

The Reinvention of Migration as a Development Issue in Southern Africa

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**Presentation to Workshop: From Dialogue to
Decision: International Common Ground on
Migration and Development? International
Metropolis Conference, Lisbon 5 October 2006**

Levels of (Dis)Agreement

- 1. Migration in the SADC
- 2. National Migration Policy
 - Security v Development
- 3. Bilateral Agreements
 - Burden of the Past
- 4. Towards Regional Cooperation on M & D
- 5. Multilateral Engagements

The Migration and Development Debate in Historical Context

- **Migrant is a longstanding phenomenon in the SADC region. Especially temporary labour migration for employment. Both legal and clandestine.**
- **So too is the debate about migration and development. Since the 1970s, historians and others have been debating the issue of the development consequences of migration in the early twentieth century.**
- **Two schools:**
- **Underdevelopment School**
- **Palmer and Parsons, The Roots of Rural Poverty in Southern Africa (1977)**
- **Colin Bundy, The Rise and Fall of the South African Peasantry (1981)**
- **Heavily influenced by Frankian underdevelopment theory. Argued that migration (often enforced by colonial governments) had an essentially negative impact on rural economies. Deprived them of labour and resources. Declining agricultural production. Destruction of self-sufficiency. Increased poverty. Dependence on outside remittances.**
- **Beneficiary of migration was the economy and employers in the destination areas who were able to use "cheap" migrant labour to develop a modern economy. South Africa's industrial revolution is often seen as predicated on labour migration from neighbouring countries.**
- **State was a draconian or malicious state. Enforced and tightly controlled migration. Migration only in the interests of employers and the state itself (taxation of migrant employees).**
- **Lesotho archetype "the labour reserve economy."**

The Migration and Development Debate in Historical Context

- **Social Historians**
- **In 1980s, social historians argued that the impacts of migration were far more complex and nuanced.**
- **Beinart, The Political Economy of Pondoland (1987)**
- **Crush, The Struggle for Swazi Labour (1989)**
- **Showed how reinvestment of the proceeds of migration in rural economies could actually enhance rural production, greater self-reliance. But, at the same time, lead to greater inequality and marginalization of those households without access to proceeds of migration. Gave greater agency to migrants as development actors. Used migration as a survival or livelihoods strategy. Migration did enrich the destination areas but it was also a poverty reduction and local development strategy at the household level.**
- **Emphasis on ambiguities of state (colonial) policies. Fostering out-migration yet trying to minimize disruptive and negative consequences of migration for development**

1. Migration Streams in SADC

- **Migration to and within SADC traditionally through two gates. Permanent white settlement (South Africa, Mozambique, Zimbabwe, Zambia, Swaziland, Malawi) and temporary black migration for work (contract schemes plus irregular).**
- **End of colonialism, globalization and collapse of apartheid opened up region to continent and world and associated forms of migration e.g. transnational migration, long-distance traders, international students, business immigrants**
- **New flows of migrants from all areas (especially rest of Africa)**
- **Considerable increase in irregular migration to and within region**
- **Refugee flows and return caused by civil wars in Angola, Mozambique and DRC. New refugee flows from other “hot spots” in Africa**

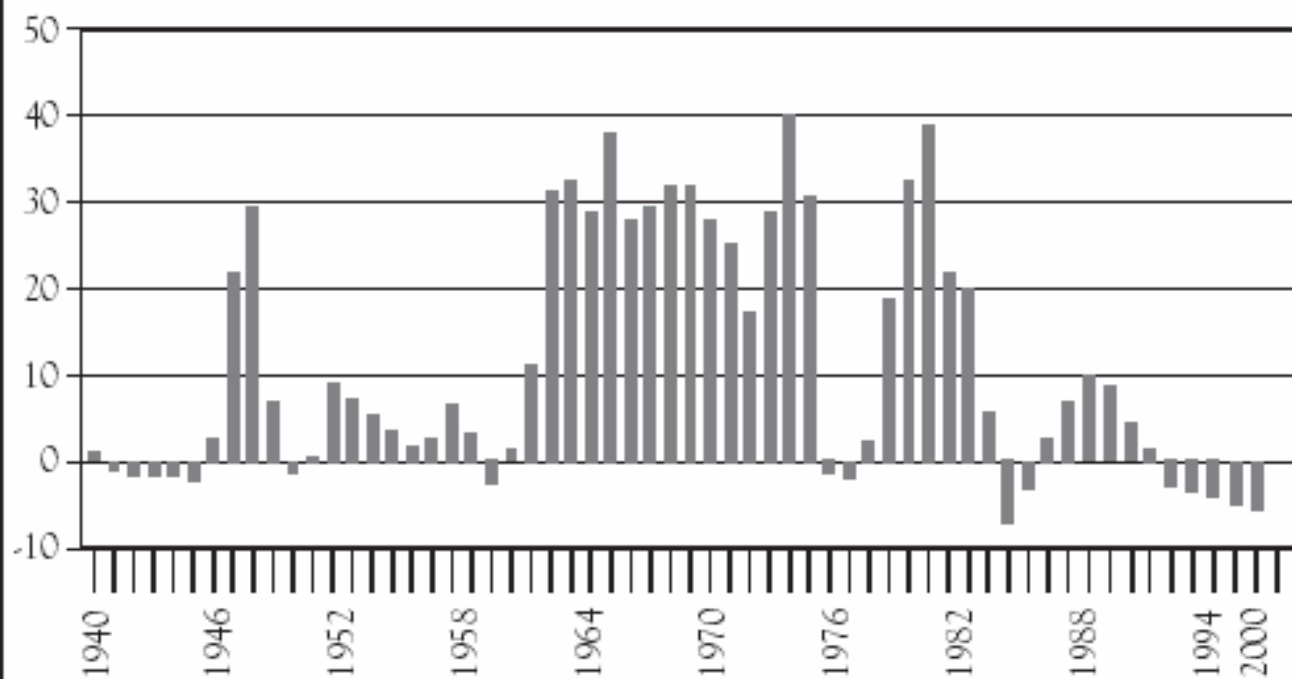
Migration Streams in SADC

- HIV/AIDS epidemic has impacted considerably on migration. Rapid diffusion of the epidemic related to human mobility and new forms of migration emerging e.g. orphan migration, return migration, poverty-induced migration
- Most international migration within and to SADC is rural-urban-rural or urban-urban. Important implications for development impacts.
- Migration still male-dominated. SAMP household survey shows 85% male. Other changes from past: most migrants are married (67%), household heads (52%) and older (40% are over 40)
- Remittances from one country to another and from the region to rest of Africa are large and growing. Major source of household income for migrant-sending households. Actual amounts unknown. Estimated \$1 billion p.a. from South Africa. SAMP study showed 72% of migrants used informal channels.
- Region is experiencing a major skills (brain) drain. Actual numbers unknown. SA official emigration statistics undercount by two-thirds. SAMP studies of emigration potential show that skills drain will accelerate.
- Growing problem of intolerance and xenophobia e.g. Somalis in South Africa

2. National Migration Policies in SADC

- Every state in Southern Africa has its own policy framework and immigration law developed in the post-independence period 1964 (Zambia) to 1991 (Namibia)
- Legislation shares a common focus on control and enforcement e.g. SA 1991 Aliens Control Act. In reality, often enforcement against citizens of neighbouring states e.g. SA deported over 1 million people between 1991 and 2002 (90% Mozambican/Zimbabwe, only 10,000 from outside SADC)
- Until 1990, South Africa used immigration policy as tool of white domination. Only whites could immigrate. Reaction after 1994. Decline in permanent and temporary legal migration to South Africa

Figure 1: South African Migration: Net Official Gains and Losses, 1940-1998



Source: Central Statistical Services (1994), Tourism and Migration (1993), Central Statistical Services (1995), Tourism and Migration 1995

Common Characteristics of Post-Independence National Migration Policy

- **Post-independence legislation was never crafted in consultation with countries that might be most affected**
- **Post-independence legislation did not try to prevent citizens from leaving. No real thought that anyone would want to leave. Paved the way for the subsequent brain drain.**
- **Post-independence legislation did not accede to reality that colonial boundaries cut across communities, divided families.**
- **Post-independence legislation was rarely development-oriented. Did not see migration policy as instrument of development (with exception of temporary skilled expatriates e.g. Botswana). Immigration viewed as antithetical to interests and development of post-colonial citizenry.**
- **Irregular migration seen as a major threat – undermining national development, post-apartheid reconstruction, RDP, citizens rights under new constitution**
- **Classic case of trump card of national sovereignty. Rooted in post-colonial nation-building projects**

From Control to Development: South African Migration Policy

- South Africa first SADC country to try and formulate a pro-development immigration policy since 2000
- Pre-figured in 1997 Green Paper on International Migration
- Stalled by 1999 White Paper on International Migration (highly contradictory)
- 2002 Immigration Act (carries same contradictions)
- 2004 Change of Minister from IFP to ANC

New Development-Oriented Policy

- New ANC Minister of Home Affairs avowedly developmentalist:

“The effects of international migration on economic and social development highlight the complex relationship between underdevelopment, poverty, social exclusion and migration. In pursuing our goals to meet the internationally agreed development goals, including the Millennium Development Goals (MDGs), we must intensify our focus in addressing foreign direct investment, trade, foreign aid, and debt relief so as to reverse underdevelopment, poverty and skills flight. Meeting the MDGs is central to eradicating poverty and unemployment, placing developing countries on a path of sustainable development, reducing recourse to forced and irregular migration and thereby facilitating migration out of choice”
(SA Minister of Home Affairs, UN HLD, September 2006)

Broader Policy Shifts in SA

- **Modifications to 2002 Immigration Act to facilitate skills import. Driven by perceived skills crisis caused by brain drain.**
- **2006 JIPSA Initiative -- Attract skills (e.g. India for public service)**
- **Growing interest in SA diaspora (Mamphela Ramphela of GCIM)**
- **Recognition of contradictory impact on other developing countries. Proposed "ban" on recruiting of health professionals from Africa**
- **Conclusion: non-developmental national immigration was an obstacle to participation in regional or international agreements on migration and development in 1990s. Recent shift in SA policy heralds greater interest in regional and international mechanisms.**

3. Bilateral Agreements

- Bilateral labour agreements regulating flow of temporary workers have existed since 1920s
- Agreements between South Africa and Mozambique/Malawi/BLS put in place in 1960s and 1970s
- Agreements to facilitate access of SA gold mining industry to “cheap labour” outside SA and outside normal immigration channels
- Bilaterals ensured that workers came as single (males) without dependents and returned at end of contracts
- Main concession to supplier colonies/countries was deferred pay system (compulsory remittances)

Bilateral Agreements

- **Bilaterals seen by critics as “worst practice” temporary work schemes. Highly exploitative and draconian conditions. Seen to epitomize forced labour system of apartheid. At peak, regulating conditions of entry and employment in SA of over 700,000 migrant miners.**
- **Set up largely for the SA mining industry. Access to cheap disposable migrant labour in a low-grade industry that needed to keep cap on costs. System so successful that it underwrote modern industrial development of South Africa. At same time, seen by historians as the main cause of rural stagnation, poverty, decline, social disintegration in sending areas.**
- **E.g. Palmer and Parsons, *The Roots of Rural Poverty in Central and Southern Africa* (1977)**
- **Bundy, *The Rise and Fall of the South African Peasantry* (1979)**
- **Crush, Jeeves, Yudelman, *South Africa’s Labor Empire: A History of Black Migrancy to the Gold Mines* (1991)**

Bilaterals after Apartheid

- **Why, after 12 years of democracy in SA, do these bilaterals still exist. In 1991, Aliens Control Act recognized and ratified their existence. In the 2002 Immigration Act exemption clause which allowed them to continue. Never been modified much less abolished. Widely seen as unconstitutional yet there has been no constitutional challenge. Provisions widely seen as outdated yet there has been no updating.**
- **Suggest three basic reasons:**
- **1. Opposition to abolition by politically-powerful Chamber of Mines. Preserving their right not so much to abuse and exploit (that ability was curbed by unionization in 1970s and 1980s) but right to hire migrant labour outside the country, as much and from wherever it wanted outside government control.**
- **2. No opposition from sending governments or migrants. On the contrary, whenever there was talk in SA of abolishing the bilaterals, Mozambican government would appeal for their continuation.**
- **3. Compulsory remittances seen as advantageous by sending country governments despite consistent opposition from migrants e.g. 60% of pay deferred to Mozambique**
- **Conclusion: Despite their past history, bilaterals are a potential means for origin and destination countries to arrive at a negotiated, common-interest set of policies which would leverage migration in the development interests of both e.g. informal bilaterals between SA and Zimbabwe on employment of farmworkers**
- **Source: Crush and Tshitereke, The Foreign Labour Debate in Post-Apartheid South Africa, Africa Today 2002**

4. Regional Cooperation?

- Draft Protocol on Facilitation of Movement of Persons in Southern Africa
- Migration Dialogue for Southern Africa

Brief History of the Draft Protocol

- First tabled by SADC Secretariat in 1994 by development economists convinced that SADC should follow EU
- Draft Protocol on Free Movement of Persons in SADC in 1995
- Stiff resistance from migrant-receiving countries esp. South Africa, Namibia

Grounds for Opposition

- 1. South Africa would be inundated with poverty-stricken migrants from region exacerbating "illegal alien" problem already in "millions."
- 2. South Africa would have to abandon sovereign immigration policy and be unable to protect rights and development interests of newly-enfranchised citizens
- 3. SADC would be unable to enforce outer perimeter i.e. once in the free movement zone, migrants from rest of Africa would also come to SA

Consequences

- Draft Protocol on Free Movement “killed” by 1997
- SADC tabled watered-down Facilitation of Movement Protocol in 1997 allowing states more control and no prescribed timetables. Also rejected by the “troika.”
- By 2001, all progress halted at Ministerial level. Deeply divisive issue. Protocol shelved.
- Revived in 2004 at initiative of the Organ on Peace and Security i.e. Draft Protocol seen as necessary for enhanced cooperation on security not development
- By 2006, diluted Protocol ratified by 6 states (including South Africa)

Conclusion: easier to get multi-lateral agreement on migration management within discourse of security than development

MIDSA RCP as Corrective

- **MIDSA RCP was established by IOM, SAMP, UNHCR and US-INS in 2002. UNHCR and US-INS later dropped out**
- **Holds bi-annual forums for senior officials from all 14 SADC states**
- **Purpose to encourage dialogue, interaction, networking and sense of common purpose within SADC**
- **Despite fears of conflict of interest, atmosphere is constructive and collegial.**
- **Agenda is migration and development-oriented e.g. migration and health, migration and poverty-reduction, migration and the HLD**
- **No formal authority to make binding decisions. By definition, an informal dialogue. Both a strength and weakness.**
- **Belief that by building awareness and sense of common purpose at senior levels laying groundwork for regional cooperation e.g. positive response to SAMP harmonization report**

5. Multilateral M & D Challenges

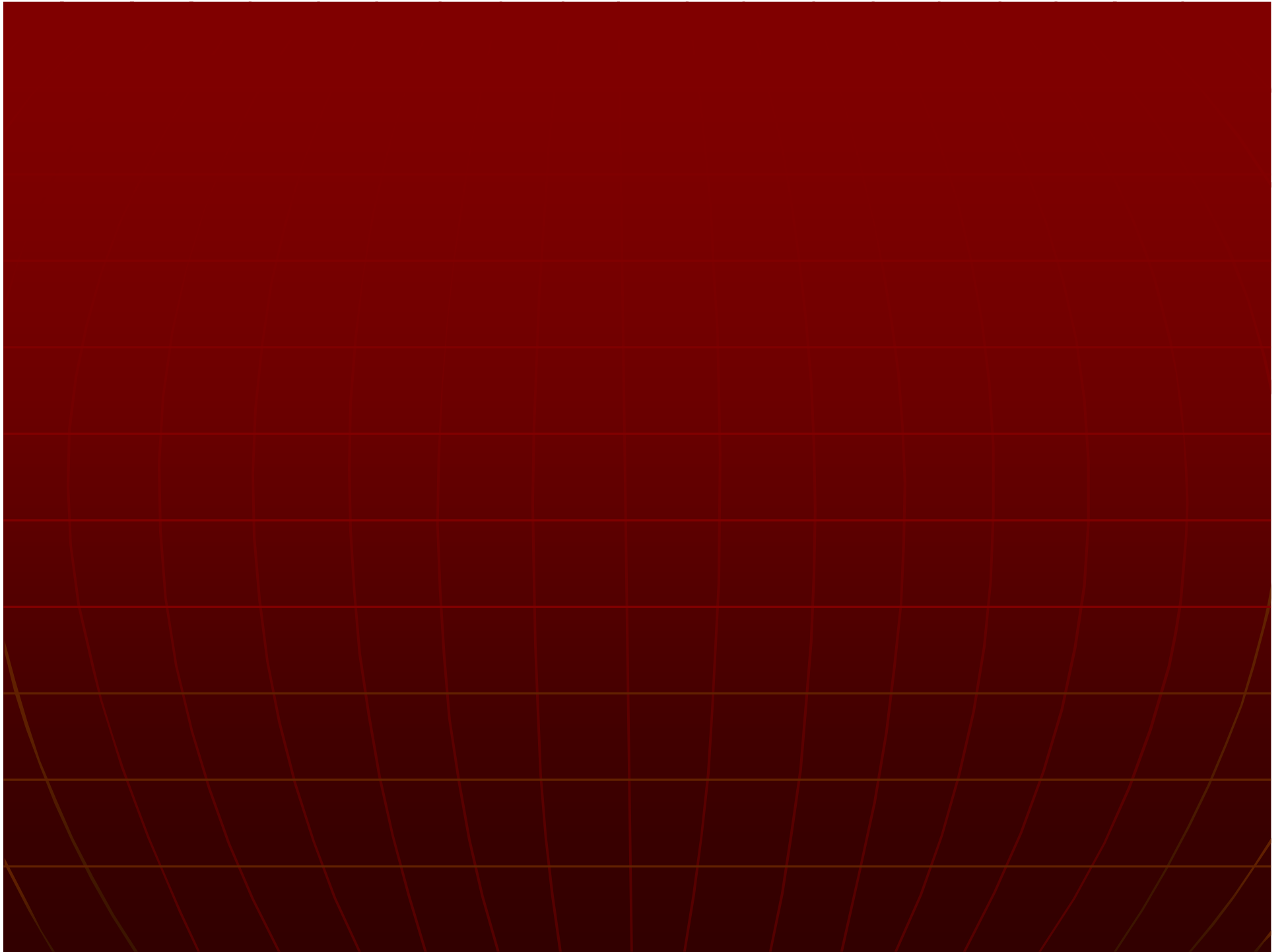
- Response to AU Common Position on Migration and Development
- Response to UN Convention on Rights of All Migrant Workers
- Negotiation of bilateral agreements with outside states on brain drain
- UN HLD and Aftermath

UN HLD SADC Concerns

	Remittances	Brain Drain	Diasporas	Irregular Migration	Migrant Rights	Gender	HIV	RCP's
SA (G77)			x		x	x	x	
Angola	x				x	x		
Botswana			x				x	
Lesotho	x						x	x
Malawi	x	x	x	x				
Mozam	x				x			
Tanzania	x				x			
Zambia	x	x			x		x	
Zimbabwe	x	x		x				

The Real Obstruction to the M & D Agenda

- “We need to be pragmatic in thinking about what we can commit with respect to a forward agenda on migration and development. We are all taxed with limited resources and many priorities”
(Canada)
- “We are not interested in grand and elaborate global dialogues simply because we have seen the inherent weaknesses that result from their size and scope”
(United States)



The Migration and Development Debate in Historical Context

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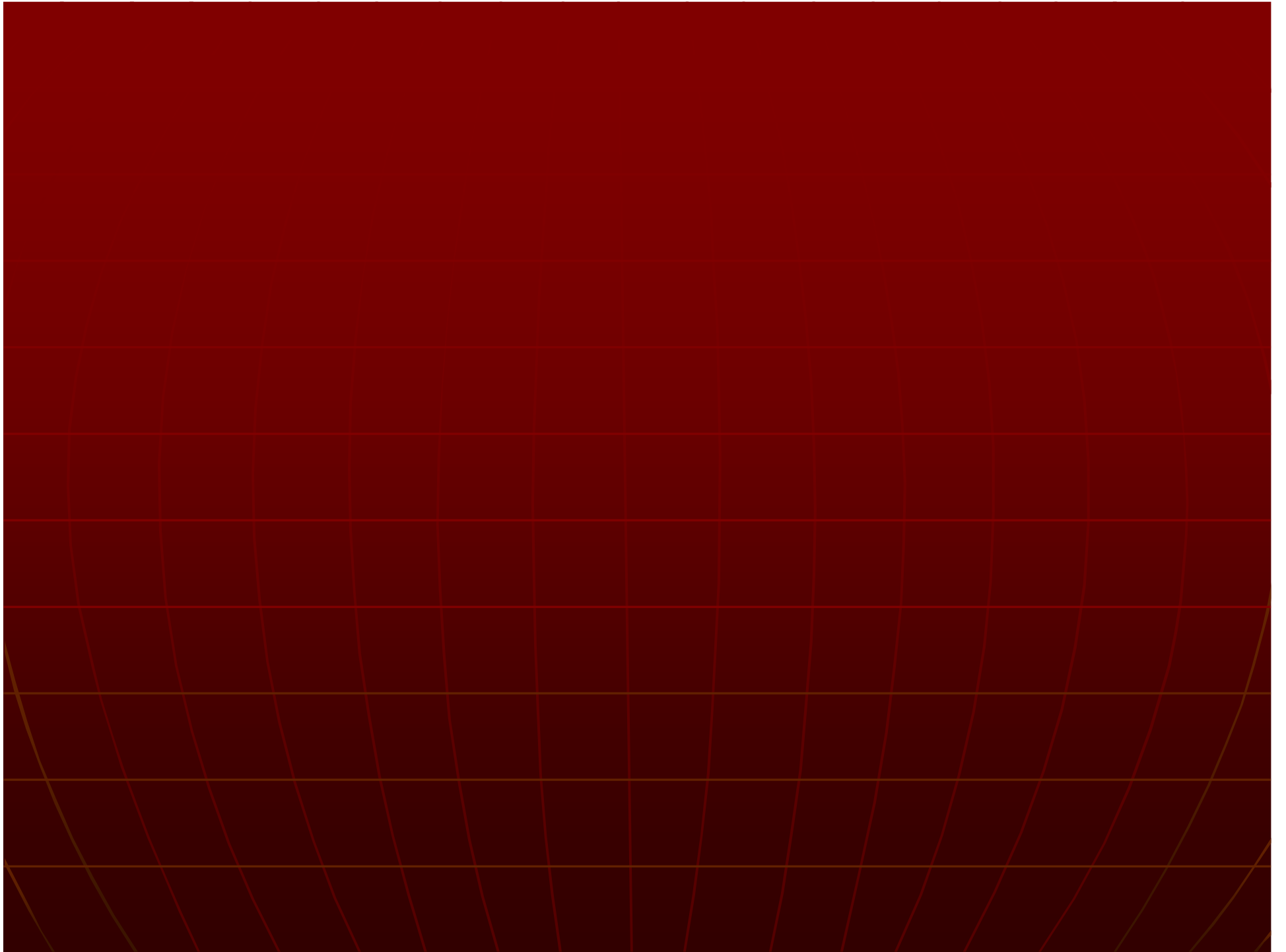
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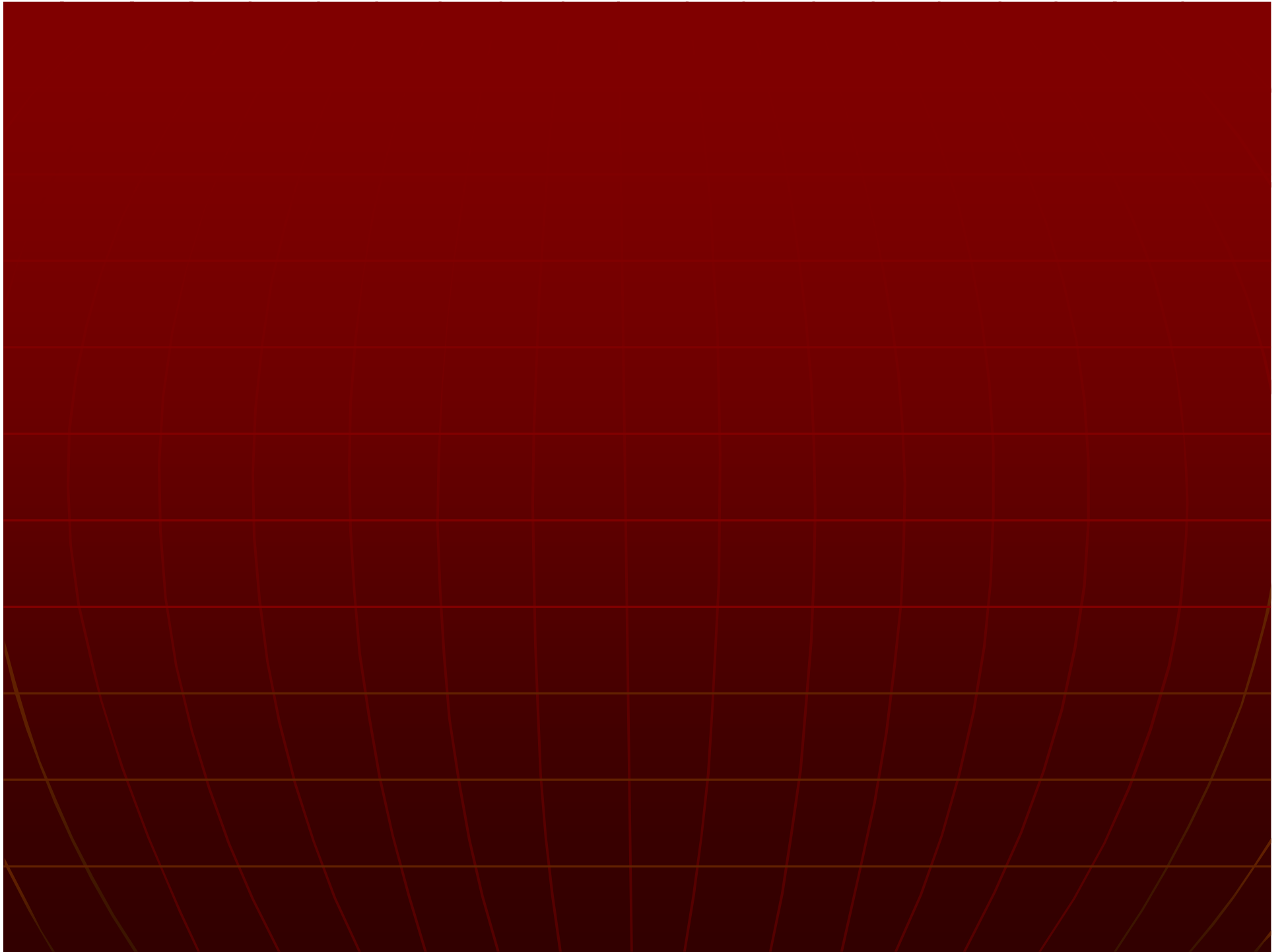
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- **State and migration policy more ambivalent. Still very draconian in its treatment of migrants but idea that states might be subject to competing interests (e.g. mines v farms in SA) and that interests of states in sending and receiving areas might not always be concordant.**
- **Portuguese colonial government in Mozambique and apartheid government in South Africa shared an interest in Mozambicans migrating to South African mines to work. Yet they signed elaborate bilateral agreements governing the movements.**

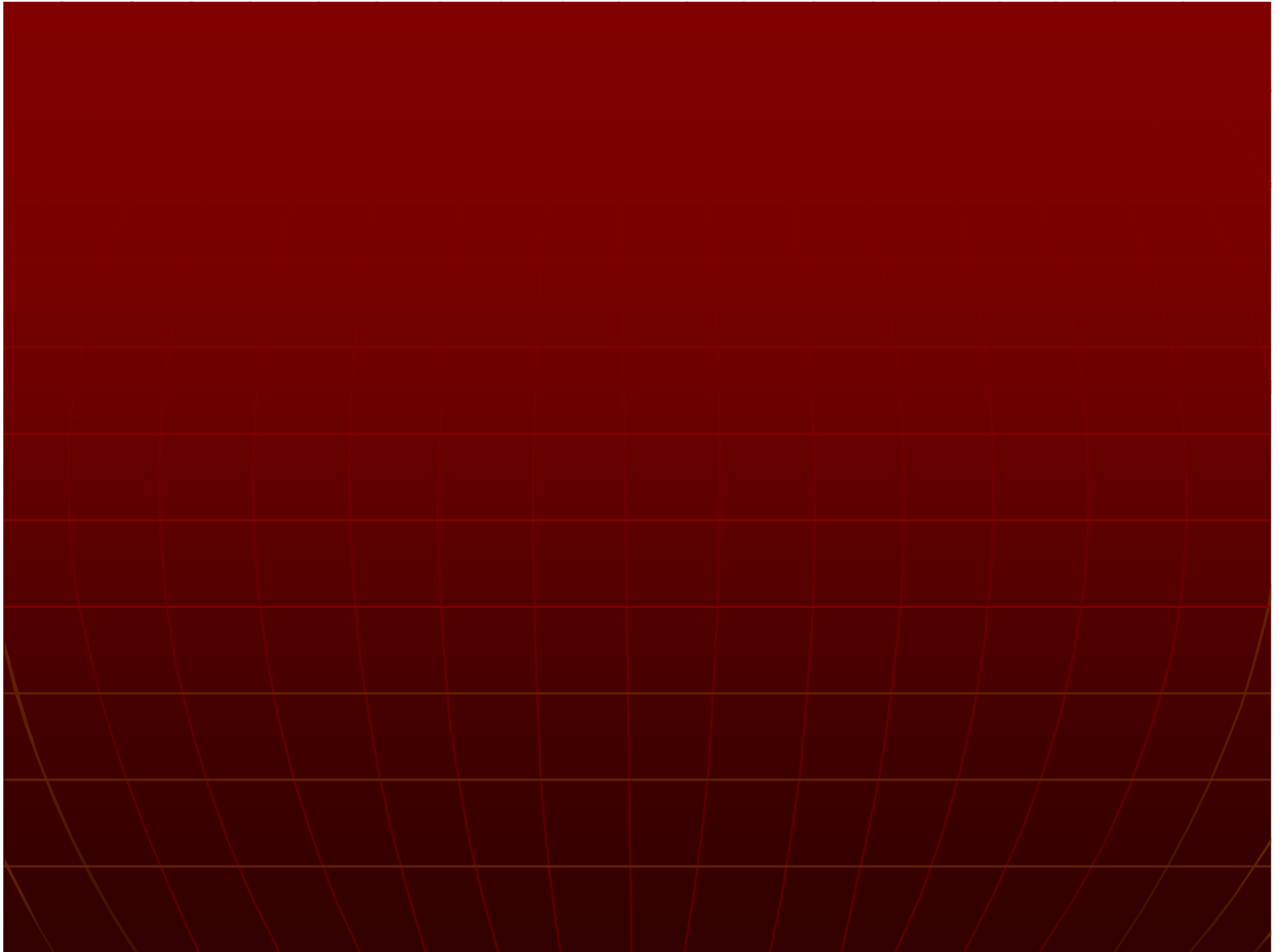
- What both of these perspectives shared was a view of the state as a “malicious state.” Acting purely in the interests of employers and itself. State introduced draconian measures to ensure migration and ytr

Migration Streams After Apartheid

- Collapse of apartheid and SADC region's reconnection with the global economy and rest of Africa opened it up to new forms of migration commonly associated with globalization e.g. transnationalism, skills migration, intra-company transfers
- Migration once dominated by "two gates" of white immigration and black contract temporary work (to mines). Now numerous gates including skilled and unskilled migrants from rest of Africa and world, international student migration, cross-border traders (largely female), professional migration (within, into and from the region), children's migration
- Large-scale irregular migration. Partly a result of outdated and restrictive policy frameworks. Numbers regularly estimated in "millions" by governments with no evidence.
- Migration is permanent phenomenon but migrants are generally temporary. Many are "transnational migrants" i.e. maintain links with home. Move between the two. SAMP survey shows 84% of SADC migrants return home at least once a year. Those from outside SADC return less frequently or using region as a staging-post for onward migration to Europe or North America
- Recurrent civil strife in rest of Africa has generated new sources of refugees and migrants posing as asylum-seekers. 180,000 claims in SA since 1994. Refugee repatriation following end of civil wars in Mozambique and Angola







Outline of Presentation

1. The Migration and Development Debate in Historical Context
2. Migration and Development in the Southern Africa: Complex Connections
3. International Agreements
4. Towards Common Ground

Bilateral Agreements

The background of the slide is a dark red color. It features a faint, light-colored grid pattern that covers the entire area. The grid lines are slightly curved, giving the impression of a globe or a map. The text 'Bilateral Agreements' is centered at the top in a white, sans-serif font.

2. Migration and Development in the Southern Africa: Sources of Complexity

(a) Macro versus Micro Connections

- Amarnath Singh and the Tale of 6 Cities
- Johannesburg, Bombay, Dublin, Vancouver, Gaborone, Toronto

(b) Good Data Hunting

- **In his recent report on International Migration and Development, the Secretary-General highlights the extremely poor evidence base for understanding and responding to the complex relations between migration and development. For example:**
- **Article 30 notes that “the time has come to move from policies based on hunches and anecdotes to policies built on evidence. The evidence base urgently needs improving.”**
- **Article 99 notes that policy responses will remain inadequate without sound information on all aspects of international migration.**
- **Article 101 notes that information and studies on migration and its consequences in developing countries are sparse and suffer from deficient data or the absence of data.**

SADC Sources

- National Census (Quantitative) e.g. SA 2001 National Census
- Transactional data (Statistics South Africa)
- National Household Surveys (SAMP)

- South African 2001 Census

- Two "migration" questions:

Q. 1: Place of birth v place of enumeration. Provides information on people who are not resident in their place of birth. Aggregated can give a national picture of migration. But cumulative migration – "migrant stock". No indication of chronology.

e.g. Gauteng Province: 8.8 million (2001)
3.6 million born outside the province (38%)

- Q. 2: Was person living at place of enumeration 5 years ago? If not, where they moved from. If multiple moves, only information pertaining to last move required.

e.g. Gauteng Province: 740,000 moved into province between 1996-2001 (25% of total migrant stock, 8% of total population). May have moved more than once within Province.

- In addition, 1,013,000 moved within Gauteng Province between 1996-2001 at least once

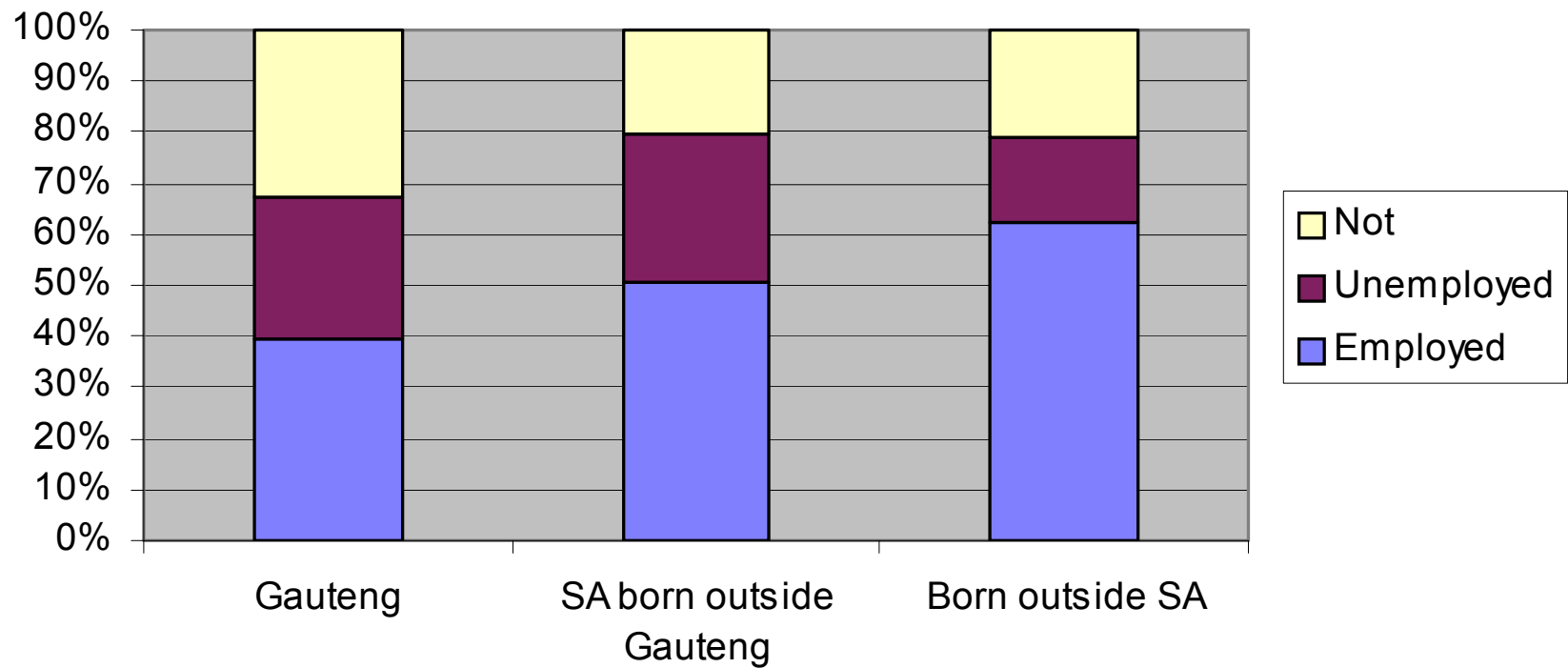
- Other information for Q 1 (total migrants) and Q2 (recent migrants):
 - Geographical origins of migrants
 - Race, age, gender profile
 - Educational attainment
 - Labour market information
 - employed/unemployed
 - sector of employment
 - occupation
 - income

- Disabilities
- Access to Services (Household)
- Dwelling Type (Household)
- Possession of Common Goods (Household)

Census Pros

- Census provides good picture of overall movement between two points in time (1996, 2001)
- Detailed picture of profile of migrant stock of particular spatial unit (province, metropolitan area, city, town, district) and changes since last census
- Allows comparisons to be made with non-migrant population
- Allows comparisons with international migrant stock

Employment status by region of birth, 2001



Census Cons

- **Does not distinguish between permanent and temporary migrants (critical in SA context)**
- **Does not provide reasons for migration e.g. for work, school, return**
- **Does not adequately capture circulatory migration**
- **Does not capture all moves (only most recent)**
- **Does not capture migration data of sending households (de facto definition of household)**
- **Does not capture all forms of migration between censuses**
- **Does not capture individuals who were migrants but at home in 1996 and 2001**
- **No migration data on children born between two census**
- **Generic limitations – not designed to provide information on causes of migration (ostensible or imputed), household decision making (who migrates, who stays, where to, for how long) or impacts of migration on sending-households (remittances or loss of agricultural labour)**

Transactional Data

SAMP MARS and MAPS

- **National migration surveys should combine all four methodologies.**
- **SAMP considerable experience designing and implementing all four methodologies**
- **MARS (Migration and Remittances Survey)**
 - **Implemented in 5 countries. Botswana, Lesotho, Mozambique, Swaziland, Zimbabwe**
 - **Nationally representative samples**
 - **Sampled only households with migrants (MARS)**
 - **Primary focus on remittances**
- **4700 households interviewed, data on 30,000 individuals**
- **SAMP Policy Series No 44 "Migration, Remittances and Development in Southern Africa"**

- MAPS (Migration and Poverty Survey)
- Implemented in 7 countries: Botswana, Lesotho, Malawi, Mozambique, Namibia, Swaziland,
- 5600 households, 40,000 individuals
- Focus on migrant and non-migrant households
- Linkages between migration and household poverty

2. International v Internal Migration

- Debates about migration-development nexus focus primarily on international migration and ignore internal migration e.g. GCIM report explicitly notes that it “does not address the issue of internal migration or internal displacement.”
- The Secretary-General’s Report similarly has nothing to say about internal migration within countries.
- Focus of high level dialogue is INTERNATIONAL migration and development

Is This A Problem?

- “While international migration has received more attention in recent debates, internal migration is far more significant in terms of the numbers of people involved, the quantity of remittances and the development potential of each” (IOM, 2005).

In China alone, 120 million people migrated internally in 2001.

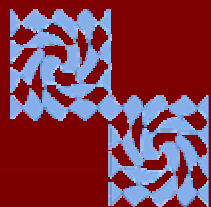
In Vietnam, 4.3 million people migrated internally between 1994 and 1999, compared to only 300,000 who left the country.

In 2001 in Gauteng Province, SA, population was 8.8 million. “Internal migrant stock” was 3.6 million. “International migrant stock” was only 473,000.

- **Separating international and internal migration ignores the intimate connections between them. Many people are internal migrants before they are international migrants. Within one household there may be internal and international migrants. Completely artificial to separate out remittances received from outside the country and ignore those from within in talking about poverty reduction and remittances**
- **Internal and international migration processes mirror one another in important ways. An understanding of internal migration would assist understanding of international migration**
- **International movements are recognized not to involve the poorest of the poor. The same is not true of internal migration. Therefore internal migration may have greater poverty reduction potential than international migration**
- **Internal migration is in many ways more complex, involves longer distances and can have greater development impacts than international. What is more complex? A migrant who moves thousands of kms from rural northern Mozambique to work in Maputo, or a migrant from Maputo who crosses the border 50 km away to work on a farm in South Africa.**
- **International migration is a small part of overall migrant movements. Internal migration is far more important to many more individuals and households in developing countries.**
- **The development impact and poverty reduction implications of internal migration are far more important than international migration in terms of sheer numbers of people, flows of remittances, impacts on rural areas and so on.**
- **Does it matter to the HIV/AIDS patients of an understaffed and under-resourced rural hospital if the only doctor and half the nurses move to another country or to the private sector in a big city. The impact is just the same.**

3. Five Key Challenges

- Mainstreaming Migration
- Remittance Impacts
- Brain Drain Futures
- M & D & HIV
- Building Regional Cooperation



Silences in the M & D Debate

- **The debate is driven by national states and international agencies. Sub-national government – provincial, municipal – is not considered and has no voice. Leads to a key silence about different tiers of migration management. Key because many city governments have to deal with the consequences of policies over which they have no direct control.**
- **Silence about the development implications and role of migration to cities. Many of the development consequences of migration are experienced and played out at the urban scale. What are the development consequences and challenges for city managers posed by migration? What role do cities play in facilitating or inhibiting the broader development impacts of migration?**
- **Silence about the fact that the development impacts of migration are increasingly tied to urban activities and opportunities for migrants in cities**
- **Silence about the links between migrant activities in cities and development impacts in countries of origin e.g. size of remittance flows**



Implications for metropolises

- **M & D debate should prompt a greater focus on the relationships between migration and development and city policies and management in cities of the North and South.**
- **Metropolis conventionally focus on so-called South-North migration. But South-South migration is also critically important and growing. International migrants numbered 191 million in 2005. Of these, 75 million (40%) were in developing countries.**
- **Metropolis conventionally focuses on cities of the North. Many cities of the South are receiving increasing numbers of international migrants. Face many of the same challenges and issues of migrant integration and urban governance as those of the North. Also distinctive development challenges.**
- **There is a general need, not confined to Metropolis, for more consideration of the links between migration and development in the context of cities of the South. How to configure the urban into traditional M & D concerns**

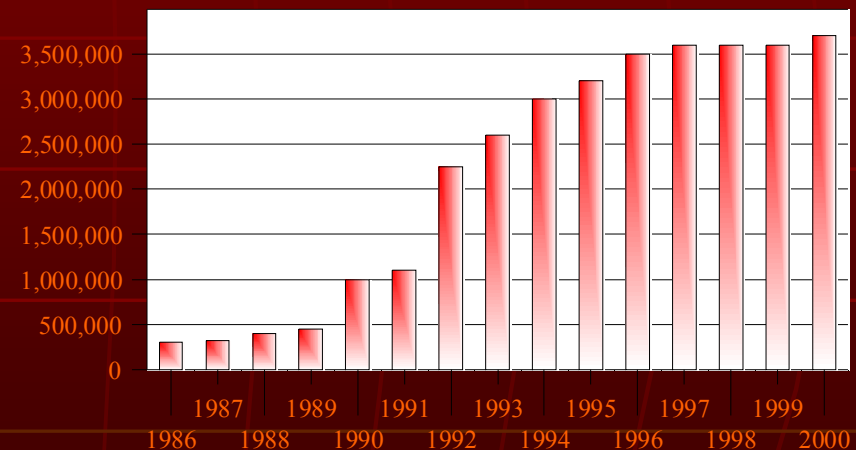
Configuring Cities of the South into the M & D Debate

- Research and policy agenda of migration to cities of the South is fundamentally about the core concerns of the international development agenda e.g. poverty reduction, health and basic service delivery, environmental degradation, unemployment and job creation, inequality, gender discrimination, migrant rights.
- Particular challenges of urban management and integration of migrants in cities of the South including e.g. intense competition for jobs, resources and services, high levels of intolerance and xenophobia amongst citizens, high levels of irregular migration
- The ways in which migrants are treated/integrated affects not only development in the city but areas from which they come which often includes other cities in the South.
- The development implications for the cities of the South and the countries of origin is fundamentally affected by the transience or impermanence of migration

2. Migration, Development and the SADC

- **Southern Africa is a “region on the move.” People are far more mobile than ever before. Millions cross international boundaries every year. In South Africa, legal border-crossing from other SADC increased from 1 million p.a. in early 1990s to over 3.5 million in 2000. Now around 5.5 million**

SADC Visitors to South Africa



Migrant Stock

- South Africa 1996: 815,000
 2001: 1,025,000
- Other SADC Countries (000s)

	1960	1990	2005
Botswana	9	27	80
Lesotho	3	7	6
Malawi	297	1200	280
Mozam	9	122	406
Namibia	15	120	143
Swaziland	17	41	45
Zambia	360	279	275
Zimbabwe	382	804	510

Migration Streams after Apartheid

- **End of apartheid and region's reconnection with the global economy and rest of Africa has opened it up to forms of migration commonly associated with globalization**
- **Greater diversity of forms of migration. Once dominated by contract temporary work (to mines) and white immigration. Now new streams of skilled and unskilled migrants from rest of Africa and world, international student migration, cross-border traders (largely female), professional migration (within, into and from the region), children's migration,**
- **Recurrent civil strife in rest of Africa has generated mass refugee movements and new kinds of asylum seeker**
- **Remittances from one country to another, from the region to rest of Africa massive and growing.**
- **HIV/AIDS has impacted considerably on migration. Rapid diffusion of the epidemic related to human mobility and new forms of migration emerging.**
- **Region is experiencing a major brain drain. Studies of emigration potential show that this will accelerate.**

- **Migration is permanent phenomenon but migrants are generally temporary. Many are “transnational migrants” i.e. maintain links with home. Move between the two**
- **Large-scale irregular migration. Partly a result of outdated and restrictive policy frameworks.**
- **Growing problem of intolerance and xenophobia e.g. Somalis in South Africa**
- **Most international migration within and to SADC is rural-urban or urban-urban. Important to understand the implications for development.**

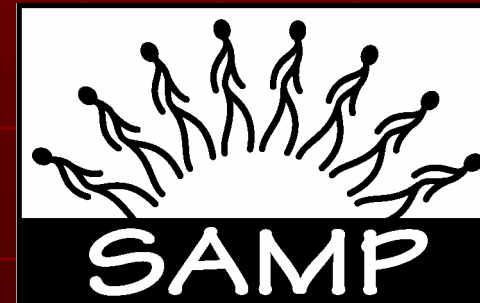
Implications for SADC Cities

- Migration can serve as catalyst to economic and social development in cities of destination
- Migration links the cities of the region and can enhance co-development
- Migration to cities has the potential to enhance development in areas and countries of origin
- Sound and rights-regarding migration management can enhance stability, migrant integration and reduce tensions and xenophobia
- Migration has the potential to strengthen city development and cooperation through sharing of common challenges and solutions e.g. SAMP MUG project

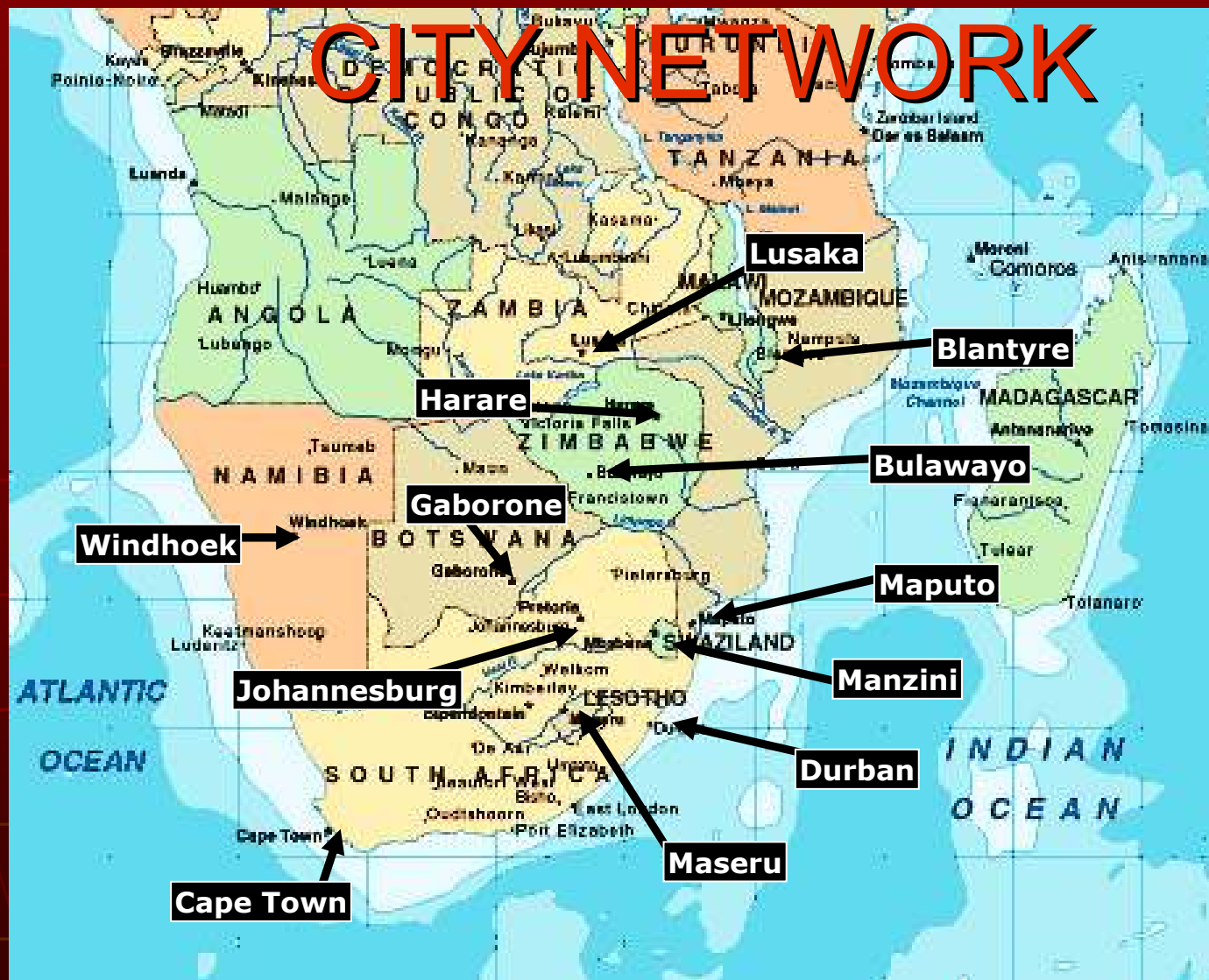
2. SAMP Migration and Urban Governance (MUG) Project

■ AIMS AND OBJECTIVES

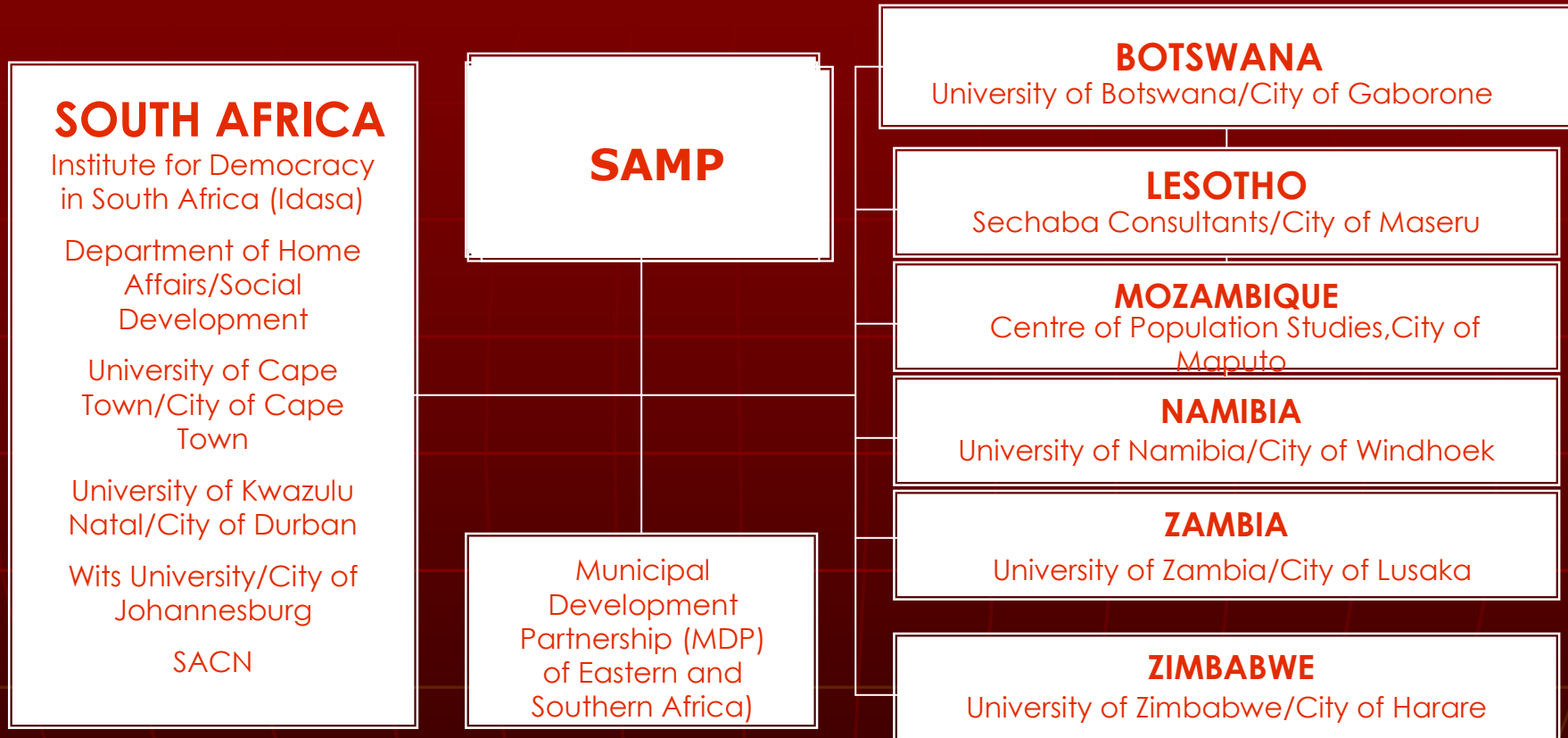
- To document the extent and trends of international migration to SADC cities, both intra-regional and from outside SADC
- To examine the impacts and implications of international migration for urban governance, city development and countries of origin
- To mainstream international migration in city planning and management strategies for poverty reduction, service delivery, job creation
- To compare the responses of municipalities (globally) and to identify common challenges and to develop best practice solutions
- To promote policies that maximize the development potential of migration and minimize the negative impacts



CITY NETWORK



SAMP's Migration and Urban Governance Network



MUG Activities: Research

- **Volume, Types and Trends of Migration to the City**
- **Migrant Profile and Activities**
- **Geography of Migration**
- **Reception of Migrants and Attitudes to Migration**
- **Development Impacts of Migration in City and Areas of Origin**
- **Policy and Management Challenges**

Policy Workshopping

- **Workshop on Building Inclusive Cities in SADC, July 2006, Johannesburg**
- **Attended by researchers, reps from municipal networks, elected city officials and municipal managers, central government officials**
- **Presentation of city case studies**
- **Breakaways on key themes:**
 - **Creating inclusive cities: Integrating migration in city development plans;**
 - **Xenophobia, migrant rights and obligations;**
 - **Service provision: poverty, inequality and migrant access to services;**
 - **Migrant employment, entrepreneurship in the formal and informal sectors;**

Workshop Recommendations Endorsed by City Managers and Research Community

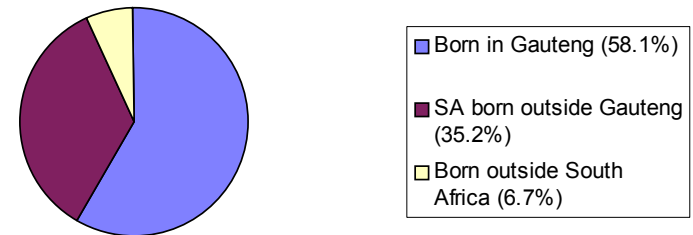
- **Data on internal and international migration to SADC cities is partial and dated. More comprehensive data is needed for policy-making and planning purposes. The workshop recommends that coordinated city-level migrant household surveys be conducted in cities across the region and that resources be mobilized by cities and from donors for this purpose.**
- **Cities should mainstream migration into all existing and future development plans. Guidelines for mainstreaming migration should be prepared.**
- **All cities should develop a strategic plan for managing migration.**
- **All cities should consider setting up help desks for migrants.**
- **City managers should engage in dialogue with NGOs, faith-based organisations and migrant associations in addressing migrant issues.**
- **Cities should develop counter-xenophobia strategies, including training for all city officials**

- **There should be greater dialogue between local, provincial and national government on national migration policies and legislation and implications for local government.**
- **Cities should ensure that migrants are not precluded from any rights and services to which they are entitled.**
- **Cities should ensure that migration control and enforcement regarding rights is consistent with due process.**
- **Cities should seek to address the social and economic conditions that encourage brain drain of skilled nationals.**
- **Cities should identify how they can attract and develop skilled professionals (and from where) to replace emigrating skills and encourage skills development.**
- **The implication of HIV/AIDS for migration movements to and within the city must be acknowledged and planned for.**
- **All forms of discrimination, exploitation and abuse of migrants, especially female migrants, by employers and others should cease.**

4. City of Johannesburg Support Strategy for Migrants and to Address Xenophobia

- City of Johannesburg is “committed to building an inclusive city and playing a role in the development of all of its diverse and dynamic population.” (Amos Masondo, Executive Mayor)

Population of Johannesburg by region of birth, 2001



Policy Challenges

- High rates of in-migration
- National policies on immigration, health, education that city has no impact on or control over
- High rates of unemployment (40-70%). Migrants have lower rates of unemployment.
- Migrants denied access to services such as education and medical treatment
- Fierce competition within informal sector
- Inner-city degradation and overcrowding e.g. Hillbrow



- **Lack on integration. Migrants are sojourners, transient, circular**
- **Migrants are most victimized by crime and violence, including by police**
- **Municipality has to ensure development for citizens in face of competing demands from migrants and strong anti-migrant sentiment**
- **Intolerance and xenophobia pervasive and intensifying**



City Strategy

- **1. Review of relevant literature and best practice from other cities**
- **2. Review of City of Johannesburg IDP and GDS and other relevant development strategies for the City, including the Human Development Implementation Plan (2005/6-2010/11) and the Community Development Sector Plan (2006/7-2010/11)**
- **3. Establish priority areas and issues for City strategy through research, consultation and information gathering with stakeholders.**
- **4. Creation of a directory of migration related organizations, including CBOs, NGOs, migrant associations, diaspora groups**
- **5. Development of strategy to establish Help Desk for migrants.**
- **6. Development of training programme for city and public sector on diversity/anti-xenophobia**
- **7. Development of a public awareness campaign to counter xenophobia and promote social cohesion**

Competing Images





January 2006

Lesley Ndlovo (25) from Zimbabwe was on his way to be voluntarily detained at Lindela, the repatriation centre in Johannesburg as he had no money to return to Zimbabwe, no home anymore and was afraid of staying in South Africa as a result of xenophobic violence in the informal settlement in which he lived