▪ Mr. Sándor Sipos, Head Brussels Office, World Bank (WB)</li> <li>▪ Mr. Rudi Delarue, Head Brussels Office, International Labour Organization (ILO)</li> <li>▪ Ms. Gabrielle Clotuche, Senior Advisor, European Trade Union Confederation (ETUC)</li> </ul>
14:00-15:00	<p><b><i>Panel II: How to involve African and EU Civil Society in the Africa-EU Partnership on Migration, Mobility &amp; Employment</i></b></p> <p><u>Chair:</u> Ms. Carmen Silvestre, Senior Policy Officer, Open Society Institute</p> <ul style="list-style-type: none"> <li>▪ Ms. Isabelle Hoferlin, Africa focal point, International Trade Union Confederation (ITUC)</li> <li>▪ Ms. Oumou Zé, Research Officer, Centre National de Coopération au Développement (CNCD)</li> <li>▪ Mr. Ben Vanpeperstraete, Bureau member, European Youth Forum</li> </ul>
15:00-15:45	Questions/Discussion Session
15:45-16:00	<p><b><i>Concluding Remarks – The Way Forward</i></b></p> <ul style="list-style-type: none"> <li>▪ Mr. Klaus Rudischhauser, Director DG DEV, European Commission</li> <li>▪ Mr. Bernd Hemingway, Regional Representative, IOM Brussels</li> </ul>

## AGENDA (French)

9:00-9:30	Enregistrement des participants
09:30-11:15	<p style="text-align: center;"><b><u>Matinée</u></b></p> <p><b><i>Mots d'ouverture</i></b></p> <ul style="list-style-type: none"> <li>▪ M. Bernd Hemingway, Représentant régional, OIM Bruxelles</li> <li>▪ Mme. Colleen Thouez, Chef du bureau, UNITAR New York</li> </ul> <p><b><i>Session introductive sur le partenariat Afrique-UE sur migrations, mobilité et emploi</i></b></p> <p><b><u>Modérateur</u></b>: M. José Matres Manso, Ministère de la Coopération et des affaires extérieures du Royaume d'Espagne</p> <ul style="list-style-type: none"> <li>▪ M. Cheikh Niang au nom de S.E.M. Annadif, Ambassadeur de l'Union Africaine auprès de l'UE</li> <li>▪ M. Rob Rozenburg, DG DEV, Commission européenne</li> <li>▪ Mme. Liselotte Aberg, Ministère de la Justice, Royaume de Suède</li> </ul> <p><b><i>Présentation de l'OIM sur migrations et mobilité dans le contexte du partenariat Afrique-UE</i></b>, M. Ryszard Cholewinski, OIM Genève</p>
11:15-12:00	Séance de questions/réponses
12:00-13:00	Déjeuner
13:00-14:00	<p style="text-align: center;"><b><u>Après – midi</u></b></p> <p><b><i>Session I : l'Impact de la crise financière internationale sur le partenariat Afrique-UE sur migrations, mobilité et emploi</i></b></p> <p><b><u>Modérateur</u></b> : M. James Mackie, Centre européen de gestion des politiques de développement (ECDPM)</p> <ul style="list-style-type: none"> <li>▪ M. Sándor Sipos, Banque Mondiale</li> <li>▪ M. Rudi Delarue, Organisation Internationale du Travail (OIT)</li> <li>▪ Mme Gabrielle Clotuche, Confédération européenne des syndicats (CES)</li> </ul>
14:00-15 :00	<p><b><i>Session II: L'implication de la société civile européenne et africaine sur le partenariat migrations, mobilité et emploi</i></b></p> <p><b><u>Modérateur</u></b> : Mme Carmen Silvestre, Open Society Institute</p> <ul style="list-style-type: none"> <li>▪ Mme. Isabelle Hoferlin, Confédération syndicale internationale (CSI)</li> <li>▪ Mme Oumou Zé, Centre National de Coopération au Développement (CNCD)</li> <li>▪ M. Ben Vanpeperstraete, Forum européen de la jeunesse (EYF)</li> </ul>
15:00-15:45	Séance de questions/réponses
15:45-16:00	<p><b>Conclusions :</b></p> <ul style="list-style-type: none"> <li>▪ M. Klaus Rudischhauser, Directeur, DG DEV, Commission européenne</li> <li>▪ M. Bernd Hemingway, Représentant régional, OIM Bruxelles</li> </ul>

## Report on Conference Proceedings

### Key points

- Remarks clearly indicate a desire and willingness to advance the implementation of the 7<sup>th</sup> partnership while noting the challenges that exist during the transition period, as the Troika awaits the nomination of the AU co-chair from Libya.
- It was noted that out of more than 50 countries in Africa, only 6-7 countries are actively engaged in the 7<sup>th</sup> partnership. Further involvement of African countries in this partnership is thus needed to ensure ownership of the process.
- Participants were in general agreement that to date, and despite very clear commitments to empower non state actors, the engagement of civil society has been largely informative with little to no direct access to the policy development process. There are no agreed procedures for civil society participation. To this end, a civil society forum could be organized after the next Troika.
- Participants highlighted the fact that International Organizations (IOs) could play a bridging role between governments and non-governmental entities. To this end, links between IOs and NGOs should be strengthened when necessary
- Participants advocated for a greater visibility of the Africa-EU actions and a better complementary between the various events organized in the framework of the partnership
- The Commission will make available an updated implementation table that identifies the partnership's current status, with respect to the thirty-three point action plan, during the summer 2009.
- The EC proposed to organize a follow up meeting to the 2006 Tripoli Forum
- Panelists stressed the importance of ensuring an emphasis on employment and in particular on decent work in the Framework of the 7th Partnership. The EC announced a conference on decent work to be organized in Nairobi in 2010
- The goals and challenges of the seventh partnership could be at risk in the context of the current global economic crisis. Sustained efforts are needed within the seventh partnership to ensure that migration for the purposes of employment continues during challenging economic times and is managed positively
- A follow up conference could be organized in Africa next year to provide an opportunity for African stakeholders to be more actively involved.

## **1. Background**

On June 4<sup>th</sup>, 2009, the International Organization for Migration (IOM), in partnership with the United Nations Institute for Training and Research (UNITAR), and with the support of the Government of Spain and the European Commission, organized a one day workshop in Brussels on the subject of the Africa-EU Partnership on Migration, Mobility and Employment (State and non-State actors).

The Africa-EU Joint Strategy, signed at the second Africa-EU Summit in Lisbon in December 2007, aims to enhance dialogue and cooperation between the two regions “*Beyond Development, Beyond Africa-EU and Beyond Institutions*”. In this context, the Action Plan (2008-2010) with its eight thematic partnerships, which was launched to complement the Joint Strategy, provides the main operational agenda for Africa-EU relations until the next Summit which is due to take place in 2010 in Africa<sup>1</sup>. The seventh Partnership on Migration, Mobility and Employment (PMME) offers a holistic response to migration, mobility, and employment between the two continents, with an objective to work towards creating more and better jobs in Africa, advancing the Decent Work agenda, and managing migration flows.

In this context, this one-day workshop aimed to provide an opportunity for the Africa-EU Implementing Team to update non-State actors on the implementation status of the Partnership on Migration, Mobility & Employment, and to identify how non-institutional actors can increase their involvement in, and contribute to, the attainment of the Partnership’s objectives.

## **2. Opening Remarks**

**Mr. Bernd Hemingway**, Regional Representative of IOM Brussels, opened the conference by welcoming all conference participants, speakers and chairs to the day’s proceedings. As the representative of the global migration agency, he spoke of IOM’s institutional cooperation with EU and AU governments and the Organization’s global outreach, making it a natural partner in the Africa-EU Joint Strategy and co-host for such an event. Furthermore, given IOM current and past experience implementing projects on the African continent, building the capacities of national and local authorities through coherent migration policy development, Mr. Hemingway underlined how IOM is highly supportive of the Joint Africa-EU Action plan and remains available to assist and enhance cooperation between the two regions.

Mr. Hemingway presented the objective of this workshop as an occasion to contribute to a wider involvement of non traditional state actors in the context of the implementation of the partnership on Migration, Mobility and Employment. Mr. Hemingway reiterated their lack of involvement so far (as stated in a Report from the European Parliament entitled *One Year after Lisbon: The Africa-EU partnership at Work*) reminding that an “overwhelming emphasis is placed on state actions” and that input and involvement of non-state, civil and local actors needs to be “deepened and further clarified”.

To that end, noting a desire for information on the progress of the 7<sup>th</sup> Partnership, in light of the current economic landscape, and in an effort to assemble a variety of state, non-state and non-traditional actors working in Brussels, Mr Hemingway emphasised the importance of organising such a workshop. He also noted with satisfaction the wide variety of speakers that were present. He was especially grateful to have a representative from the African Union Representation in Brussels, and expressed his regret that African representation at the workshop was limited due to budgetary

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<sup>1</sup> Communication from the Commission to the Council and the European Parliament, “One Year after Lisbon: The Africa-EU Partnership at work”, (COM 2008 0617).

constraints. Nonetheless, he informed the participants about a possible follow-up event in Africa next year.

**Dr. Colleen Thouez**, Head of the United Nations Institute for Training and Research (UNITAR) Office in New York, thanked the co-organizers of the workshop for their excellent support and partnership. First, she outlined the work of UNITAR in the field of international migration, beginning with one of the first examples of “integrated UN” training in the form of the International Migration Policy Programme—a training platform of IOM, UNITAR, ILO, and UNFPA geared towards building the capacities of migration officials in regions in which no established dialogue (or RCP) was present at the time. IMP functioned from 1998 to 2004. UNITAR has also been extensively engaged in convening high-level policy discussions on migration, and contributing to strategic thinking in this field be it in its support role to the Global Commission on International Migration which reported to the Secretary-General in 2005, or its current role as chair of the inter-agency Global Migration Group (see: [www.globalmigrationgroup.org](http://www.globalmigrationgroup.org))

UNITAR, with IOM, the MacArthur Foundation and UNFPA hosts the annual Migration and Development Series out of the UN in New York. The series in its third year, organizes on average 8 courses, seminars and high-level panels, an activity that was recognized by the broader UN community in 2008, as assisting in maintaining migration on the agenda of States at the UN. In 2008, UNITAR was awarded a major grant from the Spanish Government, which will (in part) continue to support its ability to meet the rising demand for capacity development in this field, across the world and more particularly in Africa and the Ibero-American region.

Second, Ms. Thouez detailed the preliminary recommendations and findings that emerged from the seminar on Migration and the Economic Crisis that took place in New York on 21 May. (The substantive report is available for distribution, and accessible on: [http://www.unitar.org/ny/sites/default/files/FINAL\\_Summary\\_report\\_21May.pdf](http://www.unitar.org/ny/sites/default/files/FINAL_Summary_report_21May.pdf))

Third, she discussed the great potential that civil society organizations (CSOs) can bring to the debate including on how to progress in the partnership on migration, migration and employment. CSOs can be very influential and active in migration policy development (and advocacy). This is distinct from what we saw a decade ago, when most CSOs in this field were practically all exclusively operationally focused. Yet, a balanced approach to policy making requires the multiple voices and faces of CSOs.

Last, Ms. Thouez concluded by thanking the audience and again her partners, and in stating that she was “here to listen” in order to learn about the progress and challenges in implementing the AU-EU Partnership on Migration, Mobility and Employment, and with a view to brainstorming on programming work planned for 2010.

### ***3. Panel Report on Africa-EU Partnership on Migration, Mobility and Employment***

**Mr. José Matres Manso** served as the chair and representative of the Spanish Ministry of External Relations and Cooperation in his country’s capacity as EU coordinator. His remarks clearly indicated a desire and willingness to further the 7<sup>th</sup> partnership and he noted the challenges faced by the implementation team during the transition period as they await the nomination of the AU co-chair from Libya.

Mr. Matres highlighted the collaborative and productive relationship of the partnership under the leadership of Egypt, the AU representative preceding Libya. Unfortunately, the 7<sup>th</sup> partnership is unable to advance any further until the Libyan presidency of the African Union nominates the African coordinator for the mission. Mr. Matres appealed to Mr. Niang from the AU to convey to

Libyan authorities the exigency of assigning an African coordinator as soon as possible, which is “crucial for the future of the partnership”.

Mr. Matres also emphasized the need for harmonization between institutional and non-institutional actors in the field of migration—coordination that will be crucial to building the capacity of national migration policy in countries where migration flows originate. Further, a recurrent obstacle to advancing national migration platforms in Africa is that many countries do not have a single institutional body for migration; instead representatives from different departments participate in policy coordination meetings resulted in fragmentation.

Matres stressed a need for a “comprehensive” and “humanistic” approach to migration that accompanies migrants throughout their stay and emphasized the beneficial phenomenon of migration, if it is handled “in a coordinated and homogenous way”. Referring to Spain’s recent history as a country of emigration, and their ongoing efforts to accompany migrants in Spain, Martes shared Spain’s willingness to support the African countries who would like to organize national platforms to handle migration flows.

**Mr. Cheikh Niang**, replaced Mr. Annadif Mahamat, African Union Ambassador to the European Union, opened the panel report on the Africa-EU Partnership on Migration, Mobility and Employment by reviewing the primary objectives of the Africa-EU partnership and insisting on the inclusive nature of the partnership.

He referred to the various meetings organized within the framework of the Troika and the Task Force as important steps in the work currently being undertaken in the framework of the Africa-EU Partnership and as a pre-condition for local ownership of the process.

Mr. Niang highlighted some of the obstacles the partnership faces in terms of implementing the partnership on the ground, in particular in the field of migration, and stressed the urgent need for a coordinated strategy between sending, transit and receiving countries in creating secure and beneficial migratory flows. The AU remarked that the Africa-EU partnership needs to promote an integrated, equal, coordinated and global approach to migration policy that responds to the realities of globalization, warning the EU not to focus exclusively on the security component of migration and to broaden its outlook.

**Mr. Rob Rozenburg**, Deputy Head of Unit of DG DEV of the European Commission, emphasized the historical context of the Africa-EU partnership by reminding those present of the three major achievements of the Lisbon Summit (December 2007): 1) for the first time there was an agreement to address migration in the context of labor market disparities and employment (an achievement that would have been extraordinarily difficult to realize in the current climate of financial crises); 2) Head of States agreed that Migration should work for African development (remittances, diaspora, brain drain issues); 3) Head of States agreed that the two continents need to work together to address the negative aspects of migration (trafficking, smuggling of migrants, irregular migration, border security, etc).

The representative from DG Development also reminded participants of the thirty-three point action plan that gives precise objectives and commitments to the 7<sup>th</sup> Africa-EU partnership and advised that the Commission will make available an updated implementation table that identifies the partnership’s current status in respect to the action plan during the summer 2009.

According to Mr. Rozenburg, despite the lack of coverage given to the partnership, significant achievements have been realized. Over € 350 million has been committed to migration-related problems, which does not take into account contributions from member states, African countries, and international organizations. Mr. Rozenburg reminded the audience about the EU-funded Centre

for Information and Control of Migration (CIGEM) in Mali, which has combined migration, policy, and employment initiatives in a single office.

Additionally, a joint expert group held in March 2009, identified several points for action in the framework of the 7<sup>th</sup> partnership: 1) Diasporas, 2) Remittances, 3) Employment, and 4) Trafficking. Mr. Rozenburg mentioned the launch of a project in The Hague that seeks to develop close cooperation between Diasporas and the exchange of information and experiences. Financial support has also been secured for an African Remittances Institution (ARI). He also announced that a conference on decent work should be organized in Nairobi beginning of 2010.

Mr Rozenburg concluded his speech presenting the challenges that rest half-way through the implementation period, including the need to 1) maintain the integrity of the partnership in the context of the crisis and to reinforce the employment components of the partnership, 2) strengthen the visibility of the partnership by potentially organizing a conference in Tripoli before the 2010 EU-Africa summit that will give a specific focus on the eastern migration route 3) strengthen the implementation mechanism by building on the Rabat process , 4) strengthen the involvement of civil society, non-state actors and international organizations

**Ms. Liselotte Åberg**, Senior Advisor for the Ministry of Justice of Sweden, emphasized Sweden's long continued and good collaboration with African states and the desire of the incoming Swedish EU presidency to enhance the content of the eight partnerships and move the process forward. Ms. Åberg noted that the Swedish government would like to see an efficient, simple, and effective approach to the Africa-EU partnership, with a clear and structured engagement from the African side. She indicated that to-date, out of the more than 50 countries in Africa, only 6-7 countries are actively engaged in the partnership. She also referred to the Rabat process as a model of well managed regional process.

Ms. Åberg expects the Swedish presidency to commit to implementing the declaration of the Tripoli ministerial conference on migration and development and the Ouagadougou action plan on human trafficking and declaration on employment and poverty alleviation in Africa. From the Swedish perspective, she mentioned three main priorities: 1) remittances with a specific interest in the African Remittances Institute project, 2) labor migration and employment and, 3) the EU global Approach to migration with a specific focus on strengthening dialogue between countries of origin, transit and destination

To conclude the morning panel, **Ryszard Cholewinski** from IOM Headquarters in Geneva, provided an overview of IOM's policy and research as it relates to the 7<sup>th</sup> Africa-EU partnership, offering examples of IOM's operational projects that have synergies therein.

IOM's flagship publication, "World Migration Report 2008: Managing Labour Mobility in the Evolving Global Economy" provides relevant data and recommendations for the partnership related to trends in 1) human mobility, 2) patterns of contemporary mobility, and 3) the need for better management of the human component of globalization through migration policy. IOM recommended that cooperation such as the 7<sup>th</sup> partnership should be supplemented by coordinated policies from *destination* as well as sending countries, and from the genuine inclusion of non-state stakeholders. IOM is working to build the capacity of numerous governments and civil society organizations to meet these needs.

The synergies between the 7<sup>th</sup> partnership and IOM go beyond publications and include its many activities and projects that focus on migration, mobility, employment, and the attempt to harness

labor migration for development<sup>2</sup>. Acknowledging the need for a comprehensive approach to migration, the IOM seeks to engage the partnership between countries of origin, transit, and destination and pertinent non-state stakeholders. For example, IOM's projects to enhance the knowledge base of African migration are particularly relevant to the 7<sup>th</sup> partnership and include IOM's work on Migration Profiles in West and Central Africa (2008-10) and the WIAD-led Mobility of Health Professionals (2008-11), that documents trends and provides policy recommendations of the migration of African health professionals to, from, and within the EU.

IOM is working to enhance knowledge of Eastern Africa migration routes through 1) support for the development of the inter-governmental authority on development (IGAD) that includes a new regional consultative process on migration management in East Africa, and 2) IOM's role as an implementing partner in the agreement signed between Mauritius and France on circular migration.

Participants presented an update on the implementation of the 7<sup>th</sup> partnership and cited various example of projects currently implemented in the framework of the partnership. They called for a rapid nomination of the new AU co-chair from Libya and encouraged ownership of the strategy by the African Countries. The panelists noted a need to reinforce capacity building from countries of origin, transit and destination, to establish national platforms to appropriately manage migration and, the need to encourage a co-operative based approach to the Africa-EU partnership.

These interventions were followed by contributions from conference participants.

- Ms. Hoferlin from International Trade Union Confederation (ITUC) expressed her appreciation for this conference, because to-date there has been very little information shared about the progress of the 7<sup>th</sup> partnership and observed that in the current financial climate, employment will be crucial for effective policy creation. Partnerships and the engagement of civil society will also be important in times of deep economic crisis, which poses challenges to social peace.
- Ms. Raoult from Coordination et Initiatives pour Réfugiés et Etrangers (CIRÉ) stressed the importance of understanding the highly variable impacts of migration on countries of origin related to the local employment market and the nature of out-migration (temporary v. permanent). Immigration has an impact on the economy, but temporary, circular migratory conditions present a variety of other diverse challenges. Furthermore, to evaluate the impact of migration on development, local labor supplies, the country's training capacity, and specific development needs, must be accounted for. Mrs. Raoult mentioned an OECD study from 2007 on employment and migration which stated that, for migration to have an impact on development, countries of origin need to have a policy of migration that takes into account their needs in terms of development and their training capacities.
- Those in attendance were informed by Mr. José Matres Manso of New Generation Agreements<sup>3</sup> signed between Spain and African countries which reflect the three main components of the Global Approach to Migration i.e. orderly management of migration flows, fight against trafficking in human beings, synergies with development and cooperation activities. He mentioned a pilot project Spain is implementing with Senegal to recruit workers to come to Spain on a temporary basis to work in the agriculture sector.

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<sup>2</sup> IOM's extensive work in the field of migration and development in Africa includes harnessing the positive aspects of migration through its Migration for Development in Africa (MIDA) program, and related programs, such as Return of Qualified Nationals (RQN). IOM also publishes a handbook, targeted for policymakers, on mainstreaming migration into poverty reduction and development strategies.

<sup>3</sup> As opposed to the traditional readmission agreements

Priority is given to women, to offer them skills that will enable them to contribute to development in their countries of origin. Spain is also funding the ECOWAS in order to build the capacities of the CEDEAO Commission, Member States and civil society.

- UNITAR stated that more emphasis needs to be placed on the contribution of migrants to the receiving country, and not just to their countries of origin. If migrants are well received in the host country, they are better able to contribute to the social and economic life of these countries. She mentioned legal status, mobility and integration as the 3 key rights for migrants.
- The African Union suggested a training component be added to the programs implemented by Spain, so that temporary workers return to their countries with new, concrete skills.
- The Embassy of Morocco emphasized the effectiveness of the ANAPEC program for temporary migration between Morocco and Spain, which in 2008 had a 98% rate of return (12,000 temporary workers). The Africa-EU partnership represents the first of its kind, and has taken a long time to establish an “architecture” that can facilitate implementation. He advocated for a greater visibility of the Africa-EU actions and a better complementary between the various events organized in the framework of the partnership.
- The Africa advisor of the Open Society Institute in Brussels raised four issues: 1) the involvement of African Economic Regional Organizations within this partnership; 2) the relations between the partnership and the bilateral agreements; 3) the status of the EC agreed roadmap on the 7<sup>th</sup> partnership; 4) the issue of citizenship in the framework of this partnership
- Mr. José Matres Manso mentioned the strong coordination between the EU and ECOWAS in relation to West African migratory routes. Regarding the roadmap, Spain mentioned the hard work done so far with Egypt (former co-chair the 7th partnership), however further development of this has stalled under the Libyan government co-chairmanship, pending the appointment of a co-chair representative.

#### **4. Afternoon Session**

##### ***Panel I: Impact of the Global Financial Crises on the Africa-EU Partnership on Migration, Mobility and Employment***

**Mr. James Mackie**, Programme Coordinator of the European Centre for Development Policy Management (ECDPM), chaired the first panel on the *Impact of the Global Financial Crisis on the Africa-EU Partnership on Migration, Mobility and Employment*. This partnership, Mr. Mackie stated, may be the most concrete of the eight partnerships established by the Africa-EU action plan, and noted that the dropping demand for raw materials and the rapidly reducing foreign investment, which drives much employment creation in Africa, makes this partnership particularly important.

**Mr. Sándor Sipos** of the Head Brussels office of the World Bank (WB) placed the goals and challenges of the seventh partnership in the context of the current global economic crisis, emphasizing that 1) we are in the secondary-effects stage of the crisis, which has directly adversely effects the demand for migrant workers, 2) with the increased deficits of Western States, long-term gross potential is likely to be reduced, which will have a lasting impact on demand for migrants, 3) with the crisis, many households in the developing world use migration as a risk mitigation strategy.

The overall impact of the crisis includes a drop in the GDP growth for developing countries, a reduction in private capital transfers, and a cut in the amount of remittances sent (5-8%). More specifically, the impact on African economies includes a depressed stock market, increased demand for the dollar, and the decline of Diaspora remittances sent back to the continent. To mitigate the impact of the financial crisis in Africa, the World Bank will be increasing its International Bank for Reconstruction and Development (IBRD) lending, front loading and fast-tracking International Development Association (IDA) funds, establishing a food crisis and vulnerability fund, and providing continual analysis and advocacy. The World Bank also drew attention to the Migration and Remittances Factbook which provides important data on changes in remittance flows since the impact of the crises began to be felt in the fourth quarter of 2008.

The global impact of the crisis on employment will most keenly impact urban workers (garment and mining industries), generate more working poor, create fewer and lower-quality jobs, generate new unemployment, and more worker mobility to lower-productivity jobs. Such an outlook adds greater importance to the efforts within the seventh partnership ensuring that migration for the purposes of employment continues during challenging economic times and is managed positively.

**Mr. Rudi Delarue**, of the International Labour Organization in Brussels (ILO), stressed the eagerness of the ILO to contribute to the implementation of the 7<sup>th</sup> partnership, building on the ILO's close cooperation with African nations, all of which are members of the ILO.

ILO estimates that in Sub-Saharan Africa 73% of the region's workforce are in vulnerable employment and this could rise to more than 77% this year. The ILO projects an increase in unemployment of up to 13% in North Africa in 2009 compared to 2007. Around 1 in 3 workers is in vulnerable employment and this ratio could rise to as much as 4 in 10.

The ILO constituents (governments, employers and workers) have agreed in November 2008 at the level of the ILO Governing Body on a number of key principles that should be taken up in national and regional recovery packages and in global and regional efforts based on the 4 pillars of the decent work agenda (employment including sustainable enterprises, social protection, social dialogue and rights at work and gender mainstreaming in each of the 4 pillars). These principles have also been taken up in Africa. The ILO convened in February 2009 in Addis Ababa the first decent work symposium on "together addressing the implications of the financial and economic crisis on Africa's peoples".

ILO mentioned the International Labour Conference started on 03 June 2009 where 183 tripartite delegations will discuss and hopefully adopt a Global Jobs Pact that would help frame regional and national crisis responses developed by governments in consultation with social partners.

Mr Delarue also mentioned the different initiatives launched by ILO, such as in West Africa with EC support, in order to promote a rights based approach to labour migration and mobility.

The presentation of **Gabrielle Clotuche**, of the European Trade Union Confederation (ETUC), placed a strong emphasis on the importance of the movement of labor during a time of international crisis. Being a labor union confederation representing eighty-two trade unions with representatives at the EU-level, the ETUC engages civil society through out Europe and since 2006 has warned about the risks of speculative capitalism.

According to the ETUC, the crisis is the result of continued privatization since the 1980s, when an accent was placed on the market as being the primary mechanism for development. In this era, social protection and labor unions were undervalued and it is little surprise that the financial crises will have dramatic affects on the African continent; workers and families will be the hardest hit. In an effort to restrict the ill-effects of capitalism and privatization, the ETUC organized the Paris

Declaration of May 2009 where European trade unions collectively agreed to temper the free-market.

Ms. Clotuche focused her remarks on the “employment” dimension of the seventh partnership by emphasizing the links between employment and migration as well as the creation of decent employment; reinforcing social protection; ensuring the maintenance of previously-existing jobs; and to develop migration based on human rights and international worker rights.

Members of the second afternoon panel focused on the current economic climate and the adverse effects the crisis will have on employment in Africa. With larger numbers of African households falling into the poverty gap, many are forced to use migration as a risk mitigation strategy. Although a great deal of attention is paid to job creation, focus must remain on decent work (social protection, social dialogue and rights etc.). Creating key entry points for non-traditional stakeholders to participate within the 7<sup>th</sup> partnership on migration, mobility and employment is key towards ensuring continued success.

These interventions were followed by contributions from conference participants:

- Mr. Sipos of the World Bank detailed the following gender related impacts of the crises: a decline in the capital accumulation by women, the reduction of women’s individual incomes, reduction in funding opportunities and fewer job choices, and more child mortality. These concerns require more gender focused initiatives in response to the crises, the *IFC Gender Entrepreneurship Markets initiative*, being a good example.
- Mr. Sipos also warned that the current economic thinking is that the crisis is going to slow long-term growth rates. This coupled with other on-going demands on national budgets—including challenges to climate change between now and 2050—may drastically impact aid given to developing countries.
- Mr. Delaurie of the ILO emphasized that even after the crisis, demographic evolution will remain—such as the aging of European society—which will continue to place a demand on migrant workers. Both interveners emphasized the need for a rights-based approach to migration and policy accounting for “brain-drain”, especially in the health sector.
- Ryszard Cholewinski of IOM Geneva cited the new policies emerging in numerous receiving countries to offer migrants return incentives. Few migrants have taken up these “offers”, but they reflect a clear change in policy from some countries, tending toward restrictions. It is unclear whether such policy shifts will be long-term and on the necessity of the EU and Africa to work together in addressing issues of mobility and employment

##### **5. Panel II: How to involve African and EU Civil Society in the AFRICA-EU Partnership on Migration, Mobility and Employment**

**Carmen Silvestre**, Senior Policy Officer of the Open Society Institute chaired the second panel on *How to involve African and EU Civil Society in the Africa-EU Partnership on Migration, Mobility and Employment* which addressed the role of civil society in the Africa-EU seventh partnership. Ms. Silvestre stated that strategies and objectives can only be achieved if civil society is engaged. She underlined the importance to spread out the partnership messages to the population in order to get initiatives off the ground and to benefit from the expertise of the civil society. To-date, and despite very clear commitments to empower non state actors, the engagement of civil society has been largely informative with little to no direct access to the policy development process. There are no

agreed procedures for civil society participation. Therefore a firm and clear commitment to involve civil society actors is needed at the highest political levels.

**Isabelle Hoferlin**, the African focal point for the International Trade Union Confederation (ITUC), which represents workers throughout the world, pointed to the history of the debate about the incorporation of civil society into the Africa-EU partnership. She mentioned the Trade Union Africa-EU Summit organized in October 2007 and its declaration presented at the Lisbon Summit.

She also mentioned the designation of ITUC and ETUC as civil society focal point for this partnership. Nonetheless the focal points have been consistently under-informed of the progress and implementation strategies of the partnership, and the involvement of “civil society” in the partnership’s discourse is problematic. Civil society represents an incredibly diverse constituency and needs to be better defined in order for different institutions, unions, and researchers to be effectively incorporated into the architecture and implementation of the partnership. She also noted that the cohesion of the civil society could be at risk considering the number of partnerships with the Africa-EU Strategy.

Regarding the content of the partnership, ITUC urged participants and key stake holders to focus on the challenge of creating healthy, productive jobs in the context of the financial crises in Africa and to focus on protecting those jobs. Echoing the perspective offered by the ILO in the previous panel, Hoferlin stressed the importance of putting forward a rights-centered approach when managing migration.

**Oumou Ze**, Research Officer for Centre National de Coopération au Développement (CNCD), presented ongoing research initiatives by focusing on the question of development in the context of policy development for migration and her work within a research group interested in the links between migration and development in terms of EU migration policy. The mode of analysis of this working group is based on a close engagement with civil society institutions and initiatives.

The Global Approach to Migration focuses on the management of irregular immigration flows; however, the complex dynamics of immigration and employment, and co-development initiatives are often under-emphasized and poorly understood. CNCD recommended that civil society organizations, particularly diaspora organizations, be offered a more concrete point of entry in terms of policy development in the context of the 7<sup>th</sup> partnership. NGOs are critical partners in migration management, and need to be given a more prominent role in the partnership if they are expected to be active participants in the Joint Action Plan and its seventh partnership.

The political stakes, outside of the realm of migration, should also be considered in assessing the impact of development and migration. For example, studies on productive sectors, and economic partnerships between Africa and Europe, should be considered and encouraged in the development of migration policy. Attention should also be paid to how different economic sectors may want to invest in migratory movements.

Ms. Ze cited the need for more critical analysis of the long term development impact of circular migration. For instance, under what conditions, and for which actors, does return become possible or attractive? Studies of migration in Asian countries are a good starting point for understanding these influences. Ms. Ze also emphasized the difficulties of coordinating the role of nation-states in partnerships, such as the Africa-EU 7<sup>th</sup> partnership, and the hazards of considering African civil society as a singular partner; considering the enormous diversity of the stakeholders therein.

**Ben Vanpeperstraete**, a bureau member of the European Youth Forum (YFJ), presented the role of the YFJ in contributing to discussions on migration policy. The YFJ, the largest youth platform in

the world, is a representative platform to the UN, Council of Europe, and to supranational organizations. It seeks to empower young people by creating opportunities for their participation.

Mr. Vanpeperstraete noted that in the African context, the role of youth institutions is particularly important. He mentioned that the African Union has a progressive vision in terms of youth rights through the AU Youth Charter. In contrast, the European Union does not have a charter and lacks a holistic institutional vision of youth engagement.

Mr. Vanpeperstraete stated that the first Africa-EU Youth summit was organized during the Lisbon Summit and that there was a political momentum to engage youth organizations in the partnership, putting forward a holistic approach on migration focusing on migrants rights, co-development, decent work, and combating the trafficking of human beings. He pointed out that employment should be anticipated from its migratory component and vice-versa.

Mr. Vanpeperstraete emphasized the willingness of the European Youth Forum to collaborate under the 7<sup>th</sup> partnership in whatever way they can through the mobilization of their extensive African and African Diaspora based partner organizations, particularly with their partners in the Pan-African Youth Forum. He proposed the creation of a civil society steering committee that could be a key interlocutor for the civil society participation within the strategy.

Civil society represents an incredibly diverse constituency and its role needs to be better defined in order for different institutions, unions, and researchers to be effectively incorporated into the architecture and implementation of the partnership. Speakers addressed the role of civil society in the Africa-EU seventh partnership stressing that strategies and objectives can only be achieved if civil society is engaged. Thus far, the involvement of civil society has been largely informative with little to no direct access into the policy development process. Participants praised for a firm and clear commitment to involving civil society actors at the highest political levels.

These interventions were followed by contributions from conference participants:

- Ms. Sylvestre reiterated civil society organizations' eagerness to work on the 7<sup>th</sup> partnership, but lamented the limited access to information they are facing and the existence of too many fora and process on related issues within the framework of the Africa EU partnership.
- There was a debate between the Spanish Foreign Ministry and a representative of the Egyptian Embassy concerning the degree to which migration can be isolated from employment and labor concerns. They agreed that employment was directly linked to migration. However panelists stressed the importance of taking into account other factors such as political factors.
- Ms. Ze responded to several questions related to her commentary on the contested interaction of "migration" and "development" policies by arguing that the majority of public and private financing goes toward managing migration flows, often for security reinforcement, while a more effective long-term use of these funds may be to reinforce development initiatives in countries of origin.
- The three speakers of the second panel underlined a strong wish for better information about the 7<sup>th</sup> partnership; an enhanced engagement of civil society in the partnership, and the development of means to enhance the ownership of partners and grass-roots initiatives "not based in Brussels" in the partnership.

## **6. Concluding Remarks**

**Klaus Rudischhauser** of the European Commission concluded the workshop by thanking the conference organizers and participants. He presented the four core challenges to advancing the partnership 1) the change in leadership and the new Libyan co-chair of the 7<sup>th</sup> Africa-EU partnership still to be nominated 2) the need to invite and involve more substantially non state actors and international organizations – a civil society forum could be organized after the next Troika; 3) the need to strengthen the employment part of the 7<sup>th</sup> partnership which is even more relevant in the current economic situation; 4) the importance of strengthening the visibility of the partnership both at political and population level. He reiterated the idea to organize a follow up meeting to the 2006 Tripoli Forum.

**Bernd Hemingway** of the IOM stated that the conference demonstrated that more concrete actions were being taken under the 7<sup>th</sup> partnership than originally thought. He summarized several points for further reflection. A particularly recurrent theme throughout the conference was how to approach capacity building within the African and EU Partnership concerning employment and migration. A comprehensive, multi-lateral approach is needed under the 7<sup>th</sup> partnership, and more concrete and frequent opportunities for dialogue among diverse stakeholders. The capacity of civil society actors is particularly under-utilized, which relates directly to the challenge to increase ownership of the 7<sup>th</sup> partnership among civil society stakeholders. The desire for decent employment employment, as one of the root causes of migration, will be a major challenge, requiring strategic regional cooperation, particularly with regional economic organizations. Regional partnerships are crucial to preventing the failure of the partnership due to the vast regions it aspires to incorporate in its policy. The IOM closed by stating that a similar conference could be organized in Africa to provide an opportunity for African stakeholders to be more actively involved.

## **IOM**

Established in 1951, the **International Organization for Migration** is the leading inter-governmental organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners.

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