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**Enhancing Intra-African Cooperation on Migration and
Development Policy and Practice
Draft Concept Note (5 May 2012)**

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Draft Concept Note**

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Introduction

The purpose of this concept note is to provide a rationale and objectives for a multiannual program of activities with the broad aim of enhancing intra-African coordination and cooperation on migration and development policies, programs, and practice in the Africa region, starting with a pilot program focused on facilitating enhanced labor mobility and skills development in Africa.

The multiannual program would focus specifically on facilitation of cross-border labor mobility (including portability of social benefits for migrant workers, access to social security in-country for migrant workers, etc) and skills development in African countries. But there is every reason to believe the underlying problem such a program seeks to address, and the intervention proposed to address it, have wider applicability beyond the African continent. In particular, countries of the African, Caribbean, and Pacific Group of States (ACP) face broadly similar development challenges and it is a key contention that multiannual programs to enhance labor mobility and skills development across ACP countries are required.

As an initial area of focus, this concept note envisages limited labor mobility and skills development pilots in sub-regions of Africa (eg eastern/southern and western Africa). Once piloted in one or two sub-regions, the expectation would be that in the long term initiatives could be rolled out continent-wide. The note particularly focuses on the role that the Global Forum on Migration and Development (GFMD) – chaired this year by Mauritius – can play in bringing the dimension of cross-border cooperation around key aspects of migration and development to the fore within a broader developmental context.

The concept note contends that there is valuable synergy between the GFMD and such a multiannual program. As a state-led, voluntary, informal, and non-binding process, the GFMD affords governments the opportunity for frank, non-confrontational dialogue on sometimes sensitive issues as well as the opportunity to exchange experiences and identify areas of concern requiring future action. While many governments value this exchange and dialogue aspect of the GFMD, many developing countries especially are keen to translate words into deeds that change the lives of their citizens for the better. Such a multiannual program as the one proposed in this concept note allows governments to leverage more benefit from the discussions, recommendations, and outcomes of the GFMD to marshal the resources to implement programs that have been discussed.

Implementing partners, such as the European Union (EU), the World Bank, the African Development Bank (AfDB) and other agencies and institutions can collaborate with and support governments in the implementation phase following GFMD deliberations. Governments can use subsequent GFMD meetings to share results and lessons learned and discuss any emerging insights and issues and thus hopefully create a virtuous cycle of learning and progression. The Africa-EU Partnership on Migration, Mobility and Employment is very specific whereas programs emanating from GFMD processes, such as this proposed multiannual program, have a broader scope in terms of geographical focus and partner agencies involved.

The next section of this note sets the problem of labor mobility in the wider context of Africa's development challenge of creating more jobs for its growing workforce and relates this to the issue of skills shortages across the continent. Then the note explains the rationale for the proposed intervention. This section also lays out proposed institutional and project management arrangements and a tentative timeline for the proposed pilot program. The section following presents a very tentative budget, which is more an order of magnitude

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estimate at this early stage of planning. The last section concludes with some wrapping-up points.

Annex A lays out a draft logframe for the proposed multiannual program. Annex B relates the multiannual program to GFMD 2012 outcomes in which six African countries are taking the lead as session co-chairs. Annex C discusses the details of the June 11 brainstorm meeting at which the proposed program will be discussed in Port Louis, and presents a provisional agenda for the day. Annex D sets the issue of employment generation within the overall context of patterns of (jobless) growth in Africa and emphasizes that poverty reduction is inextricably linked to employment creation and skills development. Annex D also addresses the issue of labor/skills mobility and the specific opportunity, role, and added value that the GFMD is uniquely suited to contribute to advancing labor mobility in Africa at this stage.

Participants in the brainstorming meeting on 11 June (Annex C) are urged to read this concept note and its Annexes in preparation for the 11 June meeting, where it is expected that agreement will be reached about the logframe for the multiannual program and how to move forward in launching it already before the end of 2012¹.

What is the Problem?

In spite of respectable growth performance in the last decade or so, most African economies are experiencing “jobless growth”. Yet the continent’s demographic trends – that see between 10 and 12 million workers joining the labor market each year – suggest that without a fundamental shift in the pattern of growth this problem will continue.

Although the MDG of halving the number of people in Africa with an income of less than a \$1 a day is on target, poverty in Africa remains entrenched, in spite of the growth. In essence, Africa’s development challenge is basically the challenge of creating millions of decent productive jobs for its growing labor force. Moreover, more and more of these jobs will need to be created in cities, to keep pace with Africa’s rapid urbanization.

The policy consensus is that an unshackled, innovative, entrepreneurially driven private sector operating in a pro-market (appropriately, but not heavily, regulated to protect/advance the public interest) environment will have to create the bulk of the jobs Africa needs. To that end, governments have concentrated on a range of policy measures, including but not limited to investment climate reforms, investment promotion, training for entrepreneurs, widening access to finance, etc. In seeking to diversify their economies, most African countries aim to attract a range of investors, with the large multinationals deemed to offer a number of benefits to the entire “ecosystem” of enterprises, including small and medium-sized enterprises (SMEs) that are responsible for the bulk of jobs created.

Paradoxically, in spite of the high levels of unemployment and underemployment seen in Africa, most countries also experience severe skills shortages. As a result, one estimate predicts a 75% increase in the use of expatriate staff over the next three years². SMEs also face severe skills shortages, so the issue is not limited to the largest firms.

Companies are already using labor mobility as an integral component of their own efforts at managing skills shortages in Africa. Moreover, skills shortages is a major concern for

¹ Comments and queries can be directed to Chukwu-Emeka Chikezie cechikezie@up-africa.com.

² Maritz, Jaco (2012) “Talent grab: How top companies are managing Africa’s skills shortage” <http://www.howwemadeitinafrica.com/talent-grab-how-top-companies-are-managing-africas-skills-shortage/15372/> on 7 March 2012.

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investors and thus a priority one for policymakers to address. Along with labor mobility come issues such as skills training/development, certification and recognition, and the protection of income and social wellbeing (eg portability of pensions and social benefits and access to social security for non-citizens).

Many African countries host sizeable refugee populations, whose potential for the local labor market or the labor markets of countries in the region could be better utilized. Labor mobility and skills development initiatives could enable employers to access these resources in their own country or in the wider region.

However, solutions to issues of cross-border mobility cannot be manufactured unilaterally or by one government entity alone: collaboration and government coherence are key. Furthermore, the problem cannot be simply identified as a lack of commitments and agreements on paper. Member states of most of Africa's regional economic communities (RECs) pay lip service to the free movement of labor, yet these proclaimed aspirations are at odds with an unsatisfactory record when it comes to ratification and implementation of agreed instruments.

The Proposed Multiannual Program

Project Goal

The project's overall goal is to improve competitiveness and employment opportunities in Africa that result in high-skill, high-wage, high-productivity, full employment, and high levels of domestic and foreign investment in Africa in the long term.

Project Objectives

The specific project objective is to facilitate improved firm-level productivity gains and improved competitiveness and employment generation through enhanced labor mobility and skills development.

The program is intended to complement existing initiatives that operate mainly at governmental level aimed at facilitating free movement of labor across African borders. Pilot-specific agreements between consenting countries would be fully compatible with existing treaties and protocols to which the respective countries are party. In addition to that political dimension, the program serves to enhance investment, trade, and business relationships insofar as there will be businesses that wish to move labor across borders as an integral part of their own strategic plans and business growth objectives. A key element of this program is that these businesses are willing to invest on a burden-sharing basis (with the public sector) in skills development for the workforce.

Box 1: Overview of proposed labor mobility and skills development program

- The aim is to enhance firm-level competitiveness and productivity by improving access to suitably skilled labor across Africa through acceleration and implementation of existing agreements and complementing existing regional and continent-wide labor/skills enhancement efforts. In essence, the idea is to bring the same dynamism and top-level executive attention devoted to World Bank Doing Business Reforms to the arena of labor mobility combined with skills development.
- The program works on the premise that the problem lies more in execution – implementation and coordination of labor mobility/skills development efforts rather than development of new agreements per se.
- The program addresses the full spectrum of skilled labor in demand in African countries.
- The focus on labor mobility/skills development aims to complement existing (regionalized) Doing

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Business Reforms/investment climate efforts.

- The inclusion of refugees into this initiative ensures that employers can make best use of the skills and potential of refugee communities.
- While the initial focus is on intra-African (ie South-South) migration, scope exists for future agreements with other labor markets, eg developed countries.
- While there are discrete roles for governments and public authorities as well as for employers, the program is also predicated on the ethos of burden-sharing through public-private partnerships (PPP), particularly in relation to skills development, where technical and vocational education and training (TVET) providers need to work closely with employers to produce market-ready, employable graduates.
- From the employer's viewpoint, the aim in operational terms is to create a seamless labor pool by facilitating access to domestic, diaspora, or migrant labor that is skilled and/or trainable and suitable for the jobs on hand.
- Critical elements of cooperation and coordination between pilot countries include: reciprocal labor mobility agreements for employment, staff development, etc; exchange of labor market information; mutual recognition of qualifications; benefit portability and access for migrants to social welfare benefits on non-discriminatory basis.
- Operating modalities would include the following features:
 - Each participating country would have its own sector-specific training system geared toward the needs of employers and the demands of the market, whether domestic or in one of the participating countries. This training would operate on a PPP burden-sharing basis. Centers of excellence in which countries focused efforts in areas where they had a comparative advantage might emerge. The evaluated Mauritian Placement for Training Program operating under the National Empowerment Foundation could serve as a model for adaptation by other countries. Low-income countries would be able to tap into program funds to supplement government contributions to such training schemes (to match private sector contributions).
 - Participating countries would devise/adapt labor access/entry schemes operating with low administrative barriers and burdens on a reciprocal basis (possibly targeting specific sectors initially) and not limited to high-skill/wage workers only. These schemes would be compatible with existing state obligations spelled out in protocols and treaties to which they are party.

Target Beneficiaries

The primary beneficiaries will be workers in the participating countries who will acquire skills that enhance their employability, and employment either in the participating country of which they are nationals or neighboring countries through their participation in the program and reciprocal arrangements with the other participating countries. With improved access to appropriate labor suited to their needs, employers – businesses of all sizes, including SMEs – also benefit through enhanced productivity and competitiveness. Participating governments benefit through increased tax revenue. Societies gain long-term through reduced inequality and increased cohesion and social stability.

Project Development Objectives

- 1) Participating firms from participating countries increase productivity through access to better skilled migrant/ indigenous labor by at least 10%.

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- 2) 2,000 trainees per year, per country making a total of 36,000 workers (assuming six participating countries in a three-year pilot).
- 3) Of this 36,000, the target is that 75% will find employment within six weeks of their training being completed, and of this 75%, 30% (8,100) will become labor migrants taking up employment or exchange opportunities in a participating country.
- 4) By year two of the pilot, at least 30% of the labor migrants shall have access to some or all of the social protections and benefits due to them.

Project Main Components (Outputs)

- 1) Ownership and buy-in across governments, private sector, and civil society for labor mobility and skills development pilot secured.
- 2) Robust M&E framework in line with international labor standards developed and results disseminated.
- 3) Policies to enable labor mobility on reciprocal basis (consistent with existing treaty obligations) for labor from participating countries are designed and enacted.
- 4) Sector-specific training scheme to train workers on a PPP burden-sharing basis established.
- 5) Labor market information system linking participating countries' labor markets with diaspora access in place.
- 6) Communications strategy (including use of social media) designed and implemented.
- 7) Pilot well-managed, model validity proven, and scale-up/roll-out justified, designed, planned, and resourced.

Key Performance Indicators

- 1) Cross-section of representatives from African governments, RECs, private sector, civil society, and international partners attend brainstorm and agree to focused, concerted action.
- 2) Baseline data for each pilot country/region available.

“Doing Business” type regional performance indicator of labor mobility facilitation mechanisms developed and piloted.

- 3) Clear, simple, straightforward working procedures allowing companies in participating countries to employ migrant labor from participating country on permanent, temporary, or exchange basis are in place and operating smoothly.

Social protections and benefits portability are in place.

- 4) Number of people trained.

Trainees part-sponsored by hiring companies and public purse completed course to recognized standard.

Trainees from scheme secure employment either in-country or as migrant labor in participating country.

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Mutual recognition of qualifications among participating countries in place.

- 5) Accessible, user-friendly LMIS system with active users in place.

LMIS facilitates access to suitably skilled/ experienced diaspora labor.

- 6) Awareness of the program among policymakers, business managers, and general public increases incrementally.

Support for the program among policymakers, business managers, and general public increases incrementally.

Companies and officials from non-participating countries express interest in participating in the program.

Academic/media interest in reports generated increases.

Interest among policymakers/funders from donor countries is maintained.

- 7) Pilot managed on time and on budget and in compliance with KPIs.

Pilot evaluation and scale-up strategy and fundraising completed.

Project Management, Institutional and Implementation Arrangements

As part of its overall in-kind contribution to the project costs, the government of Mauritius will take overall responsibility for project management in line with existing public sector procedures and guidelines. As 2012 Chair-in-Office of the Global Forum on Migration and Development (GFMD) from which this program was birthed, the Ministry of Finance and Economic Development (MoFED) of Mauritius shall support this as a GFMD 2012 legacy initiative. MoFED will hire and supervise the project manager responsible for program execution. While funds for the project manager will come from project funds, supervision and support costs will be borne by MoFED.

A project steering committee will be formed that comprises a government, private sector, and civil society representative from each of the participating pilot countries; one representative from each donor to the program; and three independent experts with deep understanding of labor mobility/skills development issues in Africa and other developing regions. The project steering committee shall meet virtually three times a year and have one face-to-face meeting in each of the three years of the pilot program. Face-to-face meetings shall take place in any of the participating pilot countries and will combine with communications and reporting activities. Each steering group member shall be paid a modest honorarium as an incentive for the time they shall be expected to devote to oversight.

MoFED shall establish a dedicated project account and bank facilities for the project that shall be subject to standard procedures for government expenditure, including scrutiny. The project unit shall liaise with donors to establish the most efficient and flexible modalities for disbursement of monies in each of the pilot countries that are consistent with highest standards of probity in financial expenditure and that conform with the requirements for standardized expenditure reporting to enable a consolidated audit of the project accounts on an annual basis.

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As grant funds for some of the project components are intended to crowd in and incentivize private investments, appropriate systems will be devised and implemented, similar to challenge fund mechanisms to ensure matched funds (ie matched with private sector investments) materialize and are invested. However, every effort shall be made to ensure that procedures are both robust and flexible enough to ensure that requirements do not hamper the speedy decision-making and execution that is the normal requirement of private ventures.

Rough Timeline

Item	Q0	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10	Q11	Q12
Brainstorm													
Baseline study and M&E framework													
Policy reforms													
Sector-specific training													
Matching employers/TVET													
Course design/adaptation													
Course delivery													
LMIS design, implementation, maintenance													
LMIS design													
LMIS implementation													
LMIS usage/maintenance													
Communications strategy, implementation													
Communications strategy formulation													
Communications strategy implementation													
Pilot management and evaluation													
Pilot management													
Pilot evaluation													
New program design/fundraising													

Indicative Budget

Activity area	Inputs	Y1 (\$)	Y2 (\$)	Y3 (\$)	Total (\$)
1. Multi-stakeholder brainstorm to define problem, identify solutions, ensure wide ownership, and plan program and resource mobilization held		120,000			120,000
	• Travel, accommodation, sustenance				
	• Logistics, venue, meals, interpretation, facilitator				

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2. Baseline study of labor market rigidities and constraints in target pilot countries and lessons to be learned from other regions conducted	<ul style="list-style-type: none"> TA in six pilot countries 	180,000			180,000
3. Required legal, administrative, and operational elements assessed and social protection components identified	<ul style="list-style-type: none"> TA in six pilot countries 	600,000	600,000	600,000	1,800,000
Advocacy, communications, and outreach campaign to influence change undertaken	<ul style="list-style-type: none"> TA for political change 				
Signing ceremony of reciprocal labor mobility arrangements held	<ul style="list-style-type: none"> TA for event management 				
4. Appropriate training facilities and curriculum identified or established	<ul style="list-style-type: none"> TA for course design in close cooperation with companies and education authorities 	300,000	300,000	300,000	900,000
Qualifications across participating countries harmonized	<ul style="list-style-type: none"> TA for curriculum harmonization in target courses 				
5. LMIS specified, designed, tested, and implemented	<ul style="list-style-type: none"> TA for LMIS design 	150,000			150,000
Diaspora outreach undertaken	<ul style="list-style-type: none"> Diaspora outreach 				
6. Communications strategy designed	<ul style="list-style-type: none"> TA for communications strategy 	90,000	90,000	90,000	270,000
Conventional and social media campaign rolled out	<ul style="list-style-type: none"> Social media rollout 				
Quasi-academic papers written and published	<ul style="list-style-type: none"> Public events and seminars 				
	<ul style="list-style-type: none"> Writers' honoraria 				
7. Pilot managed and reported on	<ul style="list-style-type: none"> TA for project management 	300,000	300,000	300,000	900,000
Independent pilot program evaluation commissioned and undertaken	<ul style="list-style-type: none"> TA for independent evaluation and program design 			50,000	50,000
Program expansion planned and designed				30,000	30,000
Grand total					4,400,000[†]

[†]This is the total funded public sector contribution sought, the budget assumes matching private sector funding for some components.

Conclusion

While African economies generally appear to have improved their growth performance in recent years, they have a long way to go in order to rapidly reduce the entrenched poverty that still afflicts millions of Africans. Job-creation is central to the African development challenge in the 21st century. Demographic trends imply that Africa's "youth bulge" will either be a blessing or a curse. It will be a blessing if, in addition to essential investment climate

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reforms, Africa's growing labor force is skilled and mobile enough, and labor markets are flexible and efficient enough to connect suitably skilled people to jobs. It will be a curse if Africa finds itself trapped in a vicious cycle of poverty, low-productivity, and political instability or repression if growing armies of restive, unemployed and underemployed urban citizens are locked out of opportunities to better themselves through decent, productive, remunerative work.

Enhanced labor mobility is not a magic bullet to solve all the problems associated with low levels of private investment and jobless growth in Africa. However, combined with other measures that will gradually enhance the competitiveness of African economies as they open up and further integrate into the global economy, a more proactive, structured, strategic, and coordinated approach to labor mobility and skills development in Africa has the potential to contribute to a more productive workforce, in turn contributing to a virtuous circle of increased inclusive growth and development on the continent.

But for this to happen, it is essential that the right partners sit round the table to map out the precise modalities of a labor mobility intervention. These partners necessarily include governments, private corporations, TVET sector providers, RECs, civil society, and international agencies and development partners. At the core, there must be a public-private partnership to solve the problem. Neither the public nor the private sector acting alone can produce an optimal solution.

The GFMD – chaired for the first time this year by an African country, Mauritius – is an ideal platform/framework to use to address the issue of labor mobility for the continent's development. It is an issue that has already held the attention of governments in previous GFMD meetings over the years. Thus there are valuable lessons for Africa to learn from other regions. The issue sits center-stage at the heart of the program set out by the GFMD 2012 Chair-in-Office and fully endorsed by other GFMD participating governments and observers. In addition to the longstanding practice of engaging international organizations and civil society, this year's Chair-in-Office is committed to building on past Chairs' efforts to engage the private sector more fully in the GFMD deliberations. Companies operating across Africa are already using labor mobility as one tool as they grapple with the issue of skills shortages on a continent garnering increasing attention from domestic and foreign firms as they sense growing opportunities to do more business in Africa (beyond extracting raw materials/commodities for export).

Scope exists to devise a multiannual labor mobility intervention that would serve as a pilot targeting one or two sub-regions in Africa that, if successful, could be scaled up for rollout continent-wide. In order to assess the feasibility and secure ownership and buy-in from a constellation of actors critical to the success of any such intervention, a brainstorm meeting needs to be held in June in order to refine a draft logframe, clarify roles and responsibilities, identify possible funding sources, and implement the necessary actions to fundraise and establish such a program. Thereafter, swift action to translate aspiration into action and action into tangible results is urgently required.

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Annex A: Logframe for proposed labor mobility and skills development program

RESULTS CHAIN		PERFORMANCE INDICATORS			MEANS OF VERIFICATION	RISKS/ MITIGATION MEASURES
		Indicator (Including CSI)	Baseline	Target		
IMPACT	Impact	High-skill, high-wage, high-productivity, full employment, and high levels of domestic and foreign investment in Africa			Inspection of economic data	Sustainability assumptions linking project goals to long term, higher-level goals <ul style="list-style-type: none"> • More organized private sector better equipped and able to advocate for its interests in areas of labor mobility policy formulation and implementation • Collaboration around labor mobility/skills development will generate levels of trust and mutual interest to stimulate broader cooperation among African countries around M&D • Assumes continuation of existing Doing Business Reforms and investment climate reforms to complement emphasis here on labor mobility and skills development
	Improved competitiveness and employment opportunities in Africa					

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OUTCOMES	<p>Firm-level growth, productivity, and competitiveness enhanced and employment generated through improved timely access to suitably skilled labor in select sectors pilot countries</p>	<p>a) Participating firms from participating countries increase productivity through access to better skilled migrant/ indigenous labor by at least 10%</p> <p>b) 2,000 trainees per year, per country making a total of 36,000 workers.</p> <p>c) Of this 36,000, the target is that 75% will find employment within six weeks of their training being completed, and of this 75%, 30% (8,100) will become labor migrants taking up employment or exchange opportunities in a participating country.</p> <p>d) By year two of the pilot, at least 30% of the labor migrants shall have access to some or all of the social protections and benefits due to them.</p>			<p>a) Labor Force Surveys (LFS)</p> <p>b) Labor Force Surveys (LFS)</p> <p>c) Firm-level surveys</p> <p>d) Review of social security laws and procedures</p>	<p>Development assumptions linking goals to immediate objectives</p> <ul style="list-style-type: none"> • Skills shortages are key labor market issue for private sector investors in Africa • Six African countries sign up to be pilot participants • Mechanisms to get right balance between investment in skills development of citizens Vs hiring of migrant/ expat labor are key to improving overall labor market functioning in Africa • Success of pilots will generate interest and momentum for broader application • Assumes that robust data capture and analysis via LFS or other such instruments is available • Appropriate incentive structures and institutional arrangements to crowd in, not out, private investment for long-term sustainability
OUTPUTS	<p>1. Ownership and buy-in across governments, private sector, and civil society for labor mobility and skills development pilot secured</p>	<p>a) Cross-section of representatives from African governments, RECs, private sector, civil society, and international partners attend brainstorm and agree to focused, concerted action</p>			<p>Post-brainstorm evaluation responses</p>	<p><i>Implementation assumptions linking immediate objectives to outputs</i></p> <ul style="list-style-type: none"> • Collaboration is key to success of project, requires deep engagement of key officials within governments; other non-state actors, such as private sector, TVET sector, civil society; • Brainstorm will help to ensure buy-in and ownership by key stakeholders across different sectors • Private sector willing and able to invest in training/skills

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						<p>development and is assured of capturing some gains from such investment</p> <ul style="list-style-type: none"> GFMD 2012 link: RT 1.1 (Mauritius); RT 1.2 (Kenya; Morocco); RT 2.1 (Mali; Morocco); RT 2.2 (Ghana); RT 3.1; RT 3.2 (Ethiopia); RT 3.3
OUTPUTS	2. Robust M&E framework developed and results disseminated	<ul style="list-style-type: none"> a) Baseline data for each pilot country/region available b) “Doing Business” type regional performance indicator of labor mobility facilitation mechanisms developed and piloted c) Data informs and is informed by Migration Profiles and Extended Migration Profiles 			<ul style="list-style-type: none"> a) Inspection of baseline report b) Review of indicator c) Review of Migration and Extended Migration Profiles 	<ul style="list-style-type: none"> Baseline can be done as part of early phase of program implementation There will be insufficient resources prior to funding being committed to undertake baseline GFMD 2012 link: RT 2.1 (Mali; Morocco)
OUTPUTS	3. Policies to enable labor mobility on reciprocal basis (consistent with existing treaty obligations) for labor from participating countries are designed and enacted	<ul style="list-style-type: none"> a) Clear, simple, straightforward working procedures allowing companies in participating countries to employ migrant labor from participating country on permanent, temporary, or exchange basis are in place and operating smoothly b) Social protections and benefits portability in place 			<ul style="list-style-type: none"> a) Inspection of data on permits granted (including time taken) b) Inspection of monitoring data from participating companies 	<ul style="list-style-type: none"> Political will exists to undertake necessary policy reforms Policy reforms consistent with existing treaties and protocols on free movement of persons GFMD 2012 link: RT 1.1 (Mauritius); RT 1.2 (Kenya; Morocco); RT 2.1 (Mali; Morocco); RT 2.2 (Ghana); RT 3.1; RT 3.2 (Ethiopia); RT 3.3
OUTPUTS	4. Sector-specific training scheme to train workers on a PPP burden-sharing basis established	<ul style="list-style-type: none"> a) Number of people trained b) Trainees part-sponsored by hiring companies and public purse completed course to recognized standard c) Trainees from scheme secure employment either in-country or as migrant labor in participating country d) Number of migrant workers trained while in destination country 			<ul style="list-style-type: none"> a) Inspection of monitoring data on trainee graduates b) Inspection of monitoring data on trainee graduates c) Inspection of employment contracts 	<ul style="list-style-type: none"> Linkages between training providers (TVET sector) and employers exist, resulting in training courses that respond to market demand Lessons from evaluation of Mauritian scheme are applied in Mauritius and more generally to ensure incentives are well-aligned

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		<p>e) Returned migrant workers secure employment in origin country or third country at end of period working as migrant in first destination country</p> <p>f) Mutual recognition of qualifications among participating countries in place</p>			<p>d) Inspection of monitoring data on trainee graduates</p> <p>e) Inspection of employment contracts</p> <p>f) Inspection of procedures and agreements between education authorities</p>	<p>to crowd in private investment, address market failures, and avoid market distortions</p> <ul style="list-style-type: none"> • Education authorities and TVET sector in participating countries willing to cooperate to agree mutual recognition of qualifications and common standards • GFMD 2012 link: RT 1.1 (Mauritius); RT 1.2 (Kenya; Morocco)
OUTPUTS	<p>5. Labor market information system linking participating countries' labor markets with diaspora access in place</p>	<p>a) Accessible, user-friendly LMIS system with active users in place</p> <p>b) LMIS facilitates access to suitably skilled/experienced diaspora labor</p> <p>c) LMIS database incorporates records of diaspora labor</p>			<p>a) Inspection of user satisfaction levels among recruitment agencies and HR managers</p> <p>b) Inspection of data entry interfaces</p> <p>c) Inspection of random sample of data</p>	<ul style="list-style-type: none"> • Private sector can be incentivized to make necessary investments to make LMIS work and suitable service providers can design and implement such a system • Partnerships with specialist recruitment agencies enable seamless integration of diaspora labor into database • GFMD 2012 link: RT 1.1 (Mauritius); RT 1.2 (Kenya; Morocco)
OUTPUTS	<p>6. Communications strategy (including use of social media) designed and implemented</p>	<p>a) Awareness of the program among policymakers, business managers, diaspora, recruitment agencies, and general public increases incrementally</p> <p>b) Support for the program among policymakers, business managers, diaspora, and general public increases incrementally</p> <p>c) Companies and officials from non-participating countries express interest in participating in the program</p>			<p>a) Assessment of feedback from surveys and forums</p> <p>b) Assessment of feedback from surveys and forums</p> <p>c) Reports of one-to-one conversations</p> <p>d) Downloads from website with reports</p>	<ul style="list-style-type: none"> • GFMD 2012 link: RT 3.1

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		<p>d) Academic/media interest in reports generated increases</p> <p>e) Interest among policymakers/funders from donor countries is maintained</p> <p>f) Understanding between and mutual tolerance of host and migrant/returning emigrant/diaspora workers increased</p>			<p>e) Feedback from GFMD Common Space and seminars and other outreach activities</p> <p>f) Attitude, awareness, and understanding surveys</p>	
OUTPUTS	7. Pilot well-managed and model validity proven	<p>a) Pilot managed on time and on budget and in compliance with KPIs</p> <p>b) Pilot evaluation and scale-up strategy completed</p>			<p>a) Project milestones report; financial reports</p> <p>b) Evaluation report; funding proposals</p>	
KEY ACTIVITIES	1. Multi-stakeholder brainstorm to define problem, identify solutions, ensure wide ownership, and plan program and resource mobilization held				<p>INPUTS</p> <ul style="list-style-type: none"> • Travel, accommodation, sustenance • Logistics, venue, meals, interpretation, facilitator • \$120,000 	
KEY ACTIVITIES	2. Baseline study of labor market rigidities and constraints in target pilot countries and lessons to be learned from other regions conducted				<ul style="list-style-type: none"> • TA in six pilot countries • \$180,000 	
KEY ACTIVITIES	3. Required legal, administrative, and operational elements assessed and social protection components identified Advocacy, communications, and outreach campaign to influence change undertaken Signing ceremony of reciprocal labor mobility arrangements held				<ul style="list-style-type: none"> • TA in six pilot countries • TA for political change • TA for event management • \$1,800,000 	
KEY ACTIVITIES	4. Appropriate training facilities and curriculum identified or established Qualifications across participating countries harmonized				<ul style="list-style-type: none"> • TA for course design in close cooperation with companies and education authorities • TA for curriculum harmonization in target courses • \$900,000 	
KEY ACTIVITIES	5. LMIS specified, designed, tested, and implemented Diaspora outreach undertaken				<ul style="list-style-type: none"> • TA for LMIS design • Diaspora outreach • \$150,000 	
KEY ACTIVITIES	6. Communications strategy designed Conventional and social media campaign rolled out Channels of communication, exchange, and interaction between host and migrant/returning emigrant				<ul style="list-style-type: none"> • TA for communications strategy • Social media rollout • Public events and seminars 	

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KEY ACTIVITIES	<p>populations established</p> <p>Quasi-academic papers written and published</p>	<ul style="list-style-type: none"> • Writers’ honoraria • \$270,000
	<p>7. Pilot managed and reported on</p> <p>Independent pilot program evaluation commissioned and undertaken</p> <p>Program expansion planned and designed</p>	<ul style="list-style-type: none"> • TA for project management • TA for independent evaluation and program design • Steering group costs • \$980,000 <p>Total: \$4,400,000</p>

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Annex B: Labor mobility and skills development multiannual program related to GFMD 2012 outcomes and actors

Roundtable	RT Session	Outcomes	Lead African Government	Government Partners	Development Partners	Private Sector	Civil Society
Roundtable 1: Circulating Labour for Inclusive Development	Session 1.1 Beyond-the-Border Skills and Jobs for Human Development	Labor mobility/skills development in intra-African context	Mauritius		AfDB, AU, IOM, ILO		
		Labor mobility pilots	Mauritius		ILO, IOM		
		Regional frameworks of Abu Dhabi Dialogue	Mauritius				
		African clearing house for cross-border skills matching and labor exchange, and strengthened partnerships among governments	Mauritius				
		Skills recognition models in countries of destination and origin	Mauritius				
		Skills upgrading mechanisms in countries of destination	Mauritius				
		Effective methods of matching migrant skills with real jobs abroad; as well as with jobs in the country of origin upon return	Mauritius				
	Session 1.2 Supporting Migrants and Diaspora as Agents of Socioeconomic Change	Diaspora integral pool for labor/skills	Mauritius				
		Databases for the diaspora and its mobilization for investments and skills	Mauritius				
		Information portals that can inform migrant/diaspora decisions to invest in countries of origin	Mauritius				

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Roundtable	RT Session	Outcomes	Lead African Government	Government Partners	Development Partners	Private Sector	Civil Society
Roundtable 2: Factoring Migration into Development Planning	Session 2.1 Supporting National Development through Migration Mainstreaming Processes	Extended Migration Profiles and Poverty Reduction Strategies	Mali, Morocco				
		Mainstreaming migration into private sector development: Regionally integrated labor market/skills demand data; Labor mobility/skills development implications of FDI and domestic investment (Multilevel analysis: Local; National; Regional Levels)	Mali, Morocco				
		Participating countries design/develop comprehensive national policies on migration and development mainstreaming and take steps to implement	Mali, Morocco				
		Governments and other actors share all relevant information on migration and development planning tools, bilaterally and at the regional and global levels	Mali, Morocco				
	Session 2.2 Addressing South-South Migration and Development Policies	Facilitating intra-African labor/skills mobility	Ghana				
		Strengthen national capacities for migration and development governance through partnerships among countries, and between countries and international organizations, aimed at improved migration and development data gathering and information-sharing between countries of origin and destination in the South-South context	Ghana				

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Roundtable	RT Session	Outcomes	Lead African Government	Government Partners	Development Partners	Private Sector	Civil Society
		Develop effective models for government cooperation with civil society and other partners to address the social conditions and well-being of migrants and their families in origin and destination countries	Ghana				
Roundtable 3: Managing Migration and Migrant Protection for Human Development Outcomes	Session 3.1 Improving Public Perceptions of Migrants and Migration	Ensuring conducive environment for labor migrants to integrate into host/reintegrate into origin country					
		Model programs and practices at national and local levels in developed and developing countries that engage migrants, diaspora and the host communities in mutually beneficial ways that serve to improve public perceptions of migrants and migration					
		Innovative media programs (including those using social media) that broaden public understanding and appreciation of the contributions migrants make to their home and host countries					
		Strategies by countries of origin to shape in positive ways the public image of their emigrés while abroad and after return					
	Session 3.2 Migrant Protection as Integral to Migration Management	Ensuring robust protection regimes for labor migrants in crisis/risky situations	Ethiopia				
		Tailor responses according to profiles and needs	Ethiopia				

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Roundtable	RT Session	Outcomes	Lead African Government	Government Partners	Development Partners	Private Sector	Civil Society
	Session 3.3 Protecting Migrant Domestic Workers: Enhancing their Human Development Potential	Protection for all skills categories					
		Regional efforts and initiatives between countries of origin and destination particularly in the global south, to protect domestic workers, strengthened					
		Gender Sensitive checklist disseminated and utilized					

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Annex C: The proposed Mauritius Brainstorming Workshop

Enhanced labor mobility and accelerated skills development for workers are two closely intertwined areas of public policy that are among a panoply of policies that African governments must devise and implement if they are to break the hold of the persistent pattern of pervasive jobless growth seen across vast swathes of the continent. Moreover, given that some 80% of the African migrant population remains in Africa, cross-border labor mobility requires intra-African cooperation. The African Development Bank has developed its Human Capital Development Strategy (2012-2016) One Billion Opportunities: Building Human Capital For Inclusive Growth In Africa that creates a valuable backdrop against which to evaluate the proposed multiannual program.

Among governments, companies, civil society, workers and those seeking work, as well as various support bodies there is, conceivably, a shared interest in interventions that will better integrate African labor markets within the continent as well as within the global economy that facilitate the exchange, up skilling and productive use of labor that enhances productivity, creates jobs, and spreads wealth. GFMD taking place in Africa for the first time creates an ideal backdrop for discussions that might lead to a pilot labor/skills mobility intervention that with time and success could be scaled up to continent-wide application.

Moreover, as the World Economic Forum (WEF) in its work on talent mobility as pointed out, there is a clear understanding that goal-achievement in such complex areas of public policy requires deep collaboration among interested stakeholders³.

To this end, a brainstorm meeting in June bringing together the right mix of interested parties from among governments, companies, RECs, TVET policymakers and providers, civil society both from within Africa and beyond (for experience/lesson-sharing) is proposed as a next step. The specific purpose of the brainstorm session would be to examine the problem of labor/skills shortages in target African countries and explore whether enhanced efforts at facilitating greater labor mobility has the potential to achieve desired objectives. The brainstorm would also consider the AfDB HCD strategy 2012-2016 and provide critical feedback on its merits as an overarching framework within which to address Africa's human capital development challenges. The brainstorm would consider the specific modalities of a program of intervention and map out the precise roles and responsibilities of different interested actors. Indeed, a key purpose of the brainstorm will be to secure critical buy-in and ownership from different stakeholders who are willing to invest the time and effort to produce tangible solutions to the problem at hand.

The action-oriented brainstorm would aim to modify the draft logframe in detail; spell out roles and responsibilities; identify likely funding sources; and agree specific actions in order to move the process forward. This modified concept paper and draft logframe will go out to participants well in advance of the meeting in the hope that quite a lot of thinking about the specific purpose and practicalities of the intervention will have been done before the brainstorm. In this way, it is hoped the brainstorm will be as productive as realistically possible.

In other words, the brainstorm is envisaged not as a general discussion but as a conversation focused on producing a program of action that can be funded and that in turn produces concrete results. Therefore, it is proposed that the brainstorm be very informal and discussions oriented in a more-or-less logical sequence following the format of the logframe,

³ World Economic Forum (2012) *Talent Mobility Good: Practices Collaboration at the Core of Driving Economic Growth*. Geneva: World Economic Forum. Accessed at http://www3.weforum.org/docs/WEF_PS_TalentMobility_Report_2012.pdf on Wednesday 7 March 2012.

starting and ending with the AfDB's HCD strategy. In other words, agreeing first the goal and specific purpose, clarifying and challenging key assumptions and risks at that level before moving on to envisaged results, indicators of success, risks/assumptions at that level. Next the brainstorm would review key actions, at least top-level ones and then consider inputs/costs and where these might come from in terms of the respective contributions of interested parties.

The key results from the brainstorm will be a robust, validated logframe that can form the basis of a funding application to the EU, AfDB, and other donors; critical feedback on AfDB's HCD strategy; and an informal African migration and development network/group to help steer the next stages of the project and keep work on track.

For the brainstorm, and indeed the proposed long-term intervention, to work, it is essential to get the right people in the room and round the table. Specifically, it is real stakeholders – specific people from specific countries that are most likely to take forward this as concerted action and whose ownership and buy-in is critical to success.

Every effort will be made to ensure that the right officials and policy makers from the target countries in Africa are approached to attend. African countries that are co-chairs of GFMD roundtables will be targeted for active participation. These include Mauritius (Chair-in-Office of GFMD 2012 and co-host of the brainstorm); Morocco; Kenya; Mali; and Ethiopia. Given the cross-departmental nature of the issues at hand, from governments' perspective, it will be essential that these individuals commit to engaging with their counterparts, as appropriate, before and after the brainstorm and that they help to make the case to funders for support for the proposed program.

RECs from the regions in question will also be invited to participate. These include Common Market for Eastern and Southern Africa (COMESA); East African Community (EAC); Economic Community Of West African States (ECOWAS); Intergovernmental Authority for Development (IGAD); and Southern African Development Community (SADC).

Already it is evident that this issue of labor mobility is of prime concern to large corporations operating in Mauritius represented through the Joint Economic Council (JEC). The Mauritian Employers Federation (MEF) and the Small & Medium Enterprise Development Authority (SMEDA) Mauritius are also concerned with this issue. The COMESA Business Council has also made representations to governments about labor mobility issues and will be targeted to attend.

Civil society organizations that represent the interests of mobile labor; or are involved in their up skilling; or integration, etc across the sub-regions in question will be key stakeholders.

Various multilateral and international organizations have done considerable work in this area already and would make valuable contributions to the discussions. These include the UNECA, which has produced authoritative studies on the issue of employment in Africa. The African Development Bank (AfDB) has taken proactive measures with regard to youth employment, particularly in the wake of the uprisings in North Africa, with many relevant lessons learned. Many AfDB initiatives are complementary to broader labor mobility/skills development interventions. The African Capacity Building Foundation (ACBF) has also recently addressed Africa's youth unemployment crisis. The World Economic Forum (WEF) has addressed talent mobility at a global level. The ILO; IOM; World Bank; UNDP; and OECD Development Center all have mandates or programs that are complementary to the matter at hand.

Cross-fertilization of experience from other regions will be of immense value in enabling African countries enhance labor mobility for growth. Other countries that have facilitated labor mobility as an integral component of addressing skills shortages in their economies

would be targeted to share their experience. To enhance opportunities for cross-fertilization, participants from the Philippines, current hosts of the Abu Dhabi Dialogue will also be invited.

Creation of more jobs and job opportunities in Africa also helps to reduce the need or desire that impoverished, marginalized or disadvantaged citizens have to place themselves at risk by using risky or illegal means to migrate. These methods could result in their death, injury, and/or trauma. Even if they do reach their target country of destination, these irregular migrants typically end up in highly vulnerable situations open to exploitation. For these reasons, even though the focus is on intra-African cooperation, developed destination countries such as those in Europe, North America, etc have an interest in the success of such efforts at facilitation of greater labor mobility if they are likely to ultimately create more jobs.

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Brainstorm on Enhancing Intra-African Cooperation on Migration and Development Policy & Practice

Hosted by the Government of Mauritius, organized in conjunction with African
Union, African Development Bank, and United Nations Economic Commission
for Africa

Hotel Voila Bagatelle
Mall of Mauritius
Bagatelle

June 11, 2012

Draft agenda

08:00-09:00	Coffee
09:00-09:15	Welcoming remarks by Ali Mansoor, Financial Secretary, Ministry of Finance and Economic Development, Government of Mauritius and 2012 Chair-in-Office, Global Forum on Migration and Development (GFMD) and co-organizers, AU, AfDB, UNECA
09:15-09:30	Explanation of purpose of meeting by meeting facilitator
09:30-09:45	Setting the scene: AfDB Human Capital Development Strategy (2012 -2016) – One Billion Opportunities: Building Human Capital For Inclusive Growth In Africa – is labor mobility the missing link? Dr Agnes Soucat, Director of Human Development, African Development Bank
09:45-10:30	Identifying the problem, the stakeholders, and integrating labor mobility into the African Development Bank's HCD strategy for the next five years (mix of plenary and small group work)
10:30-10:45	Coffee
10:45-11:30	Defining the purpose, outputs, outcomes, indicators, assumptions and risks
11:30-12:30	Defining the actions needed to achieve the outcomes; and the actors
12:30-13:00	Lunch
13:00-13:30	Review of the morning's work
13:30-14:30	Refining the logframe
14:30-15:00	Adoption/validation of the logframe
15:00-15:30	Coffee
15:30-16:30	Formation of a public-private partnership-based African informal working group to take the work forward
16:30-17:00	Roles and responsibilities; and timeframe for action
17:00	Closing remarks by Ali Mansoor and co-organizers

Table 1 below summarizes the details of the brainstorm.

What?	Why?	Who?	When?	Where?	How?	Outputs?	How much?
Brainstorm bringing together interested actors in eastern/southern African region and beyond to design interventions to improve labor mobility and skills development	GFMD 2012 in Africa creates ideal catalyst for addressing critical migration and development issue that lies at the heart of Africa's contemporary development challenge (job-creation); GFMD has ideal partnership and dialogue framework for taking issue forward	Convened by AU/UNEC A in partnership with GFMD 2012 Chair-in-Office involving designated government officials in eastern/southern Africa region with responsibility for labor, education and skills development, private sector development; African government co-chairs of relevant roundtables (ie 1.1, 1.2, 2.1, 2.2); private sector (large, medium, and SMEs); RECs; civil society;	June 11 2012	Port Louis	Well-facilitated and structured brainstorm to define more precisely problem statement; map out possible solutions; modify/finalize logframe; identify possible funding sources; clarify roles and responsibilities; agree actions	Brainstorm to produce logframe; roles and responsibilities; action plan for fundraising and other tasks	Around \$120,000 - for international airfares; local costs covered by Mauritian government for supported participants

		non-African actors with experience to share; multilateral / international organizations					
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Table 1: Brainstorm summarized

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Annex D: Labor/skills mobility in the context of economic growth in Africa

By global standards, GDP growth in Africa over the last decade or so has been relatively impressive and consistently so, even in the face of the economic turmoil of 2008 and beyond. According to the African Development Bank, real GDP growth in Africa averaged just under 6% between 2000 and 2010. Growth of the top performers (2002 – 2010) ran from an average of around 5% for Democratic Republic of Congo to around 13% for Equatorial Guinea. The main drivers of this growth are:

- (1) oil and mineral exports;
- (2) rising prices of key agricultural exports; and
- (3) growth in domestic demand.

These factors may help explain the paradox that Africa's impressive growth over the last decade has failed to significantly stimulate employment. Indeed, job growth at 3% trails behind GDP growth (5.4%) and far behind export growth (18.5%). Thus it seems fair to assert that Africa is experiencing "jobless growth".

This pattern of growth helps to explain entrenched poverty in Africa, in spite of recent encouraging upward trends. According to recent World Bank figures⁴, for the first time since 1981, less than half of the population (47%) of Sub-Saharan Africa lived below \$1.25 a day. The rate was 51 percent in 1981. However, that still leaves nearly 70% (69.2%) of the population living on \$2 a day or less. This serves to reinforce the message that growth is a necessary condition for development, but not a sufficient one.

Yet, according to the International Labor Organization (ILO), African countries need to create between eight and nine million jobs each year just to absorb new entrants onto their combined labor markets. Moreover, unemployment and underemployment in Africa have remained consistently high. According to the United Nations Economic Commission for Africa (UNECA), unemployment has remained in the double digits in many African countries⁵.

Paradoxically, African economies face labor/skills shortages even in the face of entrenched unemployment and underemployment⁶. This is because the skills of existing labor pools are ill-suited to the needs of rapidly growing/modernizing economies. The more advanced developing economies of Africa often display a combination of pockets of high growth/productivity in certain formal sectors with low growth/productivity and poverty in the

⁴ World Bank (2012) "World Bank Sees Progress Against Extreme Poverty, But Flags Vulnerabilities". Washington DC: World Bank. February 29. Accessed at <http://web.worldbank.org/WBSITE/EXTERNAL/NEWS/0,,contentMDK:23130032~pagePK:64257043~piPK:437376~theSitePK:4607,00.html> on 2 March 2012.

⁵ UNECA (2010). *Economic Report on Africa 2010. Promoting high-level sustainable growth to reduce unemployment in Africa*. Addis Ababa: UNECA.

⁶ See Fox, Louise, and Melissa Sekkel Gaal. (2008). *Working out of Poverty: Job Creation and the Quality of Growth in Africa*. Washington (DC): World Bank for an explanation of why "labor market concepts, such as employment, unemployment, participation, wages, and earnings, are difficult to apply in Africa, and their normative interpretations are ambiguous," bearing in mind that 80% of the labor force is self-employed.

large informal sectors of the economy. The least developed economies of Africa often display a vicious cycle of low education/skills, low productivity, and poverty⁷.

Another paradox worthy of note is that although Africa is urbanizing fast – estimates suggest that a majority of Africans will live in cities by 2025 – Africa’s economies, in both export and subsistence sectors, continue to be driven by production outside cities, in rural areas⁸. And this urban population is likely to be overwhelmingly young. Estimates project that by 2030, some two-thirds of Africa’s population will be under 25, comprising a quarter of the world’s youth⁹.

With 54 countries, Africa exhibits great diversity in terms of economic development and prospects. One suggested categorization identifies four types of economy in Africa: oil exporters; diversified economies; transition economies; and pre-transition economies¹⁰. However, although the diversity implies varying starting points, comparative/competitive advantages and strategies, African economies face similar challenges. The global, interconnected landscape means that African economies are more open to competition even as they seek to diversify and/or enhance the competitive edge of their industries. There is a general recognition that even for countries that are now overwhelmingly rural and where subsistence agriculture on smallholder farms accounts for a large proportion of the GDP, essential efforts to increase agricultural productivity combined with a natural drift (of youth especially) toward urban areas mean that surplus labor will have to be productively employed in manufacturing or service sectors.

But, notwithstanding the fact that raw commodity exports with little or no value addition at source, still account for much of Africa’s exports, as already noted, there is growth in domestic demand and a growing middle class. “By 2008, 16 million African households had incomes above \$20,000 a year—a level that enabled them to buy houses, cars, appliances, and branded products. Another 27 million households earned \$10,000 to \$20,000. In addition, 41 million households reported incomes of \$5,000 to \$10,000—the level at which families start spending more than half their income on nonfood items. By 2020 the total number of households in all three segments will reach 128 million, which should make Africa one of the fastest-growing consumer markets of this decade.”¹¹

Already, a growing number of consumer-facing global and regional corporations have established a footprint across the continent. These include companies such as Diageo, Coca Cola, Nokia, IBM, Unilever, Nestle, Standard Chartered Bank, Barclays, Ecobank, SAB Miller, Société Générale, MTN, AirTel, and Shoprite. Just to take one example, the drinks company, Diageo: In 2011, Diageo Africa’s sales were over £1.3 billion, a figure that has

⁷ ILO (2008). *Skills for improved productivity, employment growth and development: Fifth item on the agenda*. Geneva: International Labour Office.

⁸ Clapham, Christopher (2011) *Modelling for Growth and Jobs in Africa. A Tswalu Dialogue Report*. Discussion Paper 2011/09. Johannesburg: The Brenthurst Foundation. Accessed at http://www.thebrenthurstfoundation.org/Files/Brenthurst_Commissioned_Reports/Brenthurst-paper-201109.pdf on 3 March 2012.

⁹ Ibid.

¹⁰ Chironga, Mutsa, Acha Leke, Arend van Wamelen, and Susan Lund (2011). *The Globe: Cracking the Next Growth Market: Africa in Harvard Business Review* Boston: Harvard Business Review. May.

¹¹ Ibid.

doubled over the last five years. In 2011 alone, the Africa region contributed to around 40% of Diageo's growth globally¹².

While it is often the case that large multinational firms are not necessarily themselves significant sources of direct employment, they are nevertheless an important part of the economic growth ecosystem. For instance, they facilitate technology and skills transfer and often employees subsequently leave to set up their own businesses, drawing upon the skills, attitudes, and contacts gained while inside the larger firm. Large investing firms can also contribute to infrastructure improvements essential for their own operations but of wider benefit to the whole economy. These firms often drive export growth, they generate tax revenues for governments, and they provide opportunities for local small and medium-sized enterprises (SMEs) servicing their supply chains and thus generate multiplier effects.

A range of sectors such as retail, telecoms/ICT, finance/banking, infrastructure, agroindustry, transportation, manufacturing, extractives, and tourism offer growth potential in Africa. Doing business in Africa still presents huge challenges to companies. Arguably, a number of factors – investment climate-related business environment reforms; infrastructure improvements; governance improvements; and TVET improvements – account for this growth and are likely to continue to do so in the future. While most of the reform/improvement areas are the focus of ongoing lobbying and influencing by companies, the TVET sector is an area that is both the focus of public policy but also an area more amenable to direct intervention by companies.

According to the World Bank, skills shortages in Africa are the most important labor market issue for investors. Indeed, “investors report skill gaps (both in years of education and in skills mastered while in the system) as a major obstacle to investment and expansion.”¹³ Solutions are critical if Africa is to increase private investment from both domestic and foreign sources as an overall share of investment.

One reason cited for the slow development of the manufacturing sector in Africa is the low level of education of the workforce¹⁴. Indeed, surveys consistently point to skills deficits as being among the top five constraints to manufacturing, alongside electricity, high tax rates, cost of finance, and corruption¹⁵. Moreover, skills shortages persist even where education levels are high.

Companies are already deploying a number of strategies to address these skills challenges. These strategies include use of midlevel expatriates; establishment of extensive training programs; global rotation of staff; talent purchase through mergers and acquisitions¹⁶; and increasingly diaspora recruitment.

Thus, from the private sector's viewpoint, labor mobility – whether this is rotating nationals of one country to others inside and beyond Africa for possible reinsertion later; moving African and non-African staff into a country to build local capacity; or hiring in non-national or

¹² Nick Blazquez, president of Diageo Africa speaking on “A conversation about Africa: A market for growth”, January 27, 2012. Accessed at <http://www.bain.com/publications/articles/africa-a-market-for-growth.aspx> on 4 March 2012.

¹³ Fox and Gaal (2008) op cit.

¹⁴ Fox, Louise, and Ana Maria Oviedo. (2008). "Are Skills Rewarded In Sub-Saharan Africa? Determinants Of Wages And Productivity In The Manufacturing Sector." World Bank. Accessed at <http://elibrary.worldbank.org/content/workingpaper/10.1596/1813-9450-4688> on 4 March 2012.

¹⁵ Fox and Gaal (2008) op cit.

¹⁶ Mutsa et al (2011) op cit.

diaspora talent to fill gaps – is integral to their strategies for addressing skills shortages in Africa.

The public sector in Africa also faces labor/skills shortages.

African governments, for their part, are amenable to circular migration programs that enable their nationals to seek temporary work abroad that may enable them to build skills and accumulate resources. However, African governments are generally more circumspect about allowing foreign/expatriate labor in to their countries. Of course, mechanisms are in place to facilitate labor mobility, although in some cases they are cumbersome, overly complex, slow, and costly.

The next section considers how discussions facilitated via the GFMD could contribute a labor/skills mobility dimension to Africa's growth agenda.

Labor/skills mobility and GFMD

The previous section has pointed to the centrality of employment creation to an inclusive growth agenda in Africa. For the all-important (in terms of job-creation) manufacturing sector, skills deficits hamper investment and expansion, although of course broader investment climate constraints continue to render African economies non-competitive compared to other potential investment destination countries. Companies are already using various talent mobility measures as part of overall strategies to address the challenges presented by labor/skills shortages.

Potentially, scope exists to build upon these ad hoc measures and support their enhanced effectiveness and impact. Bringing together governments, the private sector, TVET leaders, RECs, and civil society to develop more formalized and robust programs of labor mobility has the potential to broaden the scale and scope of these labor mobility measures and thus accelerate growth and development in Africa.

As a state-led, non-binding, informal, and entirely voluntary intergovernmental process with global reach, the GFMD is potentially the ideal platform through which to bring different parties together to explore this issue of labor mobility for growth and development in Africa. A frequent flaw in public sector measures intended to enhance private sector development is that there is too much (public sector) supply push rather than (private sector) demand pull. The result often is programs that fail to increase private investment as the really binding constraints from the private sector's viewpoint go unaddressed. The government of Mauritius, GFMD 2012 Chair-in-Office, is on record as being determined to engage the private sector more deliberately and effectively in migration and development issues this year. Indeed, development of public-private partnerships is central to the modus operandi of the Mauritian government and discussions with the local private sector around such labor mobility issues have already commenced.

In setting out its concept and workplan for 2012, the GFMD 2012 Chair has adopted – with comprehensive endorsement from the member states and observers that make up the “Friends of the Forum” – an integrated and holistic approach to the issue of labor mobility. Roundtable 1, “circulating labor for inclusive development”¹⁷, has two sessions, RT 1.1 “Beyond-the-border skills and jobs for human development” and RT 1.2 “Supporting migrants and diaspora as agents of socioeconomic change”.

¹⁷ See “GFMD 2012 Concept and Work Plan: Enhancing the Human Development of Migrants and their Contribution to the Development of Communities and States” at www.gfmd.org accessed 4 March 2012.

Outcomes already anticipated in RT 1.1 that are relevant here include: “a) strategies and facilities that support learning to improve human capital in countries of origin, both as a development strategy and a business strategy for cross-border labor exchange; b) skills recognition models in countries of destination and origin; c) skills upgrading mechanisms in countries of destination; d) effective methods of matching migrant skills with real jobs abroad and with jobs in the country of origin upon return; and e) policies and mechanisms in origin and host countries in all above areas specific to women migrant workers.”

A relevant outcome from RT 1.2 already anticipated is databases of diaspora’s skills and investment assets. It may also be feasible/desirable to explore ways of incentivizing recruitment companies with a global reach to specialize in diaspora recruitment into African countries, as diaspora skills are increasingly demanded by both private and public sectors.

RT 2.1 “Supporting National Development through Migration Mainstreaming Processes, Extended Migration Profiles and Poverty Reduction Strategies” reflects the recognition of the importance of integrating migration and development planning similar to, although broader than, the discussion here about integrating labor mobility into economic growth strategies. A possible relevant outcome would be the adaptation of existing migration mainstreaming tools to more specifically address the labor force/talent mobility agenda.

RT 2.2 “Addressing South-South Migration and Development Policies” starts from the recognition that migration in Sub-Saharan Africa especially is overwhelmingly intra-African and within West Africa, highly intra-regional. This is highly relevant in the context of labor mobility when we take account of the skills differentials that have already built up between neighboring countries of the same region, as in the case, for instance, of Ghana and Sierra Leone.

Outcomes foreseen include “strengthening national capacities to manage migration and development activities through improved data gathering procedures, cooperative research and information-sharing between countries of origin and destination in the South-South context. Other outcomes could consist of effective models for government cooperation with civil society to address the social conditions and well-being of migrants and their families in origin and destination countries. By focusing on the gender dimension, the session would also seek to identify national and regional policy and legal initiatives by origin and destination countries for social support systems to migrant women and their families.”¹⁸

Significantly, negative public perceptions toward migrants and migration as well as stigmatization, negative stereotyping, and even xenophobia that can lead to attacks against migrants, are not limited to migrants traveling from South to North; they are equally prevalent and sometimes as violently virulent when migration occurs in the South-South context, including within Africa. Such public perceptions can hamper governments’ (and companies’) efforts at devising and implementing much-needed migration policies and programs, including labor mobility schemes. RT 3.1 “Improving Public Perceptions of Migrants and Migration” addresses these issues and anticipates the following outcomes: “(a) Model programs and practices at national and local levels in developed and developing countries that engage migrants, diaspora and the host communities in mutually beneficial ways that serve to improve public perceptions of migrants and migration; (b) innovative media programs (including those using social media) that broaden public understanding and appreciation of the contributions migrants make to their home and host countries; (c) shared understanding of the critical role that political leaders play in framing debates about migrants and migration; and (d) strategies by countries of origin to shape in positive ways the public image of their emigrés while abroad and after return”¹⁹.

¹⁸ Ibid.

¹⁹ Ibid.

In addition to these specific roundtable themes of direct relevance to the labor mobility/skills development agenda, GFMD deliberations mainstream as crosscutting issues both the human rights of migrants and the specific needs and concerns of women migrants as well as broader gender dimensions of migration and development.

Governments are at liberty to implement the recommendations/outcomes GFMD deliberations produce on an entirely voluntary basis. However, because of the highly consultative nature of the GFMD process, including selection of the themes to be deliberated upon, there is usually strong ownership of particular issues among a cluster of governments and thus some degree of follow-through.

Dialogue; a focus on practical solutions (what does and does not work and why); exchange of lessons learned; and a cross-fertilization of ideas lie at the heart of the GFMD method. While being government-led, ample scope exists to involve non-state actors in the dialogue (and they often play significant roles in implementation of ideas developed). In the context of labor mobility, African countries have much to learn from countries such as the United Arab Emirates that play an active role in the GFMD process and have a wealth of experience of addressing the very practical challenges associated with facilitating greater labor mobility for economic and human development.

GFMD encompasses a light architecture to facilitate the dialogue and exchange of ideas. This architecture includes the annual summit meetings; two Working Groups on Protecting and Empowering Migrants for Development and Policy Coherence, Data and Research; regular Friends of the Forum meetings (usually held in Geneva); the Platform for Partnerships, which is an online/offline facility to enable governments to exchange experience and project ideas; and a comprehensive website that serves as a repository of all reports and documents produced²⁰. Thus issues that surface through side or flanking events during the course of a GFMD year that are organized in cooperation of the GFMD Chair-in-Office have the potential to contribute to the end-of-year summit meetings and thus garner wider attention of governments and the international community.

Nonetheless, the purpose of highlighting where and how the GFMD might add value vis-à-vis bringing to the fore solutions to the challenge of labor mobility/skills development in Africa is not to downplay the significant role that other actors continue to play in addressing Africa's development challenges. For instance, the UNECA has produced authoritative studies on the issue of employment in Africa. The African Development Bank (AfDB) has taken proactive measures with regard to youth employment, particularly in the wake of the uprisings in North Africa, with many relevant lessons learned. Many AfDB initiatives are complementary to broader labor mobility/skills development interventions. The African Capacity Building Foundation (ACBF) has also recently addressed Africa's youth unemployment crisis. The World Economic Forum (WEF) has addressed talent mobility at a global level. The ILO; IOM; World Bank; UNDP; and OECD Development Center all have mandates or programs that are complementary to the matter at hand.

²⁰ In 2013, governments will decide the future of the GFMD, including the modalities of operation, following an ongoing assessment currently underway.