



# **Evaluation of IOM's contribution to the Migration Dialogue for Southern Africa (MIDSA)**

**IOM CENTRAL EVALUATION DIVISION**

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## ACKNOWLEDGEMENTS

The evaluation was undertaken by a team of external consultants from Owl RE, evaluation and research consultancy, on behalf of the Central Evaluation Division (CED). The team was composed of Obando Ekesa (Team Leader), Nyambura Kimani and Dr Glenn O'Neil.

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Final responsibility for accuracy of the data and soundness of the analysis included in this report rests with the CED. The findings, analysis and recommendations presented in this report do not necessarily reflect the views of Owl RE.

Central Evaluation Division - IOM

# TABLE OF CONTENTS

1. INTRODUCTION	8
1.1. Evaluation scope and methodology	8
1.2. Limitations and risk mitigation measures	9
2. MDSA BACKGROUND	11
3. EVALUATION FINDINGS	13
3.1. Relevance	13
3.2. Coherence	16
3.3. Effectiveness	19
3.4. Efficiency	24
3.5. Impact	28
3.6. Sustainability	31
3.7. Reconstructed Theory of Change	36
4. CONCLUSIONS AND RECOMMENDATIONS	37
4.1. Conclusions	37
4.2. Recommendations	37
ANNEX 1: Case studies	39
ANNEX 2: Evaluation matrix	49
ANNEX 3: List of documents reviewed	53
ANNEX 4: Extra survey figures	54
ANNEX 5: List of Interviewees	56
ANNEX 6: Evaluation Terms of Reference	58

# LIST OF ACRONYMS

ACBC	IOM Africa Capacity Building Center
AU	African Union
CO	IOM Country Office
CoM	IOM Chief of Mission
CS	Civil Society
CSO	Civil Society Organization
DAC	Development Assistance Committee
GCM	Global Compact for Safe, Orderly and Regular Migration
GRCP	Global and (Inter) Regional Consultative Processes
HQ	IOM Headquarters
IGAD	Intergovernmental Authority on Development
IMRF	International Migration Review Forum
INGO	International Non-governmental Organization
ISCM	Inter-State Consultation Mechanism on migration
IOM	International Organization for Migration
LNNGO	Local National Non-Governmental Organization
M&E	Monitoring and Evaluation
MCOF	Migration Crisis Operational Framework
MGI	Migration Governance Indicators
MIDCOM	Migration Dialogue for the Common Market for Eastern and Southern Africa
MIRAC	Migration Resource Allocation Committee
MS	Member States
NGO	Non-governmental Organization
OECD	Organisation for Economic Co-operation and Development
OIG	IOM Office of the Inspector General
PAFOM	Pan-African Forum on Migration
PRM	United States Bureau of Population, Refugees and Migration
RAP	Regional Action Plan on Irregular Migration and Mixed Migration
REC	Regional Economic Community
RCP	Regional Consultative Process on Migration
RO	IOM Regional Office
RPLO	Regional Policy and Liaison Officer
RTS	Regional Thematic Specialist
SRF	Strategic Results Framework
UN	United Nations

# EXECUTIVE SUMMARY

This report presents the findings, conclusions and recommendations derived from the evaluation of IOM's contribution to the Migration Dialogue for Southern Africa (MIDSA), an Inter-State Consultation Mechanism on Migration (ISCM) bringing together member States of the Southern African Development Community (SADC). It has explored IOM's contribution to MIDSA in relation to its mandate as the UN Migration Agency for migration governance and management in Southern Africa, as well as the assistance provided by IOM in the framework of the SADC Secretariat. The evaluation covered the last five years (2017 to 2022) of MIDSA meetings, with also reference to the 2023 MIDSA meeting of October 2023 (as it was held during the data collection period).

The evaluation approach and methodology involved data collection from: case studies on four countries (Comoros, Mozambique, Namibia, and Zimbabwe); a document review; an online survey targeting SADC Member State (MS) representatives (37 responses); and semi-structured interviews with IOM staff and external stakeholders (53 interviews).

## Findings

**Relevance:** The multiple roles of IOM in support of MIDSA were thought to be relevant to the requirements of MS, though there was some overlap and conflation of these roles, with the observer role considered the least understood, while the technical adviser role was the most clearly defined. The secretariat role was relevant and despite resource constraints, adapted to emerging needs and priorities, for instance in integrating the Global Compact for Migration (GCM) into MIDSA activities. Regarding cross-cutting and emerging themes such as environmental sustainability and gender, IOM strived to ensure those were integrated into MIDSA meetings, with a greater focus on climate change and less so on gender.

**Coherence:** IOM's support to MIDSA has ensured consistency with the principles of GCM, and in the period under review GCM has been a constant feature of MIDSA deliberations. The MIDSA was also found to be well aligned to IOM's mandate and framework. However, the 2020-2024 Southern Africa Regional Strategy only features MIDSA in general terms. The main area of coordination of IOM's support was with MS in the organizing and convening of the MIDSA meetings, notably with the MS that was holding the chair of the MIDSA meeting for the given year. The IOM was also coordinating closely with the SADC Secretariat with the aim of increasing their involvement to ensure the sustainability of MIDSA. The MIDSA secretariat role was sometimes not easily distinguishable from other IOM areas of work.

**Effectiveness:** The success indicators and expected results of the MIDSA meetings and their preparatory work were present in IOM global and regional strategies but only articulated in general terms and at the output level. Although no formal document was identified outlining the role for IOM in the follow-up of MIDSA recommendations as secretariat and technical adviser, a detailed recommendations action plan was developed for the first time by IOM Regional Office (RO) in Pretoria following the 2021 MIDSA meeting. This was only used in 2021 but IOM has been effective in supporting the implementation of the frameworks and action plans that resulted from the MIDSA recommendations. The IOM was perceived by MS representatives as being successful in bringing attention to the emerging migration governance issues in the region, and IOM's support has contributed to MS understanding and response to these issues. IOM also supported SADC in a consultative process to carry out a sub-regional review of progress towards GCM implementation.

**Efficiency:** MIDSA's financial viability has mainly relied on IOM securing funds from existing regional programmes and projects rather than having a standing budget. Only the Government of South Africa was currently funding their own participation in MIDSA. It was suggested that MIDSA should rely less on IOM funding and move towards being financially self-supporting, as seen with other ISCM. Even if the feedback of MIDSA participants was generally positive on IOM's support for the planning, coordination, organization, timing and quality of the MIDSA conferences, IOM's administrative and technical support was also partially efficient in supporting MIDSA given that it relied largely on one IOM staff member only, the Regional Policy and Liaison Officer (RPLO). The IOM was efficient in its role as observer and provider of technical advice to promote well-managed migration policies and convergent approach among SADC MS but this role was also affected sometimes by IOM's limited financial resources and aspects that were outside of its control.

**Impact:** IOM's support to MIDSA has contributed to positive changes in migration governance and policies in Southern Africa, with the greatest impact seen in migration governance, labour migration, combating human trafficking and smuggling. The IOM as an observer and technical adviser has been influential on the changes/results seen, while recognising the contributions of other IOM programmes, UN agencies, International Non-governmental Organizations (INGO), Local National Non-Governmental Organizations (LNNGO), Civil Society Organizations (CSO) and MS themselves.

**Sustainability:** Sustainability enablers for guaranteeing MIDSA's long-term survival included funding, MS and IOM's proactivity in the follow-up on recommendations, alignment of outcomes to instruments such as GCM, binding outcomes, as well as anchoring further the process to SADC. On continuity and flow of thematic areas, GCM featured throughout the five years under review. Migration data and labour migration featured 80 per cent of the time while border management and diaspora engagement had a 60 per cent frequency rate. In terms of stakeholder perceptions, MS overwhelmingly believe that MIDSA is for their benefit and the responsibility for its longevity lies with SADC. They also believe that IOM has a technical role in supporting this dialogue in the long term.

## Conclusions and recommendations

The findings have shown that MIDSA, as an ISCM, remains a vital platform for MS to freely discuss and share on migration-related themes in an informal setting. The evaluation found that it is quite relevant to MS needs and the impact of the MIDSA meetings continue to be felt by MS, both individually and collaboratively. It is imperative to note that IOM has played a pivotal role in MIDSA since its inception, playing a complementary role to the SADC secretariat. The IOM's contribution to MIDSA through its multiple roles has supported its continuity and sustainability. The IOM's programming and projects across and within SADC countries has also contributed to MIDSA achievements in the implementation of its priorities and recommendations for MS.

The evaluation has also highlighted gaps and suggests areas of improvement for IOM's contribution to MIDSA, which can also benefit SADC and the participating MS. In that framework, the following recommendations are proposed covering five sub-topics:

### 1. IOM's multiple roles

- 1.1 A comprehensive document should be developed describing the distinct roles, Terms of Reference and operating modalities of IOM in support of MIDSA. This exercise should be done in coordination with the SADC secretariat and MS to ensure inclusivity, ownership and sustainability of the MIDSA. Complementarity of MIDSA with the UN Network on Migration (UNNM), in which IOM is also involved, could be examined too.

1.2 Additional support should be provided to MIDSA including at least a dedicated staff for the MIDSA Secretariat functions and a dedicated budget line through IOM Operational Support Income (OSI) for MIDSA activities, such as the follow-up of the MIDSA meetings recommendations.

## **2. IOM Secretariat**

2.1 The MIDSA Secretariat (RO Pretoria) should develop a guide and/or framework that stipulates the working modalities with the MIDSA Chair-in-office during its chairmanship term, supporting for instance the Chair in the establishment of collaborative processes for developing the MIDSA meeting agenda.

2.2 The IOM should develop a dedicated website for MIDSA including password-protected sections for sharing internal documents between MS.

## **3. MIDSA Meeting**

3.1 The MIDSA Chair-in-office, MS and Secretariat should consider how key themes can progress between MIDSA meetings, for instance through working groups, also encouraging consistency of migration governance themes from meeting to meeting.

3.2 The IOM Country Offices (CO) should be encouraged to meet with the returning delegations from the MIDSA meetings to support them in prioritizing actions in line with the recommendations and determining what IOM programming / support is possible.

## **4. Sustainability**

4.1 The IOM, as MIDSA Secretariat, should propose options for a self-sustainable financial model for MIDSA in consultation with the Chair-in-Office and MS, as well as within the SADC framework given the MIDSA contribution to SADC.

4.2 The IOM projects and programmes in Southern Africa region should consider the MIDSA meetings recommendations whenever relevant, to support their implementation and contribute to the usefulness and sustainability of MIDSA.

## **5. Monitoring**

5.1 IOM as MIDSA Secretariat should develop and propose to the MIDSA Chair-in-office and MS a mechanism for the follow-up of the implementation of MIDSA recommendations, including also information on the respective responsibilities and modalities.

## 1. INTRODUCTION

### 1.1. Evaluation scope and methodology

This evaluation report assesses IOM’s contribution to the Migration Dialogue for Southern Africa (MIDSA), an Inter-State Consultation Mechanism on Migration (ISCM) bringing together member States of the Southern African Development Community (SADC), in relation to its mandate as the UN Migration Agency for migration in Southern Africa, as the technical Secretariat for MIDSA and as an observer organization of MIDSA. The evaluation covers the last five years of MIDSA meetings (2017 to 2022), with references to the MIDSA meeting of October 2023 held during the data collection phase.

The evaluation is including 24 evaluation questions organized along the six OECD-DAC evaluation criteria, as per the Terms of Reference of Annex 6<sup>1</sup> and further developed in the evaluation matrix during the inception phase, together with indicators, data collection tools and sources (Annex 2).

The evaluation findings are derived from the triangulation of data, information and evidence collected through the following research methods:

- Case studies on four countries (Comoros, Mozambique, Namibia, and Zimbabwe) including interviews with MIDSA Member States (MS) representatives, IOM staff and documentation (see Annex 1).
- Participation as observer to the 2023 MIDSA senior officials’ meeting in October 2023 in Kinshasa, Democratic Republic of the Congo; the team also conducted interviews with some MS representatives and IOM staff.
- A desk review of all relevant documentation (see the list in Annex 3).
- An online survey targeting SADC MS representatives, with 37 responses received from 14 countries out of the 16 SADC members (responses were missing from the Seychelles and the United Republic of Tanzania). The results are reflected throughout the report and additional information can be found in Annex 4.
- Semi-structured interviews with IOM staff and external stakeholders and beneficiaries: 50 persons in total. A list of persons interviewed can be found in Annex 5.

The following table details the number of persons interviewed by type of stakeholder group.

**Table 1: Overview of persons interviewed**

Stakeholder group	No.
IOM HQ Staff (International Partnership Division)	3
IOM Special Liaison Offices in Addis Ababa and New York, and the Africa Capacity Building Center in Moshi, United Republic of Tanzania	3
IOM RO Pretoria staff, as well as other former RO staff	11
IOM CCOs staff in Eswatini, Botswana, Democratic Republic of the Congo, Madagascar, Namibia, South Africa, Zimbabwe	8
African Union (AU) representative	1

<sup>1</sup> OECD-DAC six evaluation criteria – relevance, coherence, effectiveness, efficiency, impact and sustainability: [www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm](http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm)



MS representatives to supplement survey results: Botswana - 1, Madagascar - 1, Malawi - 3, Mauritius - 1	6
Case study interviews – Government Key Informant Interviews (KII): Comoros - 4, Mozambique - 3, Namibia - 5, Zimbabwe - 4	16
US Government Bureau of Population, Refugees and Migration representative (donor)	1
Save the Children Representative	1
<b>Total</b>	<b>50</b>

*\*Including seven staff interviewed during the inception phase.*

A combination of qualitative and quantitative data was used for the analysis. The qualitative data was analysed thematically to understand trends linked to the different issues and areas covered by the surveys and interviews. A software (Deedose) was used to code the responses of the participants and to explore the trends and tendencies linked to the issues covered by the evaluation questions. Charts were used to provide an overview of the results from the survey.

## 1.2.Limitations and risk mitigation measures

The evaluation’s inception report set out the three limitations with proposed mitigation strategies as detailed in the Table 2 below. A commentary is also provided on the limitation and its impact on the evaluation.

**Table 2: Limitations faced by the evaluation**

Limitation identified	Mitigation strategy	Commentary
Low engagement and response rate for data collection using KIIs and online survey respectively.	<p>It was expected that the IOM liaison team would validate the countries selected for case studies and ensure advance planning to help coordinate with the sampled countries. This was to ensure the Owl RE team were accorded sufficient time to undertake the interview discussions during the MIDSAs meeting. Also, the Owl RE team undertook the KIIs either individually or with teams, depending on the context, such as seniority of the government officers present.</p> <p>For the survey, it was anticipated that the IOM liaison team would engage with the MIDSAs chair to ensure that the team or IOM staff introduced to the participants the purpose of the evaluation and the importance of the survey. The IOM liaison shared a survey link with the delegates who were</p>	<p>The online survey had a reasonably good response rate, with 37 responses received.</p> <p>KIIs with selected case study countries were challenging as MS representatives were busy with MIDSAs and other roles during the MIDSAs meeting.</p> <p>The Owl RE team was present at the MIDSAs 2023 meeting and used this opportunity to build rapport and exchange contacts with the delegates. After the event, they reached out to the delegates directly or through the IOM liaison team for virtual interviews. However, it was challenging to interview MS representatives in all targeted countries. Further, KIIs</p>

Limitation identified	Mitigation strategy	Commentary
	given a window within which to fill the survey after the end of the 2023 MIDSA meeting.	could not be held with SADC and more donor representatives, despite efforts. The evaluation questions were numerous and did not allow interviewers to comprehensively ask all the questions.
General bias in the application of causality analysis	Judgements were informed by the evaluators and all findings were reviewed jointly, as well as by the evaluation liaison team and the main evidence for ratings were described.	The Owl RE team triangulated their findings from the KIIs, survey, case studies and documentation. No issues of bias were identified.
Objective feedback: interviewees may be reticent to reveal the factors that motivate them or any problems they are experiencing or being transparent about their motivation or about internal processes.	Anonymizing sources if necessary and ensuring interviews were conducted on a one-to-one basis where possible to help address issues of confidentiality.	The team found that respondents expressed candour and confidence as a result of the anonymity disclaimer at the start of the interviews.

## 2. MIDSAs BACKGROUND

The MIDSA is an ISCM<sup>2</sup> created by SADC MS in 2000 upon the “need to develop, in conjunction with SADC, a forum for further exchange of information, experience and perspective among Governments on migration policy and practice, [and] to facilitate cooperation”. The MIDSA brings together the 16 Member States of the SADC (Angola, Botswana, Comoros, Democratic Republic of the Congo, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, United Republic of Tanzania, Zambia and Zimbabwe). The observers include nine States from the global West, five Intergovernmental organizations (including UN Agencies) and one CSO. The MIDSA is one of the ISCMs in Africa that was established in collaboration with the AU Regional Economic Community (REC).

The MIDSA convenes two types of meetings: 1) the annual senior officials meeting, which brings together top-level experts from key ministries relevant to migration and typically at Director and/or Permanent Secretary (or equivalent) levels, and 2) the biannual ministerial meetings (since 2010).

Since the creation of MIDSA, many factors have shaped migration flows in the region, including displacement resulting from conflicts in Angola, the Democratic Republic of the Congo and Mozambique, increased demand for labour in Angola, Botswana, South Africa and Zambia, droughts in Botswana, Namibia, Southern Africa and Eswatini, cyclones and flooding in Comoros, Madagascar, Malawi, Mozambique and Zimbabwe, environmental degradation and climate change. With a history of porous borders, economic instability and limited institutional capacities, Southern Africa is fertile ground for irregular migratory flows within and outside the region, and an increasingly diverse range of human trafficking activities is facilitated by growing numbers of local smugglers and an expanding network of transnational criminal syndicates. A significant majority of irregular migrants originate from the region, although individuals from as far as the former Soviet Union, Eastern Europe, China, Thailand, Pakistan, Bangladesh and India have been arriving in increasing numbers since the mid-1990s.

The SADC Members approved the Protocol on the Facilitation of Movement of Persons in 2005, the Labour Migration Action Plan (2020-2025), and the SADC Migration Policy Framework and Action Plan (SADC-MPF-AP) in 2022. The AU adopted the Migration Policy Framework for Africa (MPF) in 2006, revised in 2018, and the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa in 2009. The MIDSA was involved in discussing regional approaches related to the implementation of the 2030 Agenda for Sustainable Development (SDG) and the Global Compact on Safe, Orderly and Regular Migration (GCM).

The IOM has a triple role in MIDSA: i) it is an observer organization of the MIDSA (which means it participates in MIDSA meetings and discussion as one of its observers, without a right to vote), ii) it is acting as the technical secretariat for MIDSA, and iii) the organisation provides technical advice and programme support to MIDSA. The IOM’s roles include liaison with the SADC, MIDSA Member States and the MIDSA Chair.

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<sup>2</sup> Regional Consultative Process on migration (RCP) is another terminology used within the ISCM framework to describe similar inter-states processes.

As the technical secretariat, IOM supports the planning and organization of the work of MIDSA and of its meetings, including engaging with experts to carry out the preparatory work, follows up on recommendations and agreed action points and provides overall organizational support. It has for instance supported MIDSA participation to the Global Meeting of ISCMs and the Global and (Inter) Regional Consultative Processes (GRCP). Through the COs, it supports delegations from MS to prepare for the annual MIDSA meetings.

Funding for MIDSA is usually channelled through its Secretariat. According to the Assessment of ISCMs (2020), 90 percent of MIDSA's funding is external. To support MIDSA operations, IOM has received funding from multiple donors, including the US Government, the European Union, the Kingdom of the Netherlands and IOM funding through its IOM Development Fund and the IOM Migration Resource Allocation Committee (MIRAC). Overall, IOM RO for Southern Africa ('RO Pretoria') has consistently invested financial and staff resources towards MIDSA for the past 20 years to support the process. Within RO Pretoria, MIDSA's technical secretariat is managed by a Regional Policy Liaison Officer (RPLO).

In 2019, IOM conducted an evaluation of IOM's engagement in and contribution to ISCM. This exercise was based on a process evaluation approach to examining the internal dynamics at IOM for supporting ISCMs, the institutional instruments used in response to requests from States, its service delivery mechanisms and management practices, and the linkages among these. Although the evaluation offered interesting information on IOM's activities within these regional processes in general, it did cover specifically the role of IOM vis-à-vis MIDSA. In 2017, IOM also conducted an internal review of a PRM project that had been providing funding for MIDSA. The review specifically attempted to document some key reflections on the design, role, efficiency and impact of MIDSA on migration governance in the region.

Following is a list of the MIDSA meetings held during the period under review (including 2023):

- October 3-6, 2023, Kinshasa, Democratic Republic of the Congo: MIDSA Ministerial and Experts Meeting "*Promoting Regional Integration through Making Migration Safe, Regular, and Orderly in the Southern African Region*"
- November 7-10, 2022, Lilongwe, Malawi: MIDSA Senior Officials Meeting "*Strengthening Migration Management in Southern Africa through Scaling-up Interventions that Facilitate Safe, Orderly and Regular Migration in Southern Africa*"
- October 25-28, 2021, Maputo, Mozambique: MIDSA Ministerial Meeting "*Reviewing Approaches to Safe, Regular and Orderly Migration in the Context of COVID-19 in the Southern Africa Region*"
- June 25-28, 2019, Windhoek, Namibia: Senior Officials' and Ministerial Meetings, "*Regional Migration Governance and Sustainable Development: Priorities for the Southern Africa Region*"
- September 11 - 13, 2018, Pretoria, South Africa: Senior Officials' Meeting "*Enhancing Migration Governance in the Southern Africa Region: Harnessing the Youth Dividend for Sustainable Development and Regional Integration*"
- September 2-4, 2017, Ezulwini, Eswatini: Ministerial Meeting "*Addressing Mixed Migration in Southern Africa: Linking Protection, Immigration, Border Management and Labor Migration*".

### 3. EVALUATION FINDINGS

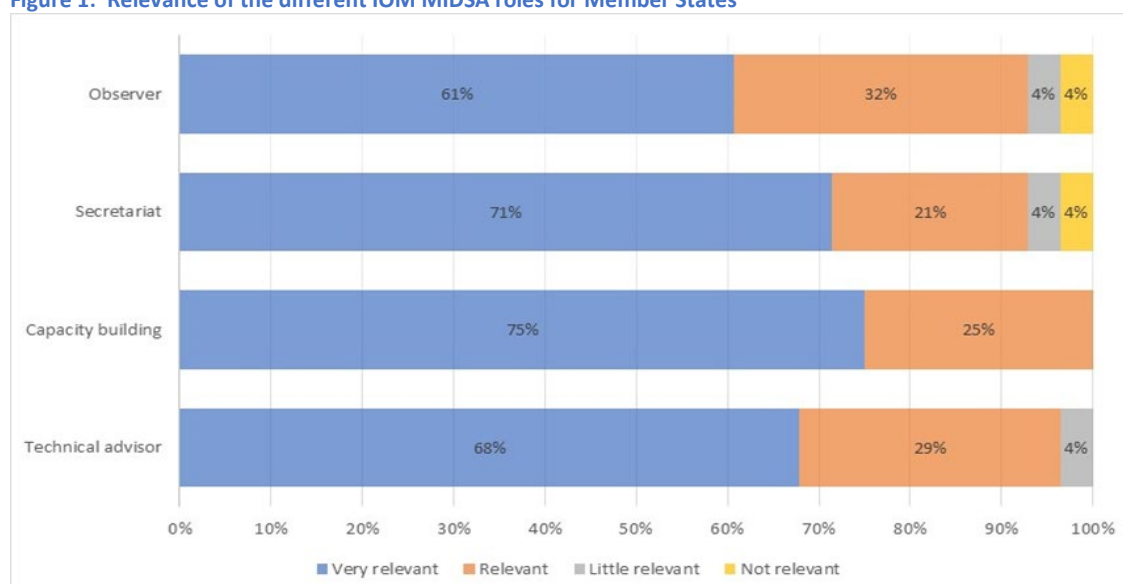
#### 3.1.Relevance

The multiple roles of IOM in support of MIDSAs were thought to be relevant to the requirements of MS, though there was some overlap and conflation of these roles, with the observer role being the least understood, while the technical adviser role was the most clearly defined. The secretariat role was relevant and despite resource constraints, adapted to emerging needs and priorities, for instance in integrating GCM into MIDSAs activities. Regarding cross-cutting and emerging themes such as environmental sustainability and gender, IOM strived to ensure these were integrated into MIDSAs meetings, with a greater focus on climate change and less so on gender.

**1. To what extent is the role of IOM as the Secretariat and technical reference for MIDSAs, including for capacity building, relevant to the needs of MIDSAs Member States and strategically aligned to their priorities, as well as to the needs of migrants in the region?**

The IOM has multiple roles in MIDSAs, namely as an observer (i.e. IOM participates in MIDSAs meetings and discussion without a right to vote), as a secretariat and for providing technical guidance on themes addressed by MIDSAs (see Figure 1 below). While IOM’s support role to MIDSAs aligns with IOM’s Constitution (in particular Article 1),<sup>3</sup> the evaluation did not identify a formal document describing IOM’s specific roles and functions in relation to MIDSAs and this was echoed by some interviewed MS representatives and IOM staff. At the inception of MIDSAs, the project document was describing “IOM’s mandate and strategy” in relation to MIDSAs and “overall objectives and project purposes,” but it did not explicitly articulate IOM’s multiple roles.<sup>4</sup>

Figure 1: Relevance of the different IOM MIDSAs roles for Member States



<sup>3</sup> IOM Constitution, Chapter 1, Article 1: The purposes and functions of the Organization shall be: to provide a forum to States as well as international and other organizations for the exchange of views and experiences, and the promotion of co-operation and co-ordination of efforts on international migration issues, including studies on such issues in order to develop practical solutions.

<sup>4</sup> IOM (n.d.) *Migration Dialogue for Southern Africa*. (Original MIDSAs Project Document)

Even if considered relevant, feedback from survey and interviews showed that IOM observer's role was considered the least understood, blurry and overlapping, sometimes overstepping it as not being well separated from other roles. There was a general feeling that the role needed to be clarified IOM being much more involved in MIDSAs as an organizer and participant as underlined by some IOM staff and a MS representative:

*"IOM is not really an "observer", if we look at the recent agenda and recommendations of MIDSAs 2023 – it is fully crafted by IOM with little inputs from MS" (IOM Staff)*

*"I don't think IOM is an observer. They are more of a participant. They actually find a way to pursue their documents, especially in the drafting of the meeting agenda. For me, IOM is not an observer, they are actually the convener – as they do this outside SADC structures, yet the process is supposed to be state-led." (IOM Staff)*

*"What do they (IOM) do as observers? It is difficult to assess this function unless we know the terms of reference. There is a need to clarify [it]." (MS representative)*

Similar to the observer status, the secretariat role is perceived as not sufficiently defined. The creation of a Secretariat was proposed in 2010 to provide operational and technical support to the MIDSAs<sup>5</sup>. The first reference to its existence was found in the report of the 2013 MIDSAs ministerial meeting<sup>6</sup>, where Ministers urged the Secretariat to report on progress in advance of the next ministerial meeting in line with MS expectations. Respondents who felt the secretariat role was relevant, focused mainly on the role played by IOM in terms of coordination for MIDSAs meetings (including logistics for travel and accommodation).

There was also the perception that the Secretariat was handled by one IOM staff only, the RPLO, with other RO staff and concerned COs only being active closer to MIDSAs meeting dates. This confusion was sometimes exacerbated by frequent changes of IOM staff, coupled with the fact that MIDSAs funding was mainly sourced from IOM projects/programmes and not a standing budget.

Nonetheless, this role was generally well aligned to the priorities of MS because of IOM logistical and technical support for planning and shaping the conversation of MIDSAs meetings. This allowed MS to send informed representatives to MIDSAs meetings to deliberate on relevant thematic topics. The challenge for IOM was more related to overstretched staff support for the secretariat.

The role of capacity-building was considered the most relevant of all, because IOM was best placed to support MS in understanding migration as a complex, sensitive and dynamic topic. This role is closely related to the technical adviser one, which was also considered to be fully relevant to the needs of MS and by extension to the needs of migrants in the region. The Organisation has also secured considerable resources for implementation of projects/programmes in support of MIDSAs recommendations, as discussed under *Effectiveness* and *Efficiency* sections below. Technical cooperation for migration management was one of the key elements of the MIDSAs original project<sup>7</sup>

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<sup>5</sup> Report and Recommendations of the MIDSAs Conference on: Managing Migration through Regional Cooperation. Windhoek, Namibia. 15 to 17 November 2010

<sup>6</sup> Report and Recommendations of the MIDSAs Conference on: Enhancing Labour Migration and Migration Management in the SADC Region. Maputo, Mozambique. 10-11 July 2013.

<sup>7</sup> IOM (n.d.) *Migration Dialogue for Southern Africa*. (Original MIDSAs Project Document)

for addressing migration-related issues in the region and for providing expert advice before and during the MIDSAs meetings (see also the case studies in Annex 1).

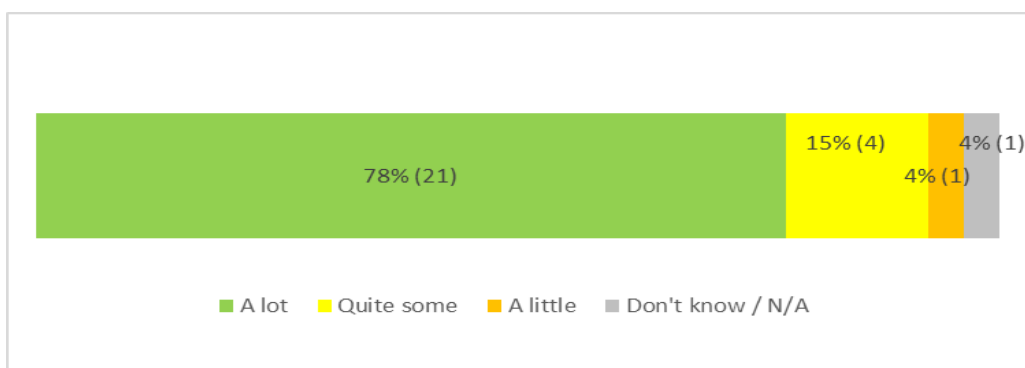
**2. To what extent has the MIDSAs Secretariat under IOM's leadership evolved and been adapted to the emerging needs and priorities, including the Global Compact for Migration?**

Overall, MIDSAs Secretariat has evolved and adapted well to various emerging global issues, as supported by most surveyed MS representatives and as indicated in Figure 2 below. Several new priorities have emerged since its creation, such as the GCM initiative, climate change, Covid-19, human rights and gender-responsive programming to name a few. The GCM adopted by the UN General Assembly in December 2018 is an important one, with IOM taking a substantial leading role in its development and implementation. Being at the forefront of ensuring that the GCM principles are integrated in IOM various activities, its integration within MIDSAs was seen as a priority since its adoption.

Climate change was another emerging priority that has been integrated in MIDSAs meetings more recently in 2018 and then again in 2022 and 2023, based on the recognition of the impact it has on migration. Interviewed MS representatives were very positive about the inclusion of climate change given its pertinence to their contexts, such as the island states (see Comoros case study) and countries with coastlines (see Mozambique case study). Whereas these various emerging topics have been relevant to and well integrated within MIDSAs, the challenges discussed above remain including for a proper follow-up of recommendations. This analysis will be further elaborated in the other evaluation criteria.

Only a minority of MS representatives and some IOM staff thought however that MIDSAs agenda may be more following IOM's and donors' priorities than MS priorities.

Figure 2: Extent of IOM's contribution/support to MIDSAs has evolved and adapted to emerging needs and priorities



**3. How did IOM coordination help mainstream key cross-cutting themes such as gender, rights-based approach and environmental sustainability into MIDSAs conferences and dialogue?**

As stated above, IOM ensured that cross-cutting and emerging issues were integrated into MIDSAs meetings, particularly on environmental sustainability, which mostly entailed discussions on climate change. However, some interviewed MS representatives thought that the climate change issues were only now becoming an IOM priority and were not well aligned to the new AU climate change priorities

for instance<sup>8</sup>. The IOM could then analyse ways to align its interventions to the continental strategy and how MS can contribute towards it by leveraging on MIDSA.

In the period under review, gender issues were not well integrated into MIDSA agenda; no specific meeting agenda items from 2017-2022 were dedicated to gender. Further, IOM's support to MIDSA was not framed from a gender perspective (such as representation at meetings), based on the available documentation.

### 3.2. Coherence

The IOM's support to MIDSA has ensured consistency with the principles of GCM, and in the period under review, GCM has been a constant feature of MIDSA deliberations. The MIDSA was also found to be well aligned to IOM's mandate and framework. However, the 2020-2024 Southern Africa Regional Strategy only features MIDSA in general terms. The main area of coordination of IOM's support was with MS in the organizing and convening of the MIDSA meetings, notably with the MS that was holding the chair of the MIDSA meeting for the given year. The IOM was also coordinating closely with the SADC Secretariat with the aim of increasing their involvement to ensure the sustainability of MIDSA. The MIDSA secretariat role was sometimes not easily distinguishable from other IOM areas of work.

#### **4. *What is the position of MIDSA, as a State-led process, vis-à-vis the Global Compact of Migration and other relevant regional frameworks?***

As discussed in Q.2 above and in line with MS expectations regarding GCM, IOM has strived to ensure that the principles of GCM are integrated into MIDSA agenda, through supporting and aligning MIDSA discussions with GCM. The recommendations from MIDSA are now also linked to GCM and since 2017, GCM has been a constant feature of MIDSA meetings. Integration of GCM into MIDSA was most recently discussed at the MIDSA 2023 meeting where recommendations on implementing GCM in the SADC region were deliberated, as discussed further in Q. 13 below. The MIDSA has also supported GCM review processes.

The UNNM (with IOM acting as Secretariat) was developed to provide UN system-wide support to MS and all relevant stakeholders in the implementation of GCM and according to interviewed MS representatives, further considerations should be given to the complementarity of MIDSA and UNNM as support-mechanisms for the implementation of GCM, both having IOM as Secretariat and Member, and MIDSA acting also within SADC.

The MIDSA has contributed effectively to the development of some regional frameworks (as discussed further in Q.11 below), notably the 2015 Regional Action Plan on Irregular Migration and Mixed Migration, 2020-2025 Labour Migration Action Plan and its predecessor (2016-2019), 2022-2030 Regional Migration Policy Framework, and is about to incorporate the SADC Regional Migration Policy Framework and Action Plan 2022 to 2030 in its agenda.

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<sup>8</sup> The AU in 2022 launched the *Africa Union Climate Change and Resilient Development Strategy and Action Plan (2022 - 2032)*. Source: [https://au.int/sites/default/files/documents/41959-doc-CC\\_Strategy\\_and\\_Action\\_Plan\\_2022-2032\\_08\\_02\\_23\\_Single\\_Print\\_Ready.pdf](https://au.int/sites/default/files/documents/41959-doc-CC_Strategy_and_Action_Plan_2022-2032_08_02_23_Single_Print_Ready.pdf)



**5. To what extent are IOM's contributions and engagements in the MIDSA compatible and aligned with IOM's mandate and strategic framework?**

As an ISCM, MIDSA falls within IOM's mandate and strategic framework. The ISCMs are mechanisms that foster inter-State cooperation and partnership on migration issues by bringing states together for informal, non-binding dialogue at the regional levels. This function of ISCMs is well captured in IOM's Mission<sup>9</sup> and its frameworks and strategies (such as IOM's 12-point strategy, the Strategic Vision 2019-2023, the new IOM Strategic Plan 2024-2028, the Strategic Results Framework (SRF), and the Southern Africa Regional Strategy 2020-2024). The objective for MIDSA, developed at its inception phase, is also aligned to IOM's Mission and it states: *"To contribute to the regional co-operation among Southern African governments in the field of migration activities and thereby enhance social and economic development within the region"*.<sup>10</sup>

Further, the four strategic areas outlined in the MIDSA inception document (information-sharing and research; technical cooperation; information activities; and, combating irregular migration and trafficking of migrants) are well aligned to IOM's SRF four objectives.<sup>11</sup> Notably, the fourth objective of the SRF on migration governance is relevant to MIDSA and is discussed in more detail under Q.9 below.

**6. To what extent are IOM's regional strategy and projects in the region supportive of the MIDSA recommendations and action plan(s)?**

The IOM's Southern Africa Regional Strategy (2020 – 2024) has ten focus areas and nine strategic priorities. Specifically, Focus Area 9<sup>12</sup> is about regional coordination, including Regional Economic Communities (REC), where MIDSA falls into. The remaining nine focus areas outline cross-cutting themes that are often present as MIDSA themes. For instance, Focus Area 4 is on labour migration, a theme that is regularly discussed in MIDSA meetings. However, MIDSA is only mentioned in general terms in the Regional Strategy as detailed under Q. 9 below, and to this end, the regional strategy's role in support of MIDSA recommendations and action plans are unclear. Several IOM regional projects and country-level projects have however provided considerable support in the follow-up of MIDSA recommendations and resulting action plans, either directly or indirectly, as further discussed later in the report.

**7. To what extent has IOM's support been coordinated with other stakeholders' support to the MIDSA?**

The main area of coordination of IOM's support was with MS in the organizing of the MIDSA meetings, notably with the MS that was holding the chair of MIDSA. The chairing of MIDSA was mirrored on the

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<sup>9</sup> [www.iom.int/mission](http://www.iom.int/mission)

<sup>10</sup> IOM (n.d.) *Migration Dialogue for Southern Africa*. (Original MIDSA Project Document)

<sup>11</sup> IOM's Strategic Results Framework's objectives: Objective 1 - Humanitarian assistance and protection save lives and respond to needs; Objective 2 - Individuals and communities are empowered and resilient; Objective 3 - Migrants and societies benefit from safe, orderly and regular human mobility; and Objective 4 - Migration governance is supported by a Whole-of-Government and Whole-of-Society approach. See: [www.srf.iom.int/objectives](http://www.srf.iom.int/objectives)

<sup>12</sup> Focus Area #9: Facilitate intraregional and interregional cooperation and coordination in migration governance among Member States and RECs (in line with SDGs 10, 16 and 17).

rotational chairing along SADC structures. However, the level of involvement of the MS in coordinating with IOM was often dependent upon the level of interest and resources available (according to both interviewed MS representatives and IOM staff). The IOM Secretariat would then work with the hosting MS on various logistics issues, such as setting the date for hosting the meeting, provision of government protocol and security services, and sending out official invitations to participating countries. Issues of coordination are further discussed below under Q. 17. IOM was also coordinating closely with the SADC Secretariat with the aim of increasing their involvement to ensure the sustainability of MIDSA (see Q. 24).

From 2017-2022, there was limited involvement and coordination with other actors engaged in MIDSA, such as other UN agencies with an observer status to MIDSA. Some MIDSA observer organizations (like UNHCR and Save the Children) have provided some funding to MIDSA as discussed below under Q.13 and participated in meetings as observers and/or speakers. Involvement/participation of Local National Non-Governmental Organization (LNNGOs) or CSOs in MIDSA can only be by MS invitation as permanent or ad hoc observers.

**8. *Has IOM's secretariat role been clearly distinguishable by internal and external stakeholders from other IOM areas of work, including its role as the UN Migration Network Secretariat?***

As discussed under *Relevance* above, IOM's MIDSA secretariat role is not extensively documented and sometimes not clearly distinguishable externally from other IOM areas of work coupled with the overlap in IOM's other roles. Confusion can also exist related to the IOM staff in charge of the tasks of the Secretariat as no dedicated personnel is appointed, this role being assigned to the RPLO<sup>13</sup>, who has other duties in addition to MIDSA (see also Q.16).

The UNNM is a network of UN Agencies created with the aim to provide coordinated and system-wide support to States and other relevant stakeholders worldwide in the implementation, follow-up and review of the GCM<sup>14</sup>. The IOM also has a secretariat role inside UNNM with well-defined tasks, which is quite different from the one of MIDSA that remains a State-led regional 'body'.

Some confusion may however exist in particular when IOM also promotes regional cooperation within UNNM by supporting the creation of UNNM regional and country networks. As already underlined previously, closer attention should be paid to avoid any conflation of roles and to promote collaboration between MIDSA and UNNM entities to ensure that MIDSA and UNNM's actions and recommendations do not duplicate and are aligned to the respective mandates as well as to the needs and expectations of MS and the UN System.

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<sup>13</sup> The formal role is mandated to the Regional Director but the tasks are delegated to the RPLO.

<sup>14</sup> United Nations Network on Migration (2022) UNNM Workplan 2022 – 2024

### 3.3. Effectiveness

The success indicators and expected results of the MIDSAs meetings and their preparatory work were present in IOM global and regional strategies, but only articulated in general terms and at the output level. Although no formal document was identified outlining the role for IOM in the follow-up of MIDSAs recommendations as secretariat and technical adviser, a detailed recommendations action plan was developed for the first time by RO Pretoria following the 2021 MIDSAs meeting. This was only used in 2021 but IOM has been effective in supporting the implementation of the frameworks and action plans that resulted from the MIDSAs recommendations. The IOM was perceived by MS representatives as being successful in bringing attention to the emerging migration governance issues in the region, and IOM's support has contributed to MS understanding and response to these issues. The IOM also supported SADC in a consultative process to carry out a sub-regional review of progress towards GCM implementation.

**9. Are the success indicators and expected results of the MIDSAs meetings and related preparatory work clearly articulated to provide IOM with tools to guide its support both as the UN Migration Agency and Secretariat?**

The success indicators and expected results of the MIDSAs meetings and related preparatory work were only articulated in general terms and at the output level. At the global level, MIDSAs as an ISCM was falling under the Migration Governance Objective on whole of Government and whole of society approach to migration governance of the 2022 Strategic Results Framework (SRF)<sup>15</sup>:

**Table 3: References to ISCM/RCP within 2022 SRF**

Level	#	Text
Objective	4	Migration governance is supported by a Whole-of-Government and Whole-of-Society approach
Long-term outcome	4b	Governments enact migration policies and legal frameworks that support good migration governance in line with international standards
Output	4b.1.2	Regional and international policy coordination mechanisms, including Inter-State Coordination Mechanisms (ISCMs) foster coherence, promote adherence to international conventions and protocols, and encourage more effective migration governance.
Indicators	–	# of regional and international policy coordination mechanisms put in place with IOM involvement or support (disaggregated by type of initiative);  % of ISCMs that foster coherence, promote adherence to international conventions and protocols, and encourage more effective migration governance

<sup>15</sup> [www.srf.iom.int](http://www.srf.iom.int). A new SRF was adopted in 2024.

As of late 2023, no data was available and/or compiled on the progress towards the SRF indicators and the IOM's 2022 Annual Report<sup>16</sup> does not include information on the progress on ISCMs. The 2019 evaluation of IOM's engagement and contribution to ISCMs found that success indicators and expected results for ISCMs were unclear compounded by a weakness in their monitoring and evaluation, "making it difficult to track [IOM's] engagements and contributions to these [ISCM] processes"<sup>17</sup>.

As part of the IOM institutional questionnaire to be completed by ROs, RO Pretoria responded to two questions on ISCMs, although this information was not included in the 2022 Annual Report of the Organisation<sup>18</sup>. At the regional level, MIDSA was mentioned in IOM's Regional Strategy for Southern Africa (2019-2023) under strategic objective 9, "Ensure stronger intra and interregional cooperation and coordination on migration governance among Member States and Regional Economic Communities", with the following reference: "IOM will continue to work closely with the MIDSA... An essential aspect of this objective will be building on the milestones at the regional and global levels – including the development of a Global Compact for Migration – with the aim of implementing recommendations from these frameworks and ensuring that governments contribute to and recognize the added value of regional migration governance".<sup>19</sup>

No indicators or targets linked to MIDSA were found within the IOM Regional Strategy. At the operational level, RO Pretoria had a workplan<sup>20</sup> that set out the tasks to be carried out to organise MIDSA meetings but the expected results on MIDSA were rather included in various IOM project proposals and reports supporting the process and in MIDSA meetings' reports. For instance the 2022 meeting report states: "It is envisaged that the MIDSA 2022 technical meeting will discuss migration management challenges and develop strategies to accelerate the enhancement of migration management to move the SADC region towards the second IMRF [International Migration Review Forum] in 2026".<sup>21</sup>

The IOM staff interviewed confirmed that there were no documented and updated success indicators and expected results that the RO Pretoria could use to guide its support and monitor its progress from year to year.

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<sup>16</sup> IOM (2023), *IOM Annual Report for 2022*.

<sup>17</sup> IOM (2019), An evaluation of IOM's engagement in and contribution to ISCMs, p. 35.

<sup>18</sup> Responses from RO Pretoria to the IOM Institutional Questionnaire, *question 13: What have been the outcomes of IOM partnering with Inter-State Consultation Mechanisms on Migration (ISCMs) in your region?* Response of RO Pretoria: 1. IOM RO led the Sub-regional consultative process for SADC states to assess the progress in GCM implementation. A declaration statement was endorsed which was submitted to the Global UNNM as well as IMRF Africa group representative. 2. Engagement with Indian Ocean Commission resulted in request for capacity building of states and territories in Migration policy development. 3. Outcome statement from MIDSA 2022 and outcome statement for IMRF SADC Review.

Responses from RO Pretoria to *question 14: Please identify the main results from IOM's engagement with Inter-State Consultation Mechanisms on Migration (ISCMs) in your region during the reporting period.* Response of RO Pretoria: 1. MIDSA technical meeting was held in Malawi which resulted in an outcome statement and recommendations for SADC member states. 2. IMRF Sub-Regional review was hosted in Malawi and a SADC GCM report and recommendations were agreed and produced for IMRF submission. Source: IQ RO Pretoria Regional Data (2022, Internal document).

<sup>19</sup> IOM (2019), *IOM's Regional Strategy for Southern Africa (2019-2023)*, p. 30.

<sup>20</sup> For example, MIDSA 2017 Workplan.

<sup>21</sup> *Migration Dialogue for Southern Africa*, (MIDSA) 2022, p.2

**10. What is IOM's role (if any) in the follow-up of the MIDSAs recommendations? If yes, is it successful?**

Although IOM had no formal documented role for the follow-up of MIDSAs recommendations as secretariat and technical adviser, some tools/approaches for follow-up were identified, which were partially successful. A detailed recommendations action plan was developed by RO Pretoria following the 2021 MIDSAs meeting, listing the recommendations of the 2021 MIDSAs meeting, key products, action, progress report and a timeline<sup>22</sup>, but this practice was not continued under the same format in the following years. Prior to this, in a document referring to the implementation of MIDSAs recommendations<sup>23</sup>, IOM together with UNHCR, UNODC, Save the Children and UNICEF prioritized sections of the Action Plan emerging from the MIDSAs meeting of 2015. It is unclear if it was actioned after its development as there was no documented follow-up of the effective implementation of the recommendations from year to year. The COs also reported having had meetings with their MS counterparts following the MIDSAs meetings to discuss the recommendations, although it was not systematically done by all COs. Overall, MS were positive in the support provided to them by IOM for the implementation of MIDSAs recommendations and outcomes: 62 per cent of surveyed MS representatives rated the support as high as seen in Figure 3 below. Further as noted in Figure 4 under Efficiency section, 50 per cent of MS representatives rated IOM's support for follow-up of recommendations and action points from 'good' to 'excellent' and 46 per cent 'average'. MS representatives interviewed also provided examples on how IOM was supporting them in follow-up, for example by organising stakeholders' meetings.

As mentioned above, according to both MS and IOM staff interviewed, this follow-up by IOM varied from country to country, mainly depending on joint programme priorities with governments and funding. This 'case-by-case' follow-up on the recommendations was also influenced by the absence of a mandatory approach for MS to report on the progress in implementing the MIDSAs recommendations, given its technical advisory status. The 2021 MIDSAs meeting did make a recommendation on this issue stating "*Member States to strengthen their own mechanisms, including developing the National Implementation Plans*"<sup>24</sup>, also considering that an increased follow-up of implementation of MIDSAs recommendations and action points by SADC Member States may be a critical factor for guaranteeing the sustainability of MIDSAs as highlighted by some MS and in the case studies. Some MS representatives confirmed that where MIDSAs resulted in a SADC endorsed framework (as described in Q.11 below), this implied a compulsory reporting requirement for MS (see Comoros case study).

There were positive examples during the past 20 years of MIDSAs where there had been a concerted effort by MS with the support of IOM to follow-up on the MIDSAs recommendations. An example was the 2015 SADC Regional Action Plan on Irregular Migration and Mixed Migration whose progress of implementation was reported on at the 2016 and 2017 MIDSAs meetings. Nevertheless, MS representatives interviewed suggested that IOM could play a stronger role as explained for instance by one of them:

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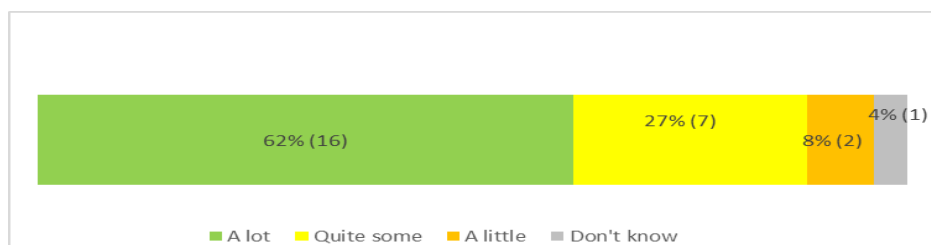
<sup>22</sup> IOM (2022), *2021 MIDSAs Recommendations Action Plan* (internal document).

<sup>23</sup> Implementation of the Migration Dialogue for Southern Africa (MIDSAs) Recommendations to address Mixed and Irregular Migration in the SADC Region

<sup>24</sup> Recommendation 23, *MIDSAs meeting report 2021*.

*“I think IOM should have better follow up for the participants to discuss how they experience MIDSA and also have periodical follow up of MIDSA recommendations within the country. If there’s strong follow up within the country, then the countries will send their updates in advance, highlighting their achievements and challenges and their suggested way forward.”*

**Figure 3: extent that IOM has supported Member States in the implementation of recommendations/outcomes from MIDSA meetings**



**11. To what extent has IOM been effective in supporting the implementation of the MIDSA recommendations and SADC action plans in national, bilateral or regional legal frameworks, agreements, action plans or programmes, and to draw to MIDSA's attention the emerging migration governance issues in the region?**

The IOM has been effective in supporting the implementation of the most significant of the SADC frameworks and action plans that resulted from and/or were supported by the MIDSA recommendations. For the five MIDSA senior official meetings (SOM) from 2017 to 2022, there was an average of 30 recommendations per meeting, totalling some 150 recommendations,<sup>25</sup> but given the limited tracking discussed previously, no precise and detailed information is available on their implementation.

The IOM’s support was crucial for frameworks and action plans supported/created by MIDSA, endorsed by SADC and implemented by SADC MS (to varying degrees). The following areas were highlighted in the survey, interviews, case studies and documentation as the most significant of the past years and where IOM had provided substantial support:

- 2015-2018 SADC Regional Action Plan on Irregular Migration and Mixed Migration
- 2016-2019 SADC Labour Migration Action Plan
- 2020-2025 SADC Labour Migration Action Plan
- 2021 Maputo Diaspora declaration
- 2022-2030 SADC Regional Migration Policy Framework (adopted by the SADC Ministerial Committee of the Organ in July 2022)

The type of support provided included technical assistance, convening, policy development and advice, and capacity-building. In addition, IOM COs have provided extensive national-level support to the implementation of these frameworks and action plans, including for the development of national

<sup>25</sup> Number of recommendations per MIDSA meeting; 28-2017; 25-2019; 22-2021; 49-2022 (There were no recommendations in the 2018 meeting report).

migration policies. The MS representatives were generally positive about IOM support but thought greater buy-in was needed from SADC and their MS.

The IOM was perceived by MS representatives as being particularly successful in bringing attention to the emerging migration governance issues in the region. The most cited example is on climate change and human mobility, a topic of the 2022 and 2023 MIDSA meetings. Several MS representatives underlined the importance of treating emerging issues not only under one MIDSA meeting, but to review them in consecutive meetings. The issues of development and migration and youth and migration health were also used as examples to show that not only continuity is important but that there is a need to build upon or follow up on previous discussions (see also Q. 22).

**12. To what extent the MIDSA, and the support provided by IOM, have contributed to increasing Member State understanding and response on the topics addressed during the meetings and is it properly assessed and recorded by the Secretariat?**

The support provided by IOM has contributed to MS understanding and response to the topics addressed by the MIDSA meetings. As seen in the case studies (Annex 1), MS representatives confirmed the strong contribution of IOM. The topics presented at the meetings were supported by IOM background documents and technical guidance, in addition to briefings from the IOM COs. They also considered that the documentation and consequent discussions supported their understanding of the issues, such as on “Human mobility in the context of Climate Change” of the 2023 meeting.

IOM also provided regional and country-level support for MS responses to the topics. For example, the 2021 MIDSA Recommendations Action Plan listed some 20 initiatives from IOM in support of the implementation of the MIDSA recommendations, such as ongoing support of the African Regional Migration Programme (ARMP) for cross-border exchanges of MS, training courses offered by the IOM's African Capacity Building Center (ACBC) or project funding, for instance USD 200,000 for improving and strengthening health capacities at borders in the Southern African region<sup>26</sup>. The IOM also supported MS and SADC in a consultative process to carry out a sub-regional review of progress towards GCM implementation, and in support of the development of the 2022-2030 Regional Migration Policy Framework, the IOM Development Fund had allocated USD 250,000 for a project to support its development.<sup>27</sup>

The Maputo Diaspora Declaration, adopted by MIDSA in 2021, is another example of IOM's support to MS. In addition to diaspora projects implemented at the country-level by IOM COs (e.g. Mozambique, see case study), the IOM MIRAC allocated USD 400,000 for implementing a regional diaspora programme aimed at operationalizing the Declaration.

Unfortunately, IOM's support to MIDSA has not been systematically assessed and/or documented by the Secretariat, except for the above-mentioned 2021 Recommendations Plan listing the support

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<sup>26</sup> Project funding from IOM Migration Resource Allocation Committee (MIRAC); source: IOM (2022), *2021 MIDSA Recommendations Action Plan* (internal document).

<sup>27</sup> See: [www.iom.int/project/enhancing-regional-cooperation-improved-migration-governance-sadc-region-development-regional-migration-policy-framework](http://www.iom.int/project/enhancing-regional-cooperation-improved-migration-governance-sadc-region-development-regional-migration-policy-framework)

provided. This would also include CO projects providing support directly or indirectly to implementing MIDSAs recommendations (see the case studies).

**13. To what extent is IOM supporting the MIDSAs added value to the GCM consultations and continental platforms convened under the African Union?**

The IOM supported SADC to carry out a sub-regional review of progress towards GCM implementation in SADC MS, in preparation for the International Migration Review Forum (IMRF) in May 2022<sup>28</sup>. This review contributed then to the continent-level process, supporting a common position for Africa at the IMRF according to IOM staff and MS representatives. The MIDSAs was supportive of the consultative process and consequently, the 2023 MIDSAs meeting referred to the IMRF making further recommendations on GCM implementation in coordination with the SADC Regional Migration Policy Framework and Action Plan.<sup>29</sup> The IOM was seen by MS representatives as providing key support and advice in making the necessary links and connections between these processes.

At the continental level, the main relevant platform was the Pan-African Forum on Migration (PAFOM), another ISCM, which brings together the MS of the African Union (AU) and all AU RECs and ISCMs in Africa (including MIDSAs) as observers. The IOM support to PAFOM and MIDSAs aimed to have the two processes aligned to each other and both IOM staff and MS representatives confirmed that issues raised at MIDSAs were being considered by PAFOM when relevant, such as the experience of Southern Africa in human trafficking.

However, it was also indicated that further efforts were needed on an improved collaboration between PAFOM and MIDSAs (as well as other African RCPs, see examples in the case studies), for instance to better coordinate the timing of the meetings with PAFOM coming before MIDSAs and other RCPs. Such considerations may go beyond IOM's mandated support, being mainly the responsibility of the AU, SADC and other African REC MS.

### 3.4. Efficiency

MIDSAs financial viability has mainly relied on IOM securing funds from existing regional programmes and projects rather than having a standing budget. Only the Government of South Africa was currently funding their own participation in MIDSAs. It was suggested that MIDSAs should rely less on IOM funding and move towards being financially self-supporting, as seen with other ISCM. Even if the feedback of MIDSAs participants was generally positive on IOM's support for the planning, coordination, organization, timing and quality of the MIDSAs conferences, IOM's administrative and technical support was also partially efficient in supporting MIDSAs, given that it relied largely on one IOM staff member only, the RPLO. The IOM was efficient in its role as an observer and provider of technical advice to promote well-managed migration policies and convergent approach among SADC MS but this role was also affected sometimes by IOM's limited financial resources and aspects that were outside of its control.

<sup>28</sup> SADC (2022) *Regional Review Meeting on Progress of Implementation of the GCM in Southern Africa, 28-29th April 2022, Lilongwe, Malawi, Key Outcomes and Recommendations*.

<sup>29</sup> See: IOM (2023), 2023 MIDSAs technical and ministerial meeting, "Promoting Regional integration through making migration safe, orderly and regular in the Southern African Region", Kinshasa, Democratic Republic of Congo, 3rd - 6th October 2023.



**14. How is IOM administrative and operational support to MIDSAs organized, and what are the fundraising mechanisms in place for its financial viability, including through contributions made by funds secured by MIDSAs Member States?**

The IOM administrative and operational support to MIDSAs was organized through the RO Pretoria. The MIDSAs Secretariat was managed by the RPLO with the support of the other services of the RO through the Regional Thematic Specialists (RTS) and administration, resource mobilization and finance staff. The COs also provided support, notably when hosting the MIDSAs meetings and for follow-up of MIDSAs recommendations, though this varied from one CO to another as already mentioned.

For the past five years, the fundraising mechanism in place for MIDSAs's financial viability has mainly relied on IOM securing funds from existing regional and country programmes and projects (such as ARMP), IOM's MIRAC funding and IOM's operational support income rather than having a standing and predictable budget. Limited funding has also been provided by other MIDSAs Observers, such as UNHCR<sup>30</sup> and Save the Children. For 2022 and 2023, only one MS (South Africa) has been allocating funding for its participation in MIDSAs. In the past, several MS have been funding their own participation, but this practice has been discontinued since 2021.

Both IOM staff and MS representatives commented that the financial viability of MIDSAs needs further reinforcing by securing greater financial contributions from MS. Several interviewees highlighted other ISCMs in Africa that were moving towards being financially self-supporting and relying less on IOM, such as the Intergovernmental Authority on Development Regional Consultative Process on Migration (IGAD-RCP also known as MID-IGAD) in East Africa. The IGAD's financial model was cited as a best practice, introducing a self-funding model for MS.<sup>31</sup>

**15. To what extent has IOM been effective in coordinating internally (HQ, ROs and COs) and externally with IOM Member States and other ISCMs to provide expertise and support to MIDSAs?**

As the secretariat of MIDSAs, RO Pretoria was seen as effective in coordinating internally with the HQ, COs and other ROs. Coordination with COs was mainly carried out for the preparation of the MIDSAs meetings; MS representatives reported that they were supported by their respective COs in logistic matters and briefed by them on the topics of the MIDSAs meetings. As described previously, there had been some follow-up with COs on the monitoring of MIDSAs recommendations, although not systematically, and IOM's support of the recommendations' implementation was coordinated internally. The RO Pretoria also coordinated with IOM Headquarters and other ROs exchange of information and best practices. As noted in the case studies, many SADC MS were also members of other RCPs but MS representatives suggested that coordination between the RCPs could be improved to avoid overlap and duplication.

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<sup>30</sup> For example, for MIDSAs 2017 meeting, UNHCR contributed USD \$23,540 in funding. Source: IOM (2017), *Final Report to the United Nations High Commissioner for Refugees; (UNHCR), MIDSAs 2017*.

<sup>31</sup> IGAD receives 60 – 85% of its funding from MS (general fund) plus resources from other donors (special fund), mainly foreign governments and UN entities.

As seen in Figure 4 below, surveyed MS representatives rated coordination and organization of the MIDSAs lower than other elements of IOM's support. Based on their feedback, this lower rating was due to the need for reinforced support from IOM in coordinating, planning and preparing the meetings (see also Q.17 below).

**16. Has IOM's administrative, technical and financial support been efficient for supporting MIDSAs-related fundraising, procurement, staffing and reporting?**

The IOM's administrative, technical and financial support has only been partially efficient in supporting MIDSAs-related fundraising, procurement, staffing and reporting. The secretariat of MIDSAs was in many ways "A-one-person-show" as an IOM staff phrased it, with the bulk of work being carried out by the RPLO of RO Pretoria, supported by an assistant and other RO and CO staff as described above. The RPLO was not working full-time on MIDSAs and was also supporting other regional processes<sup>32</sup> such as the GCM consultative process. The limited staffing for MIDSAs has had an impact on its efficiency; this was cited by IOM staff as one of the reasons for the limited follow-up of MIDSAs' recommendations and support to MS in preparing for the meetings.

**17. What is the MIDSAs participants' feedback on the planning, coordination, organization, timing and quality of MIDSAs conferences?**

The feedback of MIDSAs participants was generally positive on IOM's support for the planning, coordination, organization, timing and quality of the MIDSAs conferences. As seen in Figure 4 below, the financial and budgetary support and the preparatory work for the conferences were rated 'good' to 'excellent' by more than half of the surveyed MS representatives, with approximately 40 percent rated as 'average and only 4 per cent as poor for budget support. The coordination and organization of the conferences was rated lower with 34 percent of 'good' to 'excellent' and the planning and timing with 46 per cent.

Based on the feedback of the MS representatives surveyed and interviewed, the following issues were also raised:

- **Advanced planning for the MIDSAs meetings:** MS representatives mentioned that they would appreciate having advanced notice of the MIDSAs meetings to ensure efficient planning on their part (the 2023 meeting was cited as having a short notification time). Both MS representatives and IOM staff also underlined the importance of the active participation of the Chair of MIDSAs for establishing the agenda and for coordinating the meeting with other MS as this should not be left only to the MIDSAs Secretariat and IOM COs. In that regard, the evaluation noted that active participation of the Chair varies considerably from meeting to meeting as the hosting MS changed annually.
- **Support for MS in preparatory work:** Some MS representatives suggested however that the hosting MS needs more support from IOM to prepare for the MIDSAs meetings and fulfil its role of Chair.

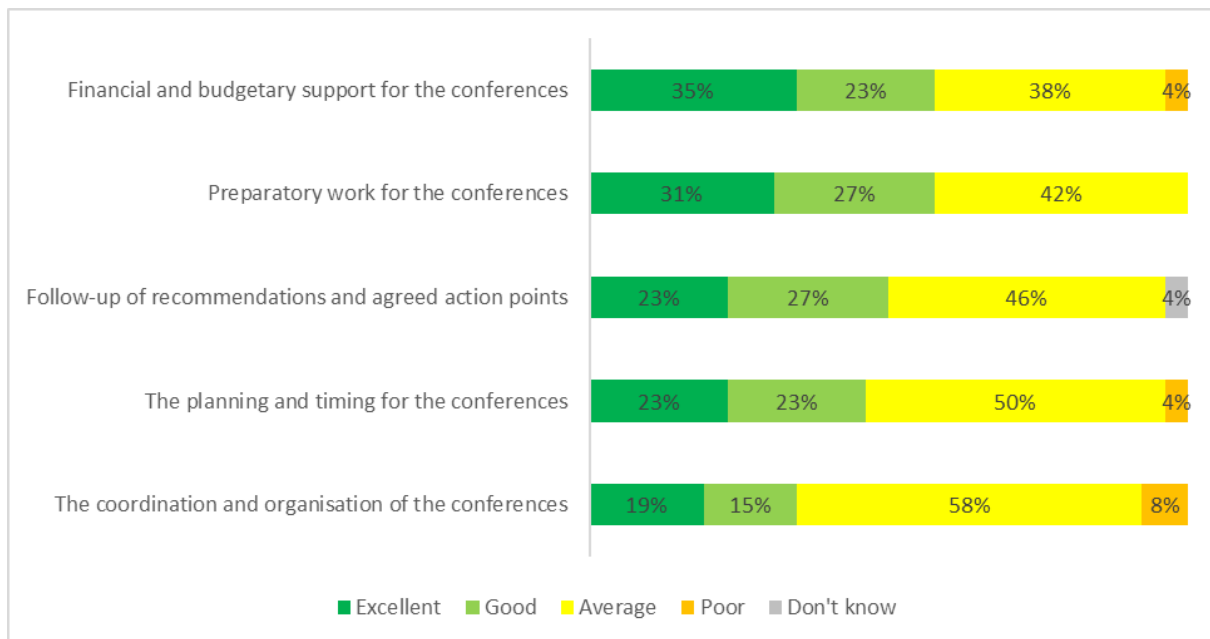
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<sup>32</sup> Other tasks included acting as the focal point for the UN network on migration in the region, supporting the engagement of the regional office with regional bodies like the COMESA; SADC, IOC, PAP, NEPAD, African Peer Review Mechanism (APRM).

- **Collaborative process for the MIDSAs meeting agenda:** Aside from designing the agenda with the hosting MS, there was no known process in place to consult with the other MS on the agenda for the meetings. Some MS representatives commented on the lack of involvement in selecting the topics of the meetings, sometimes feeling that issues of importance to them were not being considered.

Other issues were raised by MS representatives but are beyond IOM’s direct support, such as the limited participation of SADC in the preparation of the themes of the MIDSAs meetings and consequent follow-up, the lack of MIDSAs focal points within MS to ensure internal coordination, and the limited follow-up on the MIDSAs recommendations by MS as already discussed.

Figure 4: Rating of IOM’s support to MIDSAs



**18. How efficiently was IOM able to use its role in MIDSAs as an observer and provider of technical advice to promote well-managed migration policies in the SADC member States and convergent approaches to migration at the regional SADC level?**

The IOM was efficient and sometimes influential in its role as observer and provider of technical advice to promote well-managed migration policies and convergent approach among SADC MS, notably in the following aspects:

- *Supporting the integration of MIDSAs recommendations into SADC action plans and frameworks:* although this was ultimately the responsibility of SADC and its MS, IOM’s support was an important contribution in this transformation.
- *Linking of the MIDSAs process and recommendations to the GCM review process,* as described previously.
- *Raising visibility to emerging migration governance issues amongst SADC MS,* as discussed under Q. 11 above.

Elements, already covered by the evaluation, affecting IOM’s contribution and efficiency can be summarized as follow: limited financial resources, informal and non-binding setting of MIDSAs, limited

(but growing) role of SADC in the MIDSAs process, and the challenges to match the MIDSAs agenda to the priorities of all MS given the diversity of SADC MS that are a combination of “sending”, “transit” and/or “receiving” countries for migrants.

**19. To what extent has the work of the MIDSAs been supported by a strategic framework and working plan which could guide the work and contribution of IOM?**

As discussed above under the sections of Relevance and Effectiveness, there was no specific strategic framework that could guide the organisation of MIDSAs meetings and related work. The IOM’s triple role in supporting MIDSAs was not found to be documented in detail, leading sometimes to confusion on its multiple roles.

At the operational level, RO Pretoria had a workplan that set out the tasks to be carried out to organise the MIDSAs meeting and prepare the invitations. However, this workplan focused on meeting logistics and did not describe the totality of IOM’s multiple roles and associated tasks.

### 3.5. Impact

The IOM’s support to MIDSAs has contributed to positive changes in migration governance and policies in Southern Africa, with the greatest impact seen in migration governance, labour migration, combating human trafficking and smuggling. The IOM as an observer and technical advisor has been influential on the changes/results seen, while recognising the contributions of other IOM programmes, UN agencies, INGOs, LINGOs, CSOs and MS themselves.

**20. What are the noticeable changes/effects (positive/negative and intended/unintended) produced by IOM’s support to the MIDSAs?**

The IOM’s support to MIDSAs has contributed to positive changes in migration governance and policies in Southern Africa. As described under *Effectiveness*, IOM supported the implementation of the frameworks and action plans that resulted from and/or were supported by the MIDSAs recommendations. These frameworks and action plans have contributed to the adoption of new and/or revised national frameworks, policies, action plans and agreements of the SADC MS, as confirmed by the MS representatives and IOM staff.

A majority of surveyed MS representatives indicated six main areas where they believed IOM’s contribution and support to MIDSAs had made the greatest impact in the past five years (see Figure 5 below), which was confirmed in the interviews with IOM staff and MS representatives, the case studies and the 2019 ISCM evaluation<sup>33</sup>. These areas largely corresponded to the SADC frameworks and action plans and in all of them other IOM programmes, UN agencies, INGOs, LINGOs, CSOs and MS contributed to these achievements.

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<sup>33</sup> The 2019 evaluation refers to the progress made by MIDSAs in the regional policy framework and the regional action plan on irregular migration and mixed migration, in addition to developing a regional approach to migration. Source: IOM (2019), *An evaluation of IOM’s engagement in and contribution to ISCMs*, p.29-30.

**Migration governance:** 74 per cent of surveyed MS representatives selected migration governance as an area where IOM had made the greatest impact in the past five years. This was reflected in the support provided by IOM in the development of the 2022-2030 SADC Regional Migration Policy Framework and progress on developing national migration frameworks, policies or action plans, as reported in Botswana, Comoros, Eswatini, Madagascar, Malawi, Mozambique, Namibia, Zambia, Zimbabwe and South Africa. Aside from the policy aspect, MS representatives and IOM staff also highlighted other aspects where MIDSA and IOM's support had contributed to migration governance at the national level, for instance with migration data/profiles (reported in Eswatini, Namibia, South Africa, Zambia and Zimbabwe) and greater inter-ministerial coordination (reported in Comoros and Zimbabwe).

**Labour migration:** 74 per cent of MS selected labour migration as another area where IOM had made great impact in the past five years. This was reflected in the focus of MIDSA and IOM's support on labour migration and the development of the 2020-2025 SADC Labour Migration Action Plan and its predecessor (2016-2019). Several MS reported revising or developing their approaches to labour migration through policies, action plans and bilateral agreements with IOM support, as is the case in Botswana, Eswatini, Lesotho, Namibia, Madagascar, Malawi, Mozambique, South Africa and Zimbabwe.

**Combating human trafficking and smuggling:** 70 per cent of MS selected combating human trafficking and smuggling as a third area where IOM has had a good impact in the past five years. This is also reflected in the long-standing focus of MIDSA on this topic (first addressed in the 2002 MIDSA meeting), which was also supported by the creation of the 2015 SADC Regional Action Plan on Irregular Migration and Mixed Migration (RAP) and by IOM projects and programmes in Southern Africa. This topic has been less present in MIDSA meetings since 2019 and the establishment of the RAP. The 2017 MIDSA meeting reported on the implementation of RAP as follow:

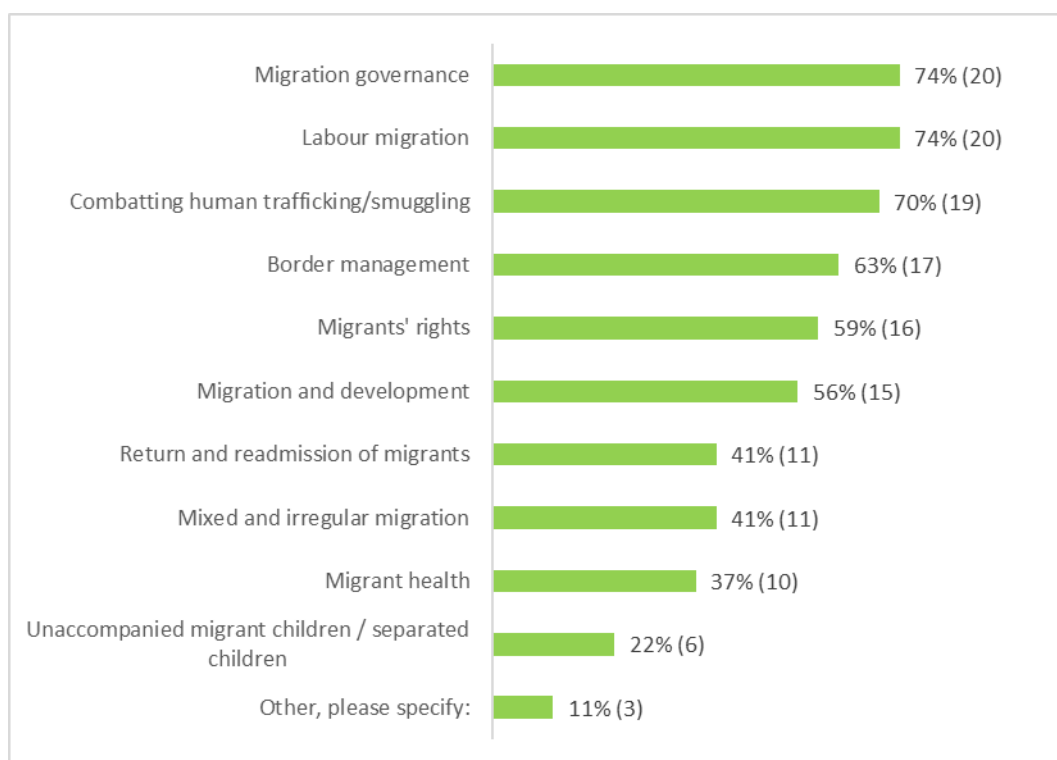
*"Member States have actively been implementing the provisions of the RAP and significant progress has been made, particularly in relation to policy and legislative review and amendments, capacity-building and awareness-raising. Several Member States have, or are in the process of reviewing their immigration-related policies and legislation, including in some cases, policies and legislation pertaining to labour migration, citizenship, refugees, the protection of children, trafficking and smuggling"<sup>34</sup>*

The other three areas listed by more than half of surveyed MS representatives as having had a positive impact are: *Border management* (63%), *Migrants' rights* (59%) and *Migration and development* (56%). Linked to migration and development was the progress made on *diaspora engagement*, notably with the 2021 Maputo Diaspora Declaration, with regional and national IOM projects in support of diaspora engagement, for instance in Eswatini, Lesotho, Malawi, Mozambique, Namibia, Mauritius, South Africa, Zambia and Zimbabwe.

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<sup>34</sup> MIDSA, *Senior Officials Meeting and Ministerial Conference on Addressing Mixed and Irregular Migration in the SADC Region: Linking Protection, Immigration, Border Management and Labour Migration*, Eswatini, 2 – 4 September 2017, p. 2.

Figure 5: Areas where IOM's contribution/support to MIDSA has made the greatest impact in the past 5 years



**21. How influential has IOM been as observer and technical adviser in the production of results/changes that align with the recommendations and action plans from MIDSA?**

The IOM as an observer and technical adviser has been influential on the production of the results/changes that align with the recommendations and action plans from MIDSA, while recognising the contributions of other IOM programmes, UN agencies, INGOs, LNNGOs, CSOs and MS as discussed previously under different sections.

In addition to IOM's interventions supporting directly the implementation of the SADC frameworks and action plans, other IOM interventions also contributed to the implementation of MIDSA recommendations, such as through projects supported by IOM Development Fund at regional and national levels with a focus on migration governance, and through the ARMP's activities with migration management as one of its key components<sup>35</sup>. Further, all the 16 SADC MS have benefited from IOM's Migration Governance Indicators (MGI) profiles that were acknowledged by MS representatives and IOM staff as identifying the strengths and gaps of migration governance at the national level (and in some countries at the local/city level) and encouraging consequent reforms<sup>36</sup>. Another initiative mentioned as having contributed to migration governance in Southern Africa is the 2020-2023 Southern Africa Migration Management Program funded by the European Commission.<sup>37</sup>

In addition to MS and IOM's efforts, other observers and actors contributed to the progress in migration governance in Southern Africa, for instance the International Labour Organization (ILO) on

<sup>35</sup> See: <https://rodakar.iom.int/africa-regional-migration-program-armp>

<sup>36</sup> See: [www.migrationdataportal.org/overviews/mgi](http://www.migrationdataportal.org/overviews/mgi)

<sup>37</sup> See: <https://migrationnetwork.un.org/projects/southern-africa-migration-management-samm-project>

labour migration<sup>38</sup>. The World Health Organization (WHO), Save the Children and UNAIDS also contributed in the fields of migration health and protection of migrant children.

### 3.6. Sustainability

Sustainability enablers for guaranteeing MIDSA's long-term survival included funding, MS and IOM's proactivity in the follow-up on recommendations, alignment of outcomes to instruments such as GCM, binding outcomes, as well as anchoring further the process to SADC. On continuity and flow of thematic areas, GCM, featured throughout the five years under review. Migration data and labour migration featured 80 per cent of the time while border management and diaspora engagement had a 60 per cent frequency rate. In terms of stakeholder perceptions, MS overwhelmingly believe that MIDSA is for their benefit and the responsibility for its longevity lies with SADC. They also believe that IOM has a technical role in supporting this dialogue in the long term.

#### **22. What are the main factors that determine the sustainability of the MIDSA and its benefits?**

There are several factors that determine the sustainability of MIDSA and its benefits, ranked in order of importance according to interviews with IOM staff and interviews and survey with MS representatives (see Figure 6 below):

*Increased follow-up on the implementation of MIDSA recommendations and action points by MS:* This was rated as the top key factor for sustainability by surveyed MS representatives and confirmed in the interviews. As described previously, there was no systematic and organised follow-up of the MIDSA recommendations, but MS representatives suggested further action was needed on their side, as also reiterated in all four case studies. It was recognised that there had been some success in transforming MIDSA recommendations into actionable SADC frameworks and action plans.

*Full alignment to the GCM objectives:* This is the second top key factor for sustainability. As described under Q.13, MIDSA has already made progress on alignment of its work with the attainment of the GCM objectives, such as linking each MIDSA recommendation to the GCM objectives.

*Binding resolutions and outcomes by MS:* This is also the second top key factor listed for sustainability. Although MIDSA, like other ISCMs is informal and non-binding, with certain advantages<sup>39</sup>, MS representatives suggested that MIDSA recommendations to the SADC Secretariat should lead to more binding resolutions and outcomes. In this respect, the transformation of MIDSA recommendations into actionable SADC frameworks and action plans was seen as good progress in this direction.

*Improved information management and sharing:* This is the third key factor identified. Both IOM staff and MS representatives suggested that further efforts were needed on information sharing for MIDSA,

<sup>38</sup> See, for example: <https://ethiopia.iom.int/joint-labour-migration-programme>

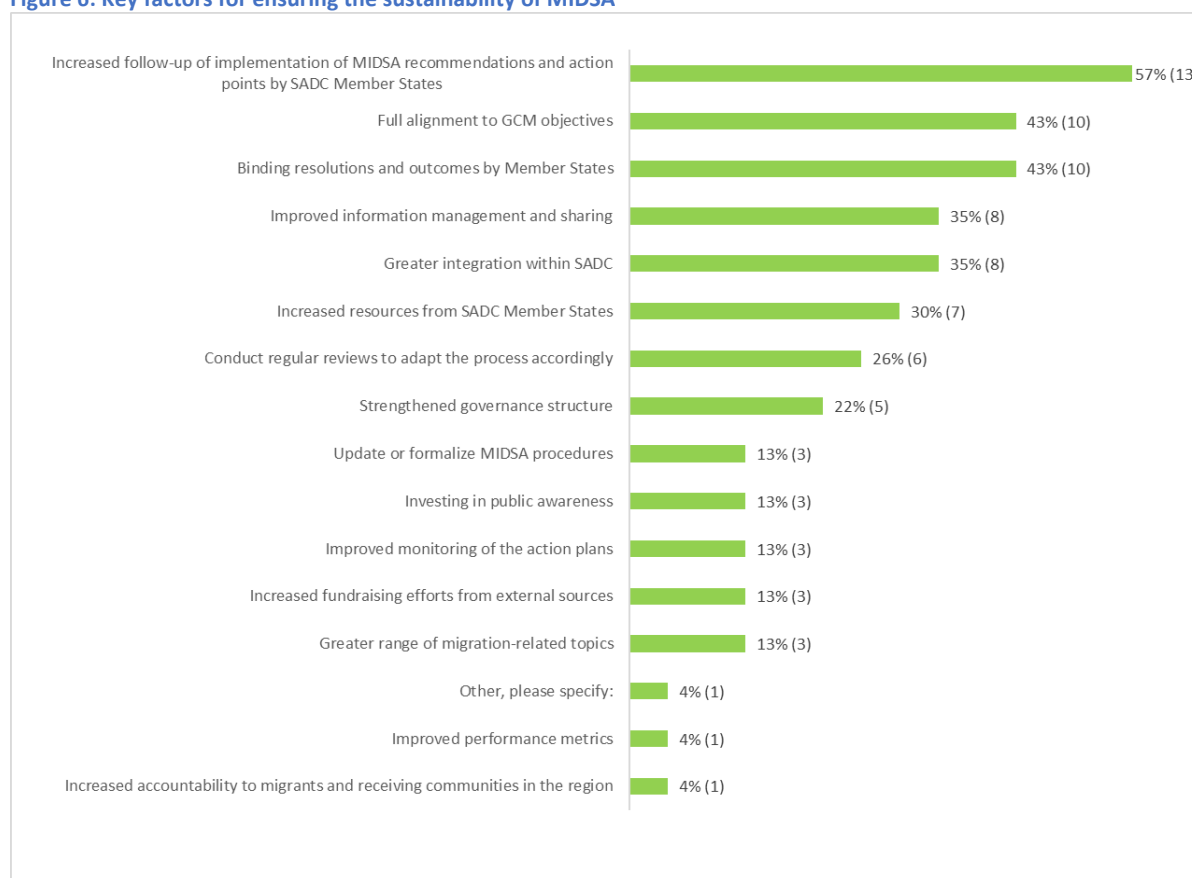
<sup>39</sup> The non-binding factors, openness, informality and non-binding nature of RCPs can facilitate confidence-building and support the development of links between states and influence the likelihood of future bilateral and multilateral agreements. Source: Von Koppenfels, Amanda Klekowski. *The Role of Regional Consultative Processes in Managing International Migration*. Geneva: IOM, 2001: p. 7

such as good practices and progress reports on implementation, in addition to further exchanges on thematic areas between the relevant MS ministries and departments. Some MS representatives also mentioned that the MIDSAs reports were difficult to find online, highlighting that the webpage of IOM on ISCMs<sup>40</sup> (which includes MIDSAs) has no MIDSAs meeting reports available from 2016 onward. Further, any background or briefing papers provided to MS representatives during MIDSAs meetings were not either found on the webpage (presuming they are not confidential)<sup>41</sup>.

*Greater integration within SADC:* This is also the third top key factor with the outcomes of the 2019 MIDSAs meeting reporting a consensus amongst MS on the need to integrate further MIDSAs outcomes into SADC structures. The meeting recommended that the Chair of SADC (also chairing MIDSAs) should ensure that the MIDSAs recommendations were reported in a systematic manner to the SADC secretariat as well as all relevant SADC sub-committees.

Among the other factors of ‘lower importance’ listed in Figure 6, interviewed MS representatives and IOM staff highlighted the need for a more solid financial model with increased self-funding by MS, greater cohesion on themes treated by MIDSAs, and the establishment of thematic working groups to work and meet virtually between MIDSAs meetings.

**Figure 6: Key factors for ensuring the sustainability of MIDSAs**



<sup>40</sup> [www.iom.int/migration-dialogue-southern-africa-midsa](http://www.iom.int/migration-dialogue-southern-africa-midsa). This is an online repository of ISCM materials

<sup>41</sup> See: [www.iom.int/migration-dialogue-southern-africa-midsa](http://www.iom.int/migration-dialogue-southern-africa-midsa)



**23. To what extent has there been continuity in the work of the MDSA on the prioritized topics and in the support provided by the Secretariat?**

There has been some continuity on the prioritized topics and support provided by IOM, given the overall focus on strengthening migration governance and management. As seen in Table 4 below, the GCM and migration data were constant themes during the past six years, with labour migration also discussed at most meetings. Other themes were discussed at four meetings: migration health (including COVID-19), immigration, and humanitarian border management. The remaining nine themes were discussed in one to three meetings. For example, climate change was discussed only in 2018 and again in 2022 and 2023 as it emerged as a global pressing issue. Combating human trafficking and smuggling was only discussed in 2019 but it had been a theme of prior MDSA meetings (2002 & 2007) and was addressed by the 2015 Regional Action Plan on Irregular Migration and Mixed Migration (and therefore possibly less of a priority for 2017-2023 as mentioned previously).

According to MS representatives and IOM staff, this variation in topics is due to several reasons including different priorities proposed by the MS chairing MDSA, the priorities of donors funding MDSA meetings and activities, as well as the need to give space to emerging issues. As already discussed, the absence of systematic follow-up of the MDSA recommendations implied that links between the same topics treated at different MDSA meetings were not always made (i.e. referring to relevant past recommendations). Migration data was discussed at every MDSA meeting from 2017 to 2023, but for 2020, 2021 and 2023, for instance, some recommendations were repeated with no recognition in the text that the recommendations had already been made at previous meetings and as a corollary with no information as to the progress on their implementation<sup>42</sup>.

Positively, MDSA recommendations often referred to the relevant SADC frameworks and action plans and some half of surveyed MS personnel had attended more than one MDSA meeting ensuring some continuity (19 per cent had attended two MDSA meetings and 26 per cent had attended three or more MDSA meetings - see Figures 10 and 11 in Annex 4). Finally, IOM's MDSA secretariat was seen as key in maintaining and encouraging a common "thread" between MDSA meetings and themes.

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<sup>42</sup> For migration data, there were six recommendations in 2021, nine in 2022 and eight in 2023. Four recommendations were very similar across all three years; for 2022 and 2023, eight recommendations were very similar. The fact that the recommendations (or very similar) had been made in the preceding MDSA meeting is not included in the recommendations or accompanying texts.

Table 4: Themes treated by MIDSA meetings: 2017-2023

Themes:	MIDSA meetings:	2017	2018	2019	2021	2022	2023
GCM		X	X	X	X	X	X
Migration data		X	X	X	X	X	X
Labour migration		X	X	X		X	X
Migration health (including COVID-19)			X	X	X	X	
Immigration and Humanitarian Border Management		X	X		X		X
Diaspora engagement					X	X	X
Protection of migrant children		X		X			
Migrant rights		X		X			
Irregular and mixed migration		X	X	X			
Climate change			X			X	X
Combating human trafficking and smuggling				X			
Integrating migrants in emergency planning, response and recovery		X					
Migration and youth			X				
Migration and development				X			

**24. What do different key players (IOM, Member States and SADC) perceive their role to be in sustaining MIDSA as an ISCM and what initiatives have they or do they plan to implement to sustain MIDSA?**

**Member States:** MS representatives interviewed see MIDSA as an informal inter-state initiative to engage in migration issues. The MIDSA recommendations could lead to SADC-wide frameworks and action plans, and, while not mandatory, many were being followed up and applied by MS. In Comoros for instance, MIDSA recommendations were shared amongst the concerned ministries, and they were asked to consider and integrate them in their policy priorities whenever relevant. As seen in Figure 6 above, MS representatives suggested greater support from SADC MS in following up MIDSA recommendations and that binding resolutions were needed, with the AU processes cited as an example. The case studies corroborated this point. Some MS representatives also suggested that more funding was needed from them to develop ownership, although they may face funding limitations, and that SADC needs to take greater ownership of MIDSA, with the set-up of specific structures/processes to engage in migration issues in support of MIDSA initiatives (see below).

**SADC:** Interviews with MS representatives suggested that MIDSA should be more formally attached to and integrated within SADC for optimal results. They highlighted the success to date in SADC transforming MIDSA recommendations into SADC frameworks and action plans. There was concern however that SADC struggles to fundraise for its own mechanisms and would need continued IOM (and donor) support. Further, the placement of migration under SADC’s peace and security area (rather than a development area) was considered as a barrier towards addressing migration in an integrated and holistic manner. According to both MS representatives and IOM staff interviewed, there was a renewed interest and opening of the SADC Secretariat in 2023 to be more involved with MIDSA.

**IOM:** IOM has been key in driving MIDSA as a convener, fundraiser, and technical and administrative

secretariat as described throughout this report. Since its creation, IOM has sought greater involvement of MS and SADC in sustaining MDSA, with efforts intensified since 2020 to strengthen the role of SADC in MDSA. During the 2022 MDSA technical meeting in Malawi, SADC MS requested IOM to consider short and long-term solutions to guarantee the sustainability of MDSA. The IOM summarized their proposed solutions in a 2023 paper entitled “Making MDSA Fit for Purpose”, which call for greater involvement of SADC in the MDSA strategy, direction and secretarial role. Cited as examples of good practice in this respect were PAFOM,<sup>43</sup> which has successfully transitioned into a continental ISCM and the IGAD-RCP, as detailed in Q.14 above.

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<sup>43</sup> All AU RECs are observers of the PAFOM. PAFOM provides an opportunity for RCPs in Africa through their respective AU RECs (SADC) to share their progress reports in the implementation of the Migration Policy Framework for Africa (MPFA) and other relevant migration agenda of the continent, including the Plan of Action for the Implementation of the GCM.

### 3.7. Reconstructed Theory of Change

A Theory of Change (ToC) was reconstructed by the evaluation team reflecting the pathway for IOM's contribution to MIDSAs (see Figure 7). No ToC was produced before, and it reflects what the team understand to be the intended outputs, outcomes and impact with text in speech bubbles commenting on what this evaluation perceived as actually occurring. This analysis indicates the following:

**Inputs:** The main inputs provide a strong basis for IOM's contribution to MIDSAs; IOM staff at RO Pretoria and COs of the region bring expertise and knowledge, in addition to a solid institutional and strategic support for ISCMs. Donor funding is also a key input that enables IOM's work on MIDSAs even if it has been unstable and SADC and MS financial support remains limited.

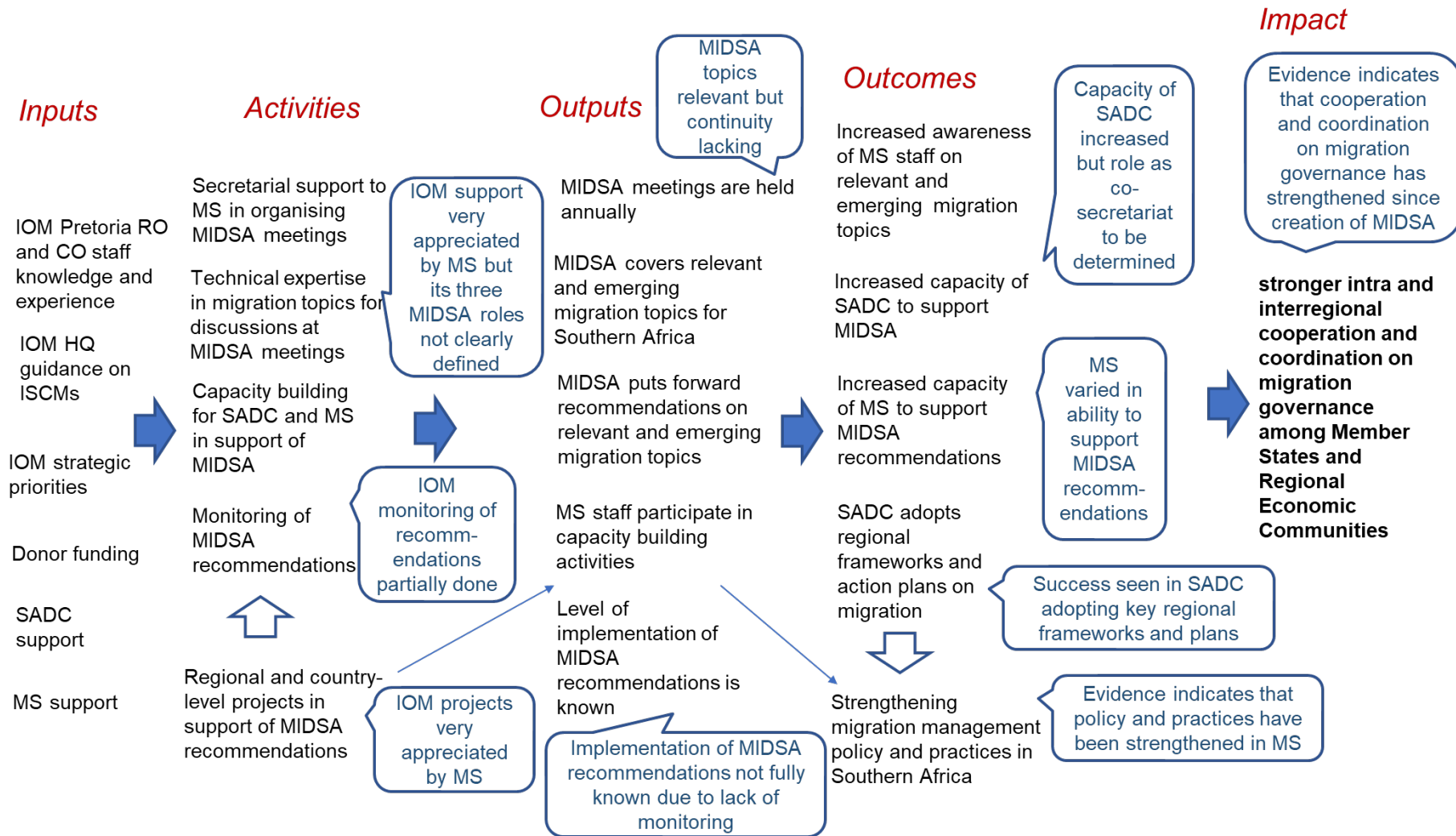
**Activities:** IOM's three roles in support of MIDSAs were very much appreciated by MS but are not sufficiently defined and understood externally. IOM had carried out some monitoring of MIDSAs recommendations but only partially. IOM's regional and country-level programmes and projects in support of MIDSAs recommendations and consequent SADC frameworks and plans were also very much appreciated by MS and provided key concrete support for MS implementation.

**Outputs:** The inputs and activities provided for a successful production of outputs, notably the holding of the meetings that addressed relevant themes for SADC countries, even if these themes were not always addressed consistently from meeting to meeting. The MS personnel could also participate in related capacity-building training. The level of implementation of MIDSAs recommendations was unknown, given the lack of IOM and MS monitoring.

**Outcomes:** The inputs, activities and outputs had produced results at the outcome level, such as increasing awareness on migration issues amongst MS and increasing the capacity of MS and SADC to support MIDSAs activities, although only partially. Key successes of IOM's contribution to MIDSAs were the transformation of MIDSAs recommendations into binding SADC frameworks and plans and the strengthening of migration management policy and practices in SADC countries.

**Impact:** The evidence, as detailed throughout this report, indicates that cooperation and coordination on migration governance amongst SADC MS has strengthened since the creation of MIDSAs, in which IOM's contribution has played a key role.

Figure 7: Reconstructed theory of change for IOM's contribution to MIDSA



## 4. CONCLUSIONS AND RECOMMENDATIONS

### 4.1. Conclusions

The findings have shown that MIDSA, as an ISCM, remains a vital platform for MS to freely discuss and share on migration-related themes in an informal setting. The evaluation found that it is quite relevant to MS needs, and the impact of the MIDSA meetings continues to be felt by MS, both individually and collaboratively. There are various examples shared in the report on how IOM has contributed to the work of MIDSA and supported MS, particularly in migration governance, creating a better and shared understanding around the complexities of migration and supporting greater cooperation and coordination between SADC countries.

The IOM has played a pivotal role in MIDSA since its inception, playing a complementary role to the SADC secretariat. The IOM's contribution to supporting MIDSA through multiple roles has supported its continuity and sustainability. The IOM's programming and projects across and within SADC countries has also contributed to MIDSA achievements in the implementation of its priorities and recommendations for MS.

The MIDSA has also been strengthened through its anchoring within SADC and the transformation of its recommendations into mandatory roadmaps and plans for SADC MS. However, the evaluation also highlighted the importance of both SADC and MS taking greater responsibility to ensure the long-term viability and continued relevance of MIDSA, already noting positive indications in this direction.

The evaluation has highlighted several gaps and suggests areas of improvement for IOM's contribution to MIDSA, which can also benefit SADC and the participating MS. In that framework, the following recommendations are proposed covering five sub-topics.

### 4.2. Recommendations

#### **1. IOM's multiple roles**

The evaluation noted the need to bring more clarity externally, and in particular for MS, on IOM's multiple roles in MIDS, as well as on IOM's role within UNNM as MIDSA and UNNM could benefit from further interactions:

**1.1.** A comprehensive document should be developed describing the distinct roles, Terms of Reference and operating modalities of IOM in support of MIDSA. This exercise should be done in coordination with the SADC secretariat and MS to ensure inclusivity, ownership and sustainability of the MIDSA. Complementarity of MIDSA with the UN Network on Migration (UNNM), in which IOM is also involved, could be examined too.

**1.2.** Additional support should be provided to MIDSA including at least a dedicated staff for the MIDSA Secretariat functions and a dedicated budget line through IOM Operational Support Income (OSI) for MIDSA activities, such as the follow-up of the MIDSA meetings recommendations.

## **2. IOM Secretariat**

**2.1.** The MIDSAs Secretariat (RO Pretoria) should develop a guide and/or framework that stipulates the working modalities with the MIDSAs Chair-in-office during its chairmanship term, supporting for instance the Chair in the establishment of collaborative processes for developing the MIDSAs meeting agenda.

**2.2.** The IOM should develop a dedicated website for MIDSAs including password-protected sections for sharing internal documents between MS.

## **3. MIDSAs Meetings**

The MIDSAs meeting themes were consistent but also varied from year to year, leading sometimes to follow-up challenges to monitor the progress of related recommendations. The evaluation recommends the following:

**3.1.** The MIDSAs Chair-in-office, MIDSAs MS and MIDSAs Secretariat should consider how key themes can progress between MIDSAs meetings, for instance through working groups, also encouraging consistency of migration governance themes from meeting to meeting.

**3.2.** The IOM Country Offices (CO) should be encouraged to meet with the returning delegations from the MIDSAs meetings to support them in prioritizing actions in line with the recommendations and determining what IOM programming/support is possible.

## **4. Sustainability**

**4.1.** The IOM, as MIDSAs Secretariat, should propose options for a self-sustainable financial model for MIDSAs in consultation with the Chair-in-Office and MS, as well as within the SADC framework given the MIDSAs contribution to SADC.

**4.2.** The IOM projects and programmes developed in Southern Africa region should consider the MIDSAs meetings recommendations whenever relevant, to support their implementation and contribute to the usefulness and sustainability of MIDSAs.

## **5. Monitoring**

**5.1.** IOM, as MIDSAs Secretariat, should develop and propose to the MIDSAs Chair-in-office and MS a mechanism for the follow-up of the implementation of MIDSAs recommendations, including also information on the respective responsibilities and modalities.

## ANNEX 1: Case studies

### Comoros

#### Introduction

The Union of the Comoros, a member state of SADC since 2017, is an independent country of four islands in southeastern Africa, in the Indian Ocean. It is densely populated with a population of some 850,000, and 53 per cent of its population is under 20. The leading sector of its economy is agriculture, followed by fishing, forestry, and hunting. Agriculture represents some 40 per cent of the GDP and employs 80 per cent of the labour force. However, the country is not yet self-sufficient in food production.<sup>44</sup>

#### Migration trends in the Comoros

Although the Comoros has long been considered a country of departure, it is also a country of transit and destination for migrants.

As a country of departure, the Comoros has one of the largest and most dynamic African diasporas, mostly located in France and estimated at some 300,000, contributing to some 15-20 per cent of the GDP<sup>45</sup>. The Comoros is also a transit country for migrants from East Africa and the Great Lakes region wishing to reach Europe via Mayotte (a neighbouring island under French administration). Since 2020, more than 400 migrants attempting to reach Mayotte have been intercepted in the Comorian waters. Farmers from Comoros have also tried to travel to Mayotte for work opportunities following the degradation of farmland and desertification due to climate change.<sup>46</sup> The Comoros is also a destination country for migrants from the African continent, Madagascar and Pakistan, who come to seek work.<sup>47</sup>

The absence of an integrated border management system, the lack of capacity-building for sea and air border agents, and the lack of resources in general are all contributing to an increase in cases of migrant smuggling and human trafficking in the past years<sup>48</sup>.

#### Current state of migration governance and policy in the Comoros

The Comoros has ratified the main international treaties relevant to migration including the Global Compact for Safe, Orderly and Regular Migration. The Comoros main development plan, *Emerging Comoros Plan 2030*, underscores the need to strengthen migration governance, especially fostering diaspora engagement for national development.<sup>49</sup>

Since 2018, the Comoros has established a Multisectoral Monitoring and Steering Commission for Migration Issues, a cross-ministerial working group to coordinate the Comoros migration governance and policies. A priority for the Commission has been to establish a national migration policy

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<sup>44</sup> Integral Human Development (2023), *Migrant Profile - Comoros Country Profile*: <https://migrants-refugees.va/country-profile/comoros/>

<sup>45</sup> EUDiF (2020), *Diaspora engagement mapping – Comoros* [https://diasporaforddevelopment.eu/wp-content/uploads/2020/07/CF\\_Comoros-v.3.pdf](https://diasporaforddevelopment.eu/wp-content/uploads/2020/07/CF_Comoros-v.3.pdf)

<sup>46</sup> IOM (2024), *Assessment of migration policy and institutional framework in Botswana, Comoros, Eswatini, Madagascar, Seychelles, Namibia, South Africa, Zambia and Zimbabwe*.

<sup>47</sup> Union des Comores & IOM (2023), *Plan d'action triennal pour l'élaboration de la politique migratoire nationale – Comores*.

<sup>48</sup> *Ibid.*

<sup>49</sup> IOM (2024), *Op. Cit.*



framework.<sup>50</sup> For this purpose, the IOM Development Fund has supported the government in 2022-23 with a capacity-building project to support the development of a national migration policy, which resulted in the production of a 2023 action plan for the elaboration of a national migration policy.<sup>51</sup>

### **Role of MIDSA for the Comoros and contribution of IOM**

**Relevance of MIDSA:** The Comoros has participated in MIDSA since joining SADC in 2017. Consulted government representatives of the Comoros perceive MIDSA as very relevant for progressing with their migration priorities, also considering that the Comoros must cope with different scenarios as a country of departure, transit and destination. The themes covered by MIDSA concern them concretely. As Comoros islands are also highly vulnerable to climate change, addressing this issue at the 2023 MIDSA meeting was very informative and useful for them.

**Capacity-building, awareness-raising and exchanging:** Government officials have participated in the pre and post event workshops, which enhanced their understanding of the MIDSA process and migration issues. The exchanges with other Member States across the migration topics were important to learn from other experiences.

**Voice for island states:** The opportunity that MIDSA gave island States such as the Comoros opportunities to express their views and positions on key migration issues in a well-defined framework was underlined. This was seen as a key added value in participating in MIDSA.

**Implementing MIDSA recommendations:** Although the Comoros have no formal process for implementing the recommendations of MIDSA, they are reviewed by the above-mentioned Multisectoral Commission and distributed to the relevant ministries for their information and to inform migration policies and practices. Officials also made reference to the relevant SADC decisions and frameworks developed with the support of MIDSA, such as the 2022-2030 Regional Migration Policy Framework. The Comoros participate in the formal process to report on the progress of the Framework implementation. Nevertheless, feedback indicated that MS could have more robust systems in place for monitoring MIDSA recommendations.

**MIDSA and other ISCMs:** The Comoros also participates in other ISCMs: the Migration Dialogue for the Common Market for Eastern and Southern Africa (MIDCOM), the Arab Regional Consultative Process Migration and Refugee Affairs (ARCP), the Pan-African Forum on Migration (PAFOM), the Global Forum on Migration and Development (GFMD) and the OACPS-EU Dialogue on Migration and Development.<sup>52</sup> For some government officials there was sometimes overlap between these ISCMs and MIDSA and they suggested that they would benefit from further coordination.

**Support of IOM:** The government representatives saw IOM's role as crucial in supporting the country in attending MIDSA, both in terms of financing and preparation, notably from the IOM Offices in the Comoros and Madagascar. The expertise on the migration topics that IOM brings to MIDSA was also highlighted. Further, IOM was seen as key to "*supporting the Comoros in reaching their migration-related objectives*", such as funding the above-mentioned capacity-building project, in addition to past projects such as completing a Migration Governance Indicators Profile in 2021.

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<sup>50</sup> IOM (2021), *Migration Governance Indicators Profile 2021 – Union of the Comoros*: <https://publications.iom.int/books/migration-governance-indicators-profile-2021-union-comoros>

<sup>51</sup> Union des Comores & IOM (2023), *Op. Cit.*

<sup>52</sup> Originally known as the ACP-EU MD.

# Mozambique

## Introduction

Mozambique is a south-eastern African country, along the Mozambique channel in the Indian Ocean. It borders Eswatini, Malawi, South Africa, the United Republic of Tanzania, Zambia and Zimbabwe. The country became independent in 1975 and is multi-ethnic, multi-cultural and multi-religious, with a population of just over 30 million, which has grown rapidly in recent years from 16 million in 1997. It is a low-income country, sparsely populated but with a rapidly growing youthful population (45% are younger than 15 years).<sup>53</sup> Mozambique has arable land, water, energy, and mineral resources, as well as offshore natural gas<sup>54</sup>. The country is ranked as 'low' on the Human Development Index and almost half of the population lives in poverty (48% in 2018).<sup>55</sup>

## Migration trends in Mozambique

Mozambique is a departure, transit, and destination country for migration (regular and irregular). The country has more than 53 border posts (airports, land and sea border points) with significant transport corridors linking landlocked countries – such as Zimbabwe, Zambia and Malawi – to major seaports and to the regional hub of South Africa. These transport corridors (Maputo, Beira and Nacala corridors) are home to mobile and migrant groups including cross-border traders and long-distance transporters.<sup>56</sup>

Mozambicans from the southern provinces of Maputo, Gaza, Inhambane and to a lesser extent Manica, have historically migrated mainly to South African mines and commercial farms for work, but also to other countries. These movements are characterized as circular migration movements<sup>57</sup>. Furthermore, Mozambique is located along a migration corridor, the so-called Southern Route, frequently used by migrants from East and the Horn of Africa to travel to South Africa in search of protection and economic and education opportunities, while some seek asylum in Mozambique<sup>58</sup>. Migrants in irregular situations are exposed to significant risks in terms of violence, abuse and exploitation, including trafficking in persons.<sup>59</sup>

More recently, internal labour migration is on the increase as the economy opens to extractive and energy companies.<sup>60</sup> Other types of migration are linked to traditional and localized cross-border migration such as nomadism and within neighbouring countries.

Migration in Mozambique has also been affected by civil war, which peaked in the 1980s, and saw large refugee flows into neighbouring countries<sup>61</sup>. Though a peace accord was signed in 1992, which has enabled the country to experience peace generally, Northern Mozambique is still grappling with internal displacement due to fear of attacks from armed groups. IOM estimated that by June 2022,

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<sup>53</sup> Mozambique Country Profile <https://migrants-refugees.va/country-profile/mozambique/>

<sup>54</sup> IOM (2021), *IOM Country Strategy for Mozambique 2021-2023*.

IOM. Mozambique.

<sup>55</sup> *Ibid*

<sup>56</sup> Mobility and migration in Mozambique – IOM's role. <https://mozambique.iom.int/mobility-and-migration-mozambique-ioms-role>

<sup>57</sup> *Ibid*

<sup>58</sup> IOM, (2021), *IOM Country Strategy for Mozambique 2021-2023*.

IOM. Mozambique.

<sup>59</sup> *Ibid*

<sup>60</sup> *Ibid*

<sup>61</sup> Mobility and migration in Mozambique – IOM's role. <https://mozambique.iom.int/mobility-and-migration-mozambique-ioms-role>

784,564 people were internally displaced in northern Mozambique.<sup>62</sup> In addition, Mozambique is also prone to natural disasters linked to seasonal flooding of the Zambezi and Limpopo River Basins, and cyclones along the 2,470 km coastline. This has resulted in perennial internal displacement of thousands of families whose livelihoods and homes are damaged or destroyed when these disasters occur.<sup>63</sup>

### **Current state of migration governance and policy in Mozambique**

Mozambique has few legislative and policy frameworks on migrants and this is one area identified by IOM for support, as outlined in the current IOM Country Strategy for Mozambique. Mozambique has ratified the GCM and has developed legislation to counter human trafficking, like the 2008 Law on Preventing and Combating the Trafficking of People.<sup>64</sup>

Mozambique is a signatory to the International Convention on the Protection of the Rights of All Migrant Workers and the Members of their Families, and also adheres to the SADC Labour Migration Action Plan (2020–2025).

### **Role of MIDSA for Mozambique and contribution of IOM**

**Relevance of MIDSA:** Mozambique has been a SADC MS since 2011 and has participated in MIDSA meetings since then and hosted two MIDSA meetings – the second Ministerial-level MIDSA meeting in July 2013, and the sixth Ministerial-level MIDSA meeting in October 2021. The 2013 meeting focused on enhancing labour migration and migration management in the SADC Region, while the 2021 meeting focused on diaspora engagement.

The MIDSA has been an important platform for Mozambican delegates to learn more on migration issues to exchange with other colleagues and counterparts from other countries. The MIDSA has also provided a platform for the government to develop relevant migration policies, but this is still work in progress with the major policy frameworks currently under development.

**Capacity-building, awareness-raising and exchanging:** According to a government representative, *“MIDSA has brought major changes to the way migration was viewed. Migration was seen as a simple movement of people from one place to another”*, which illustrates how the MIDSA meetings have improved the understanding of migration governance. The CO is also working in collaboration with the relevant ministries on migration data as the country prepares for its next census in 2027.

**Implementing MIDSA recommendations:** According to government officials interviewed, the implementation of MIDSA recommendations remains a gap, as they lack a way and capacity for monitoring their implementation.

**MIDSA and other ISCMs:** Mozambique is also a member of the Migration Dialogue for the Common Market for Eastern and Southern Africa Member States (MIDCOM),<sup>65</sup> the PAFOM, OACPS-EU MD, and the GFMD.

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<sup>62</sup> IOM Mozambique. *Quarterly Update # 3 – July to September 2022*.

<https://mozambique.iom.int/sites/g/files/tmzbd11106/files/documents/2023-03/IOM%20Mozambique%20Quarterly%20Report%2C%20July%20-%20September%202022.pdf>

<sup>63</sup> Mobility and migration in Mozambique – IOM’s role. <https://mozambique.iom.int/mobility-and-migration-mozambique-ioms-role>

<sup>64</sup> Mozambique Country Profile <https://migrants-refugees.va/country-profile/mozambique/>

<sup>65</sup> IOM (2021), *IOM Country Strategy for Mozambique 2021-2023*.

**Support of IOM:** In preparation of their attendance at MIDSAs meetings, IOM has supported Mozambican government delegates to attend them. As mentioned above, Mozambique hosted two MIDSAs meetings to date and worked closely with the IOM CO and Pretoria RO in their organization.

IOM continues to work closely with the Government of Mozambique and various stakeholders on the multifaceted migration issues affecting the country, supporting the implementation of projects that reflect the priority themes of the MIDSAs meetings, recommendations and resulting SADC frameworks and plans<sup>66</sup>. The IOM has a solid footprint in the country, with a permanent presence in four provinces and programming in all ten provinces and has made great strides since 2007 to support the government during emergencies, reduce risk, and build government capacity to manage disasters.

In the area of diaspora engagement, a priority theme for MIDSAs, IOM supported the National Institute for Mozambican Communities in the Diaspora (INACE) to hold a technical review workshop of the draft National Diaspora Policy in 2022. The IOM also supported the Ministry of Labour, Employment and Social Security (MITESS) in digitalising mine workers' contracts. In addition, the IOM CO is part of the regional Displacement Tracking Matrix (DTM) Programme, including flow monitoring points (FMPs) in Malawi, Mozambique, South Africa, Zambia and Zimbabwe to quantify migration flows, trends, and routes and to gain a better understanding of the profiles of individuals at border points. This supports a more cohesive regional approach to migration data, which is a MIDSAs priority<sup>67</sup>.

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<sup>66</sup> *Ibid.*

<sup>67</sup> IOM Mozambique. *Quarterly Update # 3 – July to September 2022.*

<https://mozambique.iom.int/sites/g/files/tmzbdl1106/files/documents/2023-03/IOM%20Mozambique%20Quarterly%20Report%2C%20July%20-%20September%202022.pdf>

# Namibia

## Introduction

Namibia is a country located in the southwestern region of Africa, considered the driest country in sub-Saharan Africa occupying part of the Kalahari Desert, and borders Angola, Zambia, Botswana, South Africa, and Zimbabwe.<sup>68</sup> It attained independence in 1990 and is considered an upper middle-income developing country, and is one of the least densely populated countries, with a population of 2.3 million people. Namibia is ranked 125<sup>th</sup> (out of 188) in the Human Development Index and is one of eight countries in the African continent with higher level of peace and security<sup>69</sup>. Its main economic activities relate to the tertiary sector, which accounts for 58.3 per cent of GDP, and has a big incidence on the transport of goods by land and sea and commercial activity. The primary sector accounts for 18.7 per cent of Namibia's GDP<sup>70</sup>.

## Migration trends in Namibia

In terms of migration, Namibia is not only a destination country for migrants, but it is a country of departure and transit. The majority of migrant flows into Namibia are from Angola, Zimbabwe, Germany, and South Africa, while the destination countries for Namibians are South Africa, the United Kingdom, Australia, Canada, and Botswana. Those seeking refuge in Namibia due to wars and/or economic turmoil are mainly from the Democratic Republic of the Congo, Burundi, Rwanda, and Zimbabwe.<sup>71</sup>

Migration flows over the years have mostly been by Angolans, who by mid-2020 accounted for some 37 per cent of all migrants into Namibia. South Africans and Germans have been emigrating to Namibia since the 1950s because of the business opportunities. There is also internal migration within the country, driven by complex ethnic and cultural diversity coupled with urbanisation. Namibians mainly migrate to other countries for economic reasons, with the majority being skilled labourers<sup>72</sup>. Migrants with a regular migratory status have the same access as citizens to universal free primary and secondary education, as provided for in the Namibia Constitution, and can access private sector job and self-employment.<sup>73</sup>

## Current state of migration governance and policy in Namibia

Namibia has ratified two treaties related to migration, namely: the Convention relating to the Status of Refugees; and Convention on the Rights of the Child (Namibia is yet to ratify the Global Compact on Migration). Internally, the country is guided by the National Development Plan (NDP). Currently, the development of the 6<sup>th</sup> NDP is underway, while the 5<sup>th</sup> NDP covered the period 2017/2018 to 2021/2022. However, the 5<sup>th</sup> NDP had no specific provision for migration and the role it plays in Namibia's economy<sup>74</sup>. In 2005, Namibia signed the Southern African Development Community (SADC) Protocol on the Facilitation of Movement of Persons<sup>75</sup>.

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<sup>68</sup> Namibia Country Profile <https://migrants-refugees.va/country-profile/namibia/>

<sup>69</sup> Namibia's 5<sup>th</sup> National Development Plan (2017/18 – 2021/22) [www.npc.gov.na/national-plans/national-plans-ndp-5/](http://www.npc.gov.na/national-plans/national-plans-ndp-5/)

<sup>70</sup> Namibia Country Profile <https://migrants-refugees.va/country-profile/namibia/>

<sup>71</sup> *Ibid*

<sup>72</sup> *Ibid*

<sup>73</sup> IOM, (2023), Migration Governance Indicators Profile 2022 – Republic of Namibia. IOM, Geneva.

<sup>74</sup> Namibia's 5<sup>th</sup> National Development Plan (2017/18 – 2021/22) [www.npc.gov.na/national-plans/national-plans-ndp-5/](http://www.npc.gov.na/national-plans/national-plans-ndp-5/)

<sup>75</sup> IOM (2023), *Op. Cit.*

The Ministry of Home Affairs, Immigration, Safety and Security (MHAISS) is responsible for overall migration management. The National Migration Policy (NMP), which was developed by MHAISS with IOM's support, seeks to create a well-managed migration process that takes into account the needs, aspirations, concerns and possible benefits of movement of persons within, to and from Namibia. The NMP is complemented by the National Labour Migration Policy (2020), developed by the Ministry of Labour, Industrial Relations and Employment Creation, which aims to ensure the development and implementation of a labour migration system that has a positive impact on human resource development, economic growth and decent work in Namibia<sup>76</sup>.

### **Role of MDSA for Namibia and contribution of IOM**

**Relevance of MDSA:** Overall, MDSA has provided a platform for policy generation since countries have shared their experiences, and enabled others to learn from them. Apart from contributing to the development of policies (see below), MDSA has enabled sensitisation on the rights of migrants within the relevant ministries. Government representatives highlighted that MDSA has been very instrumental regarding various migration-related policies, documents and guidance in general. As the MDSA Chair in 2019, Namibia co-facilitated the Africa regional group at the 8th GRCP in April 2019 in Geneva.

**Capacity-building, awareness-raising and exchanging:** IOM Namibia has supported government ministries in various ways in the migration field to develop and implement policies supporting MDSA recommendations and consequent SADC frameworks. For example, technical and financial support was provided when the labour migration policy was being developed and launched in 2020. The IOM CO also supported the development of the national migration profile and migration policy (launched in 2022), done through a multisectoral approach, involving government stakeholders, academia, and UN agencies. Namibia is also in the process of finalizing a diaspora policy, following the 2021 MDSA Maputo Diaspora Declaration<sup>77</sup>, which provided inputs for the development of this policy. Prior to this, government representatives received support to travel to Nigeria in 2022 to benchmark labour migration and diaspora issues. The support to Namibia has also been provided by the RO Pretoria through advice and guidance from IOM regional thematic specialists.

**Implementing MDSA recommendations:** The government has an implementation plan based on the MDSA recommendations that tasks different committees/institutions to report on different platforms and to follow up as appropriate. For example, the Ministry of Gender and Child Welfare leads the national coordinating body to combat trafficking of persons. The IOM also guides the government agencies on reporting, for instance using the recent SADC migration policy framework and plan of action. Government representatives were suggesting however that more follow up of MDSA meetings was needed, possibly with further support from IOM to prepare for the MDSA meetings and their follow-up.

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<sup>76</sup> *Ibid*

<sup>77</sup> At 6th Ministerial Migration Dialogue for Southern Africa (MDSA) held in Maputo, Mozambique, the Ministers adopted the key recommendations of the MDSA as well as the Maputo Diaspora Declaration. IOM was requested, in collaboration with relevant United Nations (UN) Agencies and partners, in coordination with the Southern African Development Community (SADC) member states and the Secretariat, to develop a regional programme and a regional diaspora policy to facilitate the engagement of the Diaspora and transnational communities as agents of development among SADC member states. [www.sammproject.org/uncategorized/6th-ministerial-migration-dialogue-for-southern-africa-midsa-maputo-mozambique/](http://www.sammproject.org/uncategorized/6th-ministerial-migration-dialogue-for-southern-africa-midsa-maputo-mozambique/)

**MIDSA and other ISCMs:** Namibia is involved in other ISCMs, aside from MIDSA and is part of the Global Forum on Migration and Development (GFMD), the OACPS-EU Dialogue on Migration and Development (OACPS-EU MD), and the Pan African Forum on Migration (PAFOM).<sup>[OBJ][OBJ]</sup>

**Support of IOM:** The IOM CO in Namibia has supported the Namibian delegates over the years to attend and report on the progress of implementation of recommendations of MIDSA. Also, when the country chaired MIDSA and hosted MIDSA in 2019, regular meetings were held with government officials to actively prepare and participate, and thus to take ownership of the meeting. Other support from IOM has been in the form of technical and capacity building for projects in support of MIDSA recommendations. Government representatives would like to see more joint work between local experts and IOM staff in implementing projects in support of the MIDSA recommendations.

# Zimbabwe

## Introduction

The Republic of Zimbabwe has been a member state of SADC since 1980 when it gained independence. Zimbabwe is a landlocked country located in Southern Africa neighbouring Zambia, Mozambique, South Africa, Namibia, and Botswana. With an estimated population of 14.8 million, its major exports are agriculture (cotton, tobacco, coffee, peanuts and sugar) and mining (metal alloys). The economy of Zimbabwe is a tertiary-based economy accounting for 56 per cent GDP.

## Migration trends in Zimbabwe

Over the last three decades, Zimbabwe has a history of high population mobility. During the colonial era (pre-1980), it was considered a destination country attracting migrants from the United Kingdom and the rest of Europe who desired to settle there permanently. Further, it was a destination country for Southern African countries whose citizens were recruited temporarily to work in mines, commercial farms, and domestic services.

This drastically changed in the 1990's when land redistribution policies triggered waves of emigration. The first being the exodus of highly skilled white emigrants followed by native, highly skilled nationals fleeing the country's macroeconomic deterioration and hyperinflationary environment. There is no clear data on the number of Zimbabwean migrants, but it is estimated to be between 600,000 to 4 million.<sup>78</sup>

More recently, there has been climate-induced internal displacement arising from cyclones, failed rainy seasons, droughts and floods; IDPs are estimated at some 21,000. Zimbabwe is also a receiving country for refugees mainly from the Great Lakes region. It has two refugee camps hosting 22,600 refugees and asylum seekers (2021).

Zimbabwe is a source, transit and destination country for men, women, and children trafficked for forced labour and sexual exploitation.<sup>79</sup> Research has found that children are being smuggled from Mozambique into Zimbabwe and are forced into street vending. Zimbabwean adults and children also travel to South Africa, where they can fall victim to traffickers exploiting them in labour and sex trafficking.

There have been some capacity building efforts to combat such exploitation, such as training of law enforcement on anti-trafficking law and protection. However, gaps exist as for example, Zimbabwe is yet to harmonize local legislation<sup>80</sup> with international standards. There is also inadequate funding for NGOs which provide protection services to victims.

## Current state of migration governance and policy in Zimbabwe:

Zimbabwe has adopted the Global Compact for Migration. Notably, with support of IOM, Zimbabwe designed a robust National Migration Policy (NMP) in 2019 guided by the African Union Migration Policy Framework for Africa (2018-2030). The NMP has been the overarching migration management framework that complements other sector-specific policies such as on diaspora and labour.

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<sup>78</sup><https://migrants-refugees.va/it/wp-content/uploads/sites/3/2022/03/2022-CP-Zimbabwe.pdf>

<sup>79</sup>2020 United States Department of States Trafficking in Person Report (TPR)

<sup>80</sup> The Persons Act, 2014



Zimbabwe has a National Diaspora Policy Implementation Action Plan (2017-2022), which serves as a framework for engagement with diaspora to ensure their contribution to the national development agenda. This engagement is channelled through the Transitional Stabilization Program (TSP), which is Zimbabwe's economic blueprint. The TSP provides opportunities for political and economic participation of Zimbabweans in the diaspora in the national development discourse.<sup>81</sup> Further, Zimbabwe reviewed its Labour Migration Policy Framework to ensure that it is in tandem with the Diaspora Engagement Policy Framework.

Zimbabwe has also adopted regional and continental frameworks such as the Migration Policy Framework for Africa and Plan of Action and the Protocol on Free Movement of Persons.<sup>82</sup>

### **Role of MIDSA for Zimbabwe and contribution of IOM**

Zimbabwe has participated in MIDSA since its inception in 2000. State representatives<sup>83</sup> interviewed consider MIDSA to be relevant for collaborative migration management particularly in their country with a history of high human mobility. They understand MIDSA as the main vehicle for SADC MS to leverage the coordination and collaborative relationships necessary to effectively manage cross-border migration. They also view IOM to be very effective in supporting MIDSA and governments to achieve its objectives of cross-pollination of ideas. The state officials felt strongly that the SADC secretariat need to further assume the institutional ownership of MIDSA with IOM playing a support role.

**Capacity-building, awareness-raising and exchanging:** Zimbabwe attributes the Diaspora Policy, National Migration Policy, and National Development Strategy to building on inputs from MIDSA and IOM support.

**Implementing MIDSA recommendations:** Zimbabwe officials understand the follow-up of implementation of MIDSA recommendations to be MS driven and suggested that IOM designs a workable formal monitoring mechanism that MS can use to report and document progress in between MIDSA meetings. Several references were made by respondents about the need to have SADC take up a greater role in the MIDSA secretariat and IOM play a supporting role in monitoring recommendations.

**MIDSA and other ISCMs:** Zimbabwe also participates in other ISCMs: the Migration Dialogue for the Common Market for Eastern and Southern Africa (MIDCOM), the PAFOM, OACPS-EU MD and GFMD.

**Support of IOM:** IOM support has been referenced in the financing for attendance of MIDSA conferences and in the provision of expertise on migration topics. Examples cited were IOM funding and facilitating a stakeholder's meeting to discuss migration and data (post-MIDSA 2023 roundtable). The IOM has also been instrumental in supporting the Zimbabwe Bureau of Statistics in data collection, harmonisation and validation across various stakeholders. IOM has long-standing migration governance projects and initiatives in Zimbabwe that support the implementation of MIDSA recommendations.

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<sup>81</sup> [www.un.org/en/conf/migration/assets/pdf/GCM-Statements/zimbabwe.pdf](http://www.un.org/en/conf/migration/assets/pdf/GCM-Statements/zimbabwe.pdf), p.3

<sup>82</sup> Ibid, p.4

<sup>83</sup> Government representatives from the Ministry of Foreign Affairs and Statistics

## ANNEX 2: Evaluation matrix

Key Evaluation Questions	Indicators	Data Collection Tools	Sources of Information
<b>Relevance</b>			
1. To what extent is the role of IOM as the Secretariat and technical reference for MDSA, including for capacity building, relevant to the needs of MDSA Member States and strategically aligned to their priorities, as well as to the needs of migrants in the region?	Documented and expressed extent to which IOM's multiple roles are relevant to the needs of: <ul style="list-style-type: none"> <li>- Member states.</li> <li>- Migrants in the region</li> </ul>	Document review  Interviews	Documentation  IOM staff - HQ, RO. External stakeholders. 4 countries for case studies
2. To what extent has the MDSA Secretariat under IOM's leadership evolved and been adapted to the emerging needs and priorities, including the Global Compact for Migration?	Documented and expressed extent to which the secretariat has evolved and adapted to emerging needs and priorities	Survey to government representatives	Government representatives
3. How did IOM coordination help mainstream key crosscutting themes such as gender, rights-based approach and environmental sustainability into MDSA conferences and dialogue?	Documented and expressed mechanisms for mainstreaming crosscutting themes		
<b>Coherence</b>			
4. What is the position of MDSA, as a State-led process, vis-à-vis the Global Compact of Migration and other relevant regional frameworks?	Documented and expressed position of MDSA against GCM and other frameworks	Document review  Interviews	Documentation  IOM staff - HQ, RO. External stakeholders. 4 countries for case studies
5. To what extent are IOM's contributions and engagements in the MDSA compatible and aligned with IOM's mandate and strategic framework?	Documented compatibility and alignment to IOM's mandate and strategic framework.		

<p>6. To what extent are IOM's regional strategy and projects in the region supportive of the MDSA recommendations and action plan(s)?</p> <p>7. To what extent has IOM's support been coordinated with other stakeholders' support to the MDSA?</p> <p>8. Has IOM's secretariat role been clearly distinguishable by internal and external stakeholders from other IOM areas of work, including its role as the UN Migration Network Secretariat?</p>	<p>Documented evidence of the support in the regional strategy</p> <p>Documented and expressed coordination support.</p> <p>Documented and expressed roles of secretariat and other roles</p>	<p>Document review</p> <p>Interviews</p> <p>Interviews</p> <p>Document review</p>	<p>Documentation</p> <p>IOM staff - HQ, RO. External stakeholders. 4 countries for case studies</p> <p>IOM staff - HQ, RO. External stakeholders. 4 countries for case studies</p> <p>Documentation</p>
<b>Effectiveness</b>			
<p>9. Are the success indicators and expected results of the MDSA meetings and related preparatory work clearly articulated to provide IOM with tools to guide its support both as the UN Migration Agency and Secretariat?</p> <p>10. What is IOM's role (if any) in the follow-up of the MDSA recommendations? If yes, is it successful?</p> <p>11. To what extent has IOM been effective in supporting the implementation of the MDSA recommendations and action plans in national, bilateral or regional legal frameworks, agreements, action plans or programmes, and to draw to MDSA's attention the emerging migration governance issues in the region?</p> <p>12. To what extent the MDSA, and the support provided by IOM, have contributed to increasing Member State understanding and response on the topics</p>	<p>Documented indicators of success</p> <p>Documented and expressed role in follow up of recommendations</p> <p>Documented support of IOM in supporting implementation of MDSA</p> <p>Evidence of IOM's support contributing to understanding of Member states' of topics in MDSA meetings</p>	<p>Document review</p> <p>Interviews</p> <p>Survey to government representatives</p> <p>Document review</p> <p>Interviews</p> <p>Document review</p>	<p>Documentation</p> <p>IOM staff - HQ, RO. External stakeholders. 4 countries for case studies</p> <p>Government representatives</p> <p>Documentation</p> <p>Government representatives</p> <p>Documentation</p>

<p>addressed during the meetings and is it properly assessed and recorded by the Secretariat?</p> <p>13. To what extent is IOM supporting the MIDSA added value to the GCM consultations and continental platforms convened under the African Union?</p>	<p>Documented evidence of IOM's added value to GCM consultations and continental platforms</p>	<p>Document review</p>	<p>Documentation</p>
<p><b>Efficiency</b></p>			
<p>14. How is IOM administrative and operational support to MIDSA organized, and what are the fundraising mechanisms in place for its financial viability, including through contributions made by funds secured by MIDSA Member States?</p>	<p>Documented evidence of IOM administrative structures and fundraising mechanisms</p>	<p>Document review</p> <p>Interviews</p>	<p>Documentation</p> <p>IOM staff - HQ, RO. External stakeholders. 4 countries for case studies</p>
<p>15. To what extent has IOM been effective in coordinating internally (HQ, ROs and COs) and externally with IOM Member States and other Regional Consultative Processes (RCPs) or ICSMs to provide expertise and support to MIDSA??</p>	<p>Documented and expressed evidence of extent of effective coordination internally and externally</p>	<p>Survey to government representatives</p>	<p>Government representatives</p>
<p>16. Has IOM's administrative, technical and financial support been efficient for supporting MIDSA-related fundraising, procurement, staffing and reporting?</p>	<p>Documented evidence of efficient administrative, technical and financial support.</p>	<p>Document review</p>	<p>Documentation</p>
<p>17. What is the MIDSA participants' feedback on the planning, coordination, organization, timing and quality of MIDSA conferences?</p>	<p>Expressed feedback from MIDSA participants</p>	<p>Survey to government representatives</p> <p>Interviews</p>	<p>Government representatives</p>
<p>18. How efficiently was IOM able to use its role in MIDSA as an observer and provider of technical advice to promote well-managed migration policies in the SADC member States and convergent approaches to</p>	<p>Documented and expressed use of IOM's role as an observer and provision of technical support.</p>	<p>Interviews</p> <p>Document review</p>	<p>IOM staff - HQ, RO. External stakeholders. 4 countries for case studies Documentation</p>

<p>migration at the regional SADC level?</p> <p>19. To what extent has the work of the MIDSA been supported by a strategic framework and working plan which could guide the work and contribution of IOM?</p>	<p>Documented IOM strategic framework and working plan for MIDSA</p>	<p>Interviews Document review</p>	<p>Documentation Government representatives, IOM staff</p>
<b>Impact</b>			
<p>20. What are the noticeable changes/effects (positive/negative and intended/unintended) produced by IOM's support to the MIDSA?</p> <p>21. How influential has IOM been as observer and technical advisor in the production of results/changes that align with the recommendations and action plans from MIDSA?</p>	<p>Documented and expressed changes seen</p> <p>Expressed influence of IOM's roles in MIDSA</p>	<p>Document review Interviews  Survey to government representatives</p>	<p>Documentation IOM staff - HQ, RO. External stakeholders. 4 countries for case studies  Government representatives</p>
<b>Sustainability</b>			
<p>22. What are the main factors that determine the sustainability of the MIDSA and its benefits?</p> <p>23. To what extent has there been continuity in the work of the MIDSA on the prioritized topics and in the support provided by the Secretariat?</p> <p>24. What do different key players (IOM, Member States and SADC) perceive their role to be in sustaining MIDSA as an ISCM and what initiatives have they or do they plan to implement to sustain MIDSA?</p>	<p>Documented and expressed factors contributing to sustainability</p> <p>Documented and expressed continuity on identified prioritized areas</p> <p>Expressed perception by key players of their role in sustaining MIDSA</p>	<p>Document Review  Interviews  Survey to government representatives</p>	<p>Documentation  IOM staff - HQ, RO. External stakeholders. 4 countries for case studies  Government representatives</p>

### ANNEX 3: List of documents reviewed

AU (2022), *Africa Union Climate Change and Resilient Development Strategy and Action Plan (2022 - 2032)*

Government of Namibia (2020), *Namibia's 5<sup>th</sup> National Development Plan (2017/18 – 2021/22)*

Integral Human Development (2023), *Migrant Profile - Comoros Country*

IOM (n.d.), *Migration Dialogue for Southern Africa*. (Original MDSA Project Document)

IOM (n.d.), *Strategic Results Framework*

IOM (2017), *Final Report to the United Nations High Commissioner for Refugees; (UNHCR)*

IOM (2019), *An evaluation of IOM's engagement in and contribution to ISCMs*

IOM (2020), *Institutional Strategy on Migration, Environment and Climate Change 2021–2030 For a comprehensive, evidence and rights-based approach*

IOM (2020), *Southern Africa Regional Strategy 2020 – 2024*

IOM (2021), *IOM Country Strategy for Mozambique 2021-2023*

IOM (2021), *Migration Governance Indicators Profile 2021 – Union of the Comoros*

IOM (2022), *2021 MDSA Recommendations Action Plan* (internal document)

IOM (2023), *IOM Annual Report for 2022*

IOM, (2023), *Migration Governance Indicators Profile 2022 – Republic of Namibia*

IOM (2024), *Assessment of migration policy and institutional framework in Botswana, Comoros, Eswatini, Madagascar, Seychelles, Namibia, South Africa, Zambia and Zimbabwe*.

SADC, Member States and IOM (2017-2023), *MDSA meeting reports and recommendations* (various)

*Union des Comores & IOM (2023), Plan d'action triennal pour l'élaboration de la politique migratoire*

United Nations Network on Migration (2022), *UNNM Workplan 2022 – 2024*

US government (2020), *United States Department of States Trafficking in Person Report*

Von Koppenfels, Amanda Klekowski, (2001), *The Role of Regional Consultative Processes in Managing International Migration*. IOM

## ANNEX 4: Extra survey figures

Figure 8: Country of residence of survey respondents

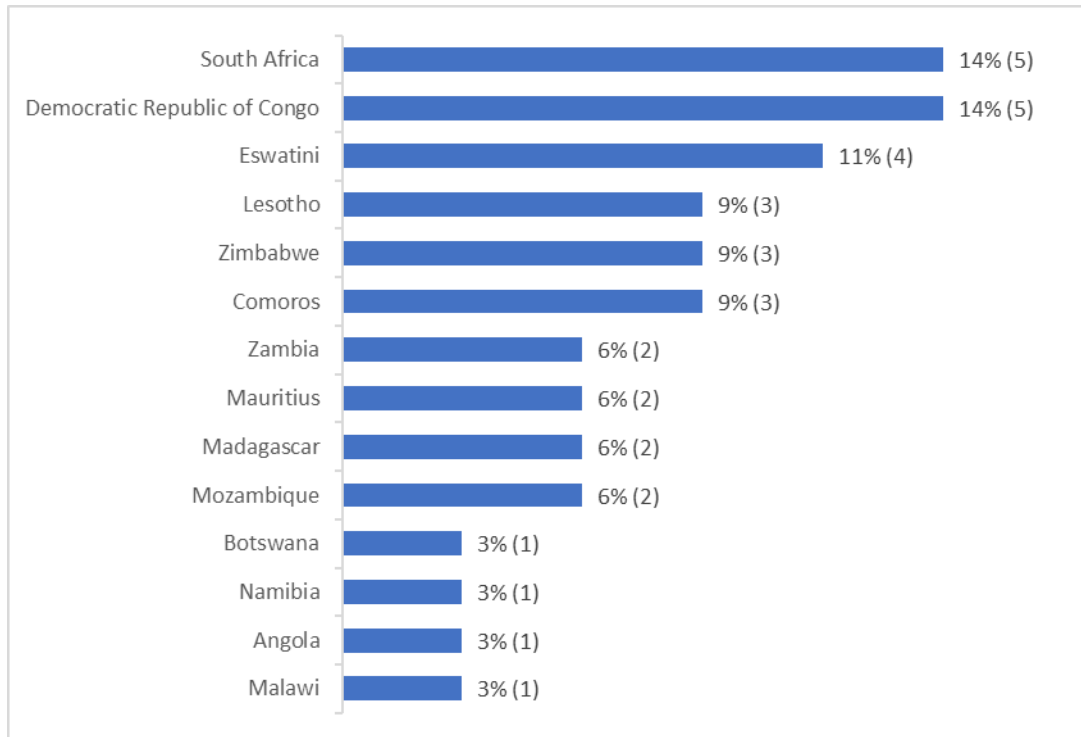
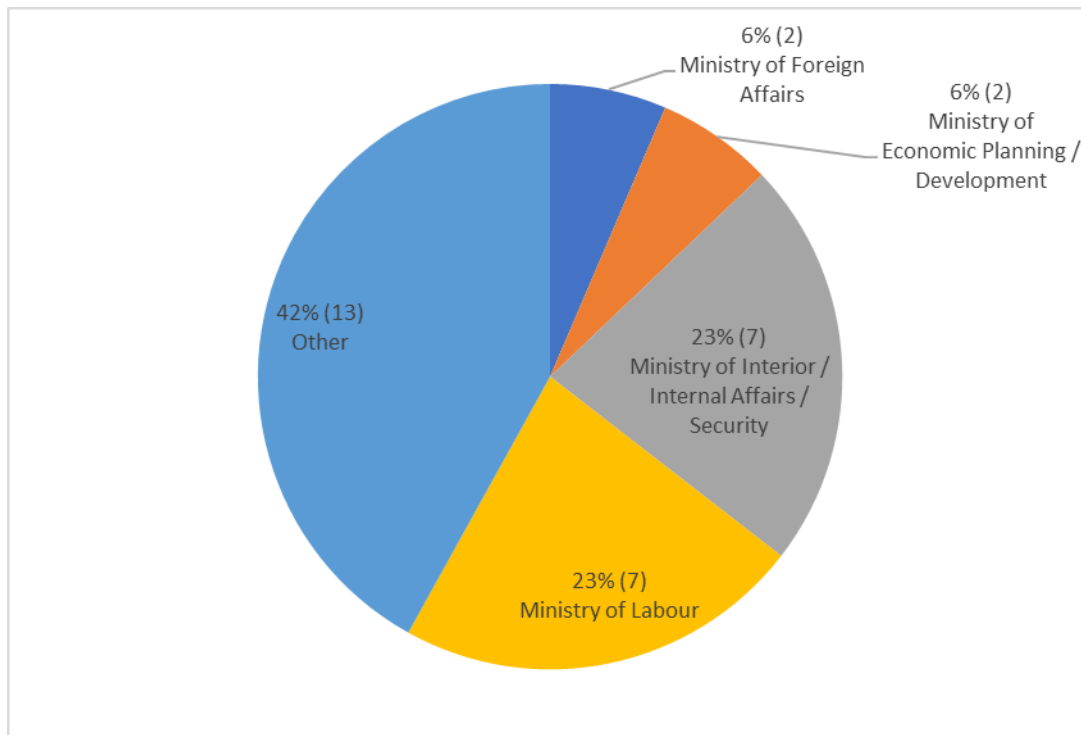


Figure 9: Government services / ministries of survey respondents



Other included: statistics agency (7), social security, regional integration, Environment Climate and Wildlife, Tourism and Environmental Affairs

Figure 10: Participation in MDSA meetings of survey respondents

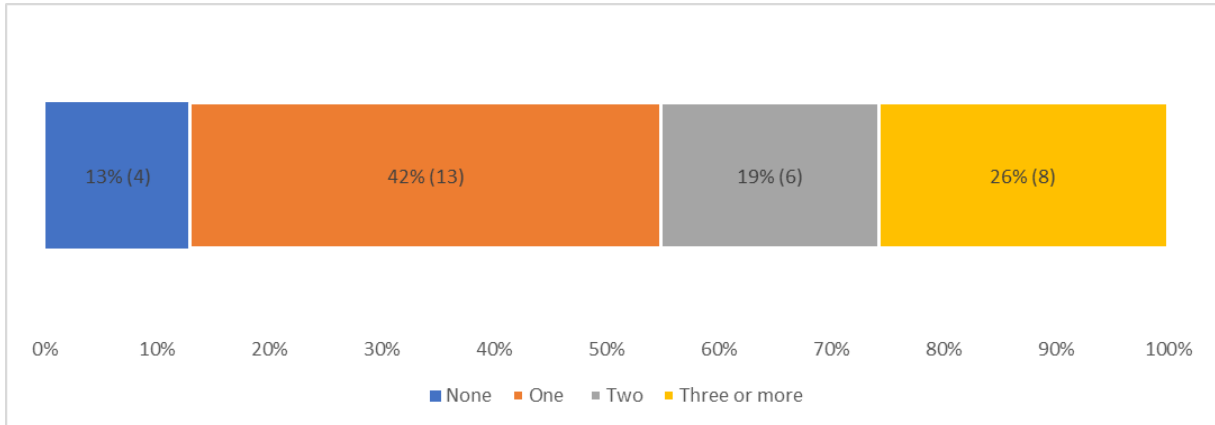


Figure 11: Familiarity with MDSA objectives of survey respondents

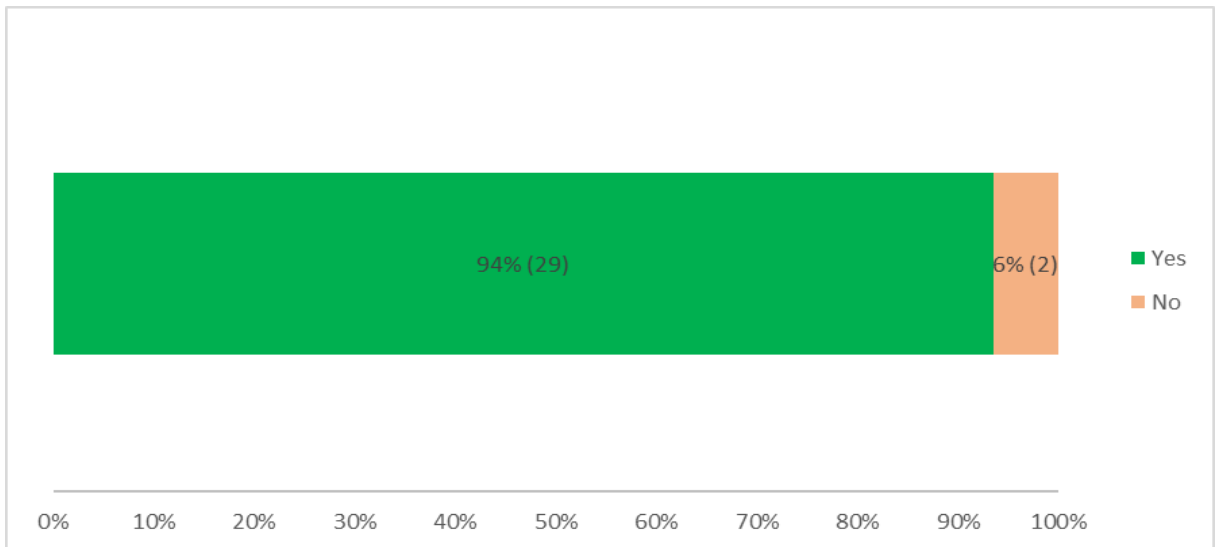
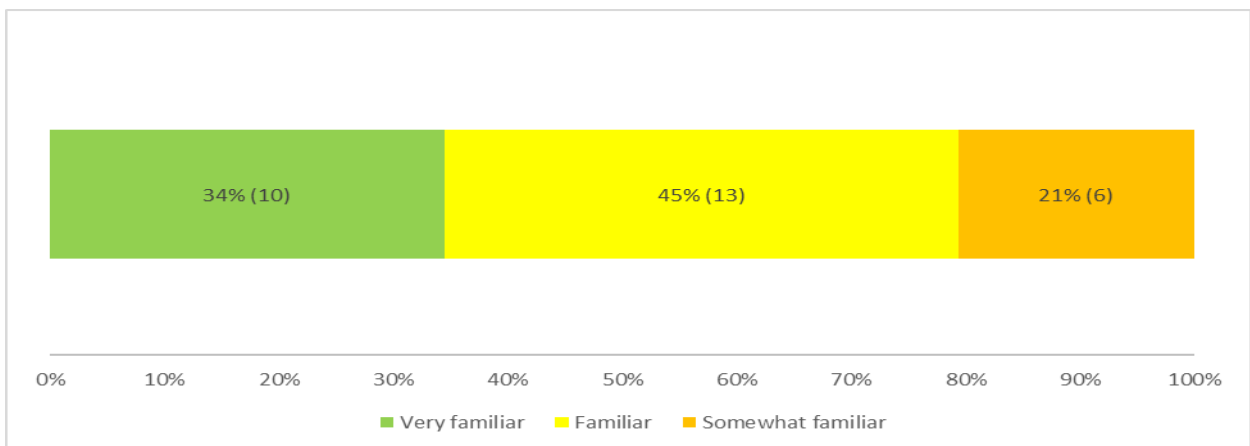


Figure 12: Extent of survey respondents' familiarity with the MDSA objectives





## ANNEX 5: List of Interviewees

#	Country/ Organization	Gen- der	Name	Designation and Organization
<b>External Stakeholders</b>				
1.	Africa Union	M	Geoffrey Kundu	Coordinator – Migration Programs
2.	Botswana	F	Dimpho Mathumo	Ag. Director, Dept of immigration, Ministry of Foreign Affairs
3.	Comoros	M	Dr. Issa Abdusalami	Diaspora, Ministry of Foreign Affairs and International Cooperation
4.	Comoros	M	Dr. Zouboudou Moctar	Chief of employment design, Ministry of Labour
5.	Comoros	M	Youssouf Younoussa	Ministry of Agriculture, environment, fishing, tourism and handicrafts
6.	Comoros	F	Hamid Mounaidat	Ministry of Agriculture, environment, fishing, tourism and handicrafts
7.	Madagascar	F	Razafison Jessie Athina	Director of Diaspora and Migration, Ministry of Foreign Affairs
8.	Malawi	F	Flower Mchombo	Economist, Ministry of Foreign Affairs
9.	Malawi	M	John Kabhage	Deputy Director Planning and Research, Ministry of Foreign Affairs
10.	Malawi	M	Kodwani Kamanga	Mig Governance Coordinator, Ministry of Homeland Security
11.	Mauritius	M	Banyasing Unmar	Ag. Deputy Director of Statistics, Ministry of Finance
12.	Mozambique	M	Armando Pedro Muiuane Jnr	DG Nat Institute of Mozambicans Abroad
13.	Mozambique	M	Elvino Nhantumbo	National Institute of Statistics
14.	Mozambique	M	Mussagy Ibrahim	Technician in Demography Dept., National Institute of Statistics
15.	Namibia	M	AvShalom Nghifitikeko	Director: Multilateral Relations & Cooperation, Ministry of International Relations and Cooperation (MIRCO)
16.	Namibia	M	David Iigonda	Deputy Director, Labour Market Information & Ag. Director labour Market Services, Ministry of Labour
17.	Namibia	F	Manny Khandjii	Program Manager in Family Sub Division (Family Welfare Services), Ministry of Health and Social Services
18.	Namibia	M	Nehemiah Nghishekwa	Chief of Immigration, Ministry of Home Affairs
19.	Namibia	F	Wilhelmine Shigwedha	Chief Economist, Ministry of Labour &
20.	Save the Children, South Africa	M	Ntisiyo Shingwenyana	Senior program manager, Sexual & Reproductive Health Rights
21.	USPRM	M	Wilson Korol	Foreign Service Officer
22.	Zimbabwe	M	Prosper Kambarani	Assistant Regional Immigration Officer (Compliance), Ministry of Home Affairs
23.	Zimbabwe	F	Tamari Shadaya	Regional Immigration Officer, Ministry of Home Affairs
24.	Zimbabwe	M	Tidings Matangira	Principal Statistician, Zimbabwe Statistics Office
25.	Zimbabwe	M	Timothy Mudakavera	Chief Research and Economics, Ministry of Public Service, Labour and Social Welfare

IOM Staff				
26.	ACBC, Tanzania	M	Mpilo Nkomo	Senior Immigration and Border Governance Specialist
27.	Botswana	M	Poem Mudyabikwa	Program Advisor and Officer in Charge
28.	DRC	M	Fabien Sambussy	Chief of Mission
29.	Ethiopia/AU	F	Kachi Madubuko	Migration Policy Officer, AU Liaison Office
30.	Ethiopia/AU	F	Manqindi Phumza	AU Liaison Officer
31.	Eswatini	M	Jeremias Isaias Mendes	Chief of Mission
32.	Geneva/HQ	F	Aissata Kane	Senior regional advisor to DG on Sub-Saharan Africa and AU
33.	Geneva/HQ	F	Catharine Northing	Head of International Partnership Division
34.	Geneva/HQ	F	Kristina Galstyan	Migration Policy Officer
35.	Madagascar	M	Evina Roger Charles	Chief of Mission
36.	Malawi	F	Nomagugu Ncube	Chief of Mission
37.	Mozambique	M	Sascha Nlabu	Deputy Chief of Mission
38.	Namibia	F	Florence Situmbeko	Head of Office
39.	Pretoria RO	M	Ashraf El Nour	Regional Director
40.	UN Migration Network Secretariat	F	Azrah Karim Rajput	Senior Regional Policy Officer (UNNM)
41.	Pretoria RO	F	Cy Winter	Regional Thematic Specialist, Immigration and Border Governance
42.	Pretoria RO	F	Julia Hill-Mlati	Regional Project Development Officer
43.	Pretoria RO	M	Nair Ragen	Regional Management Officer
44.	Pretoria RO	M	Norberto Celestino	Africa Regional Migration Program Coordinator
45.	Pretoria RO	M	Rogers Mutie	Regional M&E Officer
46.	Pretoria RO	M	Sunday Tunde Omoyeni	Regional Project Coordinator
47.	Pretoria RO	M	Wonesai Sithole	Regional Policy Liaison Officer
48.	Pretoria RO	M	Kit Leung	RTS Health
49.	South Africa	F	Lily Sanya	Chief of Mission, South Africa
50.	Somalia	F	Sikhulile Dhlamini	Prog Manager for Labour Mobility and Social Inclusion (formerly Pretoria RO)
51.	Tanzania	M	David Hofmeijer	Program Coordinator
52.	Vienna RO	M	Jason Thede	Regional Thematic Specialist, Labour Migration (Formerly Pretoria RO)
53.	Zimbabwe	M	Mario Lito Malanca	Chief of Mission

## ANNEX 6: Evaluation Terms of Reference

### ***Evaluation of IOM's contribution to the Migration Dialogue for Southern Africa (MIDSA) Inter-State Consultation Mechanisms***

**Commissioned and managed by:** Department of Strategic Planning and Organizational Performance, IOM Central Evaluation Unit.

#### **1. Evaluation Context**

The Migration Dialogue for Southern Africa (MIDSA) is an inter-State consultation mechanism on migration (ISCM) created by States members of the Southern African Development Community (SADC) in 2000 upon the '*need to develop, in conjunction with SADC<sup>84</sup>, a forum for further exchange of information, experience and perspective among Governments on migration policy and practice, to facilitate cooperation*'.<sup>85</sup> MIDSA brings together all the 16 member States of the SADC (Angola, Botswana, Comoros, Democratic Republic of Congo, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, United Republic Tanzania, Zambia and Zimbabwe). The Democratic Republic of Congo currently chairs the MIDSA until August 2023. IOM was invited to provide secretariat support to this State-led informal entity operating through regular meetings. Other participants to the MIDSA include Observer States and participating (partner) Organizations. MIDSA has addressed through its over twenty annual senior-level meetings the main themes of its focus including forced migration, mixed migration, trafficking in persons, migrants smuggling, disaster risk management, migration and climate change, protection, migration and health and border management. Conclusions and recommendations of MIDSA have often been incorporated into regional policies and action plans.

Since the creation of the MIDSA, many factors have shaped migration flows in the region, including displacement resulting from conflicts in Angola, the Democratic Republic of Congo and Mozambique, increased demand for labour in Angola, Botswana, South Africa and Zambia, droughts in Botswana, Namibia, Southern Africa and Swaziland, cyclones and flooding in Comoros, Madagascar, Malawi, Mozambique and Zimbabwe, environmental degradation and climate change. With a history of porous borders, economic instability and limited institutional capacities, Southern Africa is fertile ground for irregular migration. Migratory flows both from within the region and outside the region are a common feature. An increasingly diverse range of human trafficking activities is facilitated by growing numbers of local smugglers and an expanding network of transnational criminal syndicates. A significant majority of irregular migrants originate from within the region, although individuals from as far away as the former Soviet Union, Eastern Europe, China, Thailand, Pakistan, Bangladesh and India have been arriving in increasing numbers since the mid-1990s.

The SADC Members approved the [Protocol on the Facilitation of Movement of Persons in 2005<sup>86</sup>](#), the Labour Migration Action Plan (2020-2025), and the SADC Migration Policy Framework and Action Plan

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<sup>84</sup> Southern African Development Community

<sup>85</sup> IOM (1999) Summary Report – The Way Forward. The International Migration Policy and Law Courses, Pretoria, presented April 1999, quoted in IOM (2002) Summary Project Outline – Migration Dialogue for Southern Africa – MIDSA,

<sup>86</sup> The protocol was originally drafted in 1995 and redrafted in 2005, has only been ratified by some SADC members, and is not in force. Some SADC Member States are also members of the Common Market for

(SADC-MPF-AP) in 2022. The Organization of African Union adopted a Migration Policy Framework for Africa in 2006, revised in 2018<sup>87</sup>, and the [African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa](#) in 2009. The MIDSA was involved in discussing regional approaches related to the implementation of the [2030 Agenda for Sustainable Development](#) and the [Global Compact on Safe, Orderly and Regular Migration \(GCM\)](#).

IOM has a triple role in MIDSA – it is an observer organization of the MIDSA (which means it participates in MIDSA meetings and discussion as one of its observers, without a right to vote), it is the technical secretariat for MIDSA, and it is a provider of technical advice to MIDSA like to all ISCMs in its capacity as the leading intergovernmental organization on migration. IOM's roles include liaison with the SADC, MIDSA Member States and the MIDSA Chair.

As technical secretariat, IOM supports the planning and organization of the work of MIDSA, its meetings, including engaging with experts to carry out the preparatory work, provides organizational support, and follows up on recommendations and agreed action points. Through the IOM Country Offices, it supports delegations from Members States to prepare for the Annual Conference.

As an entity, the MIDSA lacks a legal personality, so funding is channelled through its Secretariat. According to the Assessment of Inter-State Consultation Mechanisms on Migration (2020), 90% of MIDSA's funding is external. To support MIDSA operations, IOM has received funding from multiple donors, including the Bureau of Population, Refugees and Migration, the US Department of State<sup>88</sup>, the Permanent Mission to South Africa<sup>89</sup>, the European Union<sup>90</sup>, and the IOM Migration Resource Allocation Committee (MIRAC) Fund<sup>91</sup> among others. Overall, IOM Southern Africa Regional Office has consistently invested financial and technical resources towards MIDSA for the past 20 years to support the process.

In 2019, IOM conducted an evaluation of IOM's engagement in and contribution to Inter-State Consultation Mechanisms on Migration (ISCM) based on a process evaluation approach to examining the internal dynamics at IOM for supporting ISCMs, the institutional instruments used in response to requests from States, its service delivery mechanisms and management practices, and the linkages among these. If the evaluation offers interesting information on IOM's activities within these regional processes, it does not however cover specifically the role of IOM vis-à-vis the MIDSA. In 2017, IOM also conducted an internal review of the PRM project that had been providing funding for MIDSA over the years. The review specifically attempted to document some key reflections on the design, role, efficiency and impact of MIDSA on migration governance in the region.<sup>92</sup>

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Eastern and Southern Africa (COMESA), which agreed on the Protocol on the free movement of persons, labor services, right of establishment and residents in 1998. See <https://comesacourt.org/wp-content/uploads/2020/01/COMESA-Protocol-on-the-Free-Movement-of-Persons-Labour-Services-Right-of-Establishment-and-Residence-29-June-1998.pdf>

<sup>87</sup> African Union (2018) Migration Policy Framework for Africa and Plan of Action (2018 – 2030), available in <https://au.int/sites/default/files/documents/35956-doc-au-mpfa-executive-summary-eng.pdf>

<sup>88</sup> Most recent contributions have been made through to the Africa Regional Migration Program include PX.0104 from 2019 to 2020, PX.0207 from 2020 to 2021, PX.0299 from 2021 to September 2022 and MS.0009 from 2022 to 2023

<sup>89</sup> Migration Dialogue for Southern Africa project TC.0702 from 2013 to 2022

<sup>90</sup> Through the Aenas Programme.

<sup>91</sup> Strengthening Migration Related Data and Information Collection and Analysis in Southern Africa - setting a foundation, building IOM's internal technical capacity. (PR.0262, 2021), Supporting Regional Integration through Diaspora Engagement towards strengthening institutional capacities and socio-economic development of SADC Member States, (TK.0021, 2022), and Advancing the Evidence Base on Migration and Data Capacity of IOM and Partners to Improve Migration Policymaking and Programming in the Southern Africa Region (PR.0279, 2022 to 2023).

<sup>92</sup> [Addressing irregular migration in Southern Africa – An internal review of project achievements \(2010 -2016\)](#)

## 2. Objective of the Evaluation

The objective is to evaluate IOM's contribution to the Migration Dialogue for Southern Africa (MIDSA) Inter-State Consultation Mechanism on Migration in relation to its mandate as the UN Migration Agency for migration governance and management in Southern Africa, as well as the assistance provided by IOM in the framework of the Secretariat.

The evaluation findings are expected to be presented at the next MIDSA meeting, both to Member and Observer States and partner organizations, to set the ground for potential enhancements to IOM's support to the MIDSA to position it for greater efficiency, effectiveness and impact on migration governance in the region.

In addition, the evaluation will inform the work of the IOM Regional Office for Southern Africa and the IOM Country Offices in the region to support the MIDSA.

## 3. Evaluation Scope and Methodology

In line with its objective, the evaluation will respond to the evaluation questions grouped under the six OECD/DAC criteria of relevance, coherence, effectiveness, efficiency, impact and sustainability. The methodology will consist of an extensive documentation review (including publications, documents and reports from MIDSA, SADC, African Union and other inter-state consultation mechanisms on migration, relevant regional research institutions<sup>93</sup>, and IOM project and strategic documents and information systems), interviews with key staff and stakeholders focal points<sup>94</sup>, and electronic surveys targeting a cross-section of key actors at country and regional level. The evaluation should include visits to meet with stakeholders from at least three MIDSA Member States, which can be used as case studies.

During the inception phase, the case studies reflecting the adoption of MIDSA recommendations will be further discussed for final selection. The evaluation will also develop a Theory of Change (ToC) articulating the work of IOM on its role and contribution as the Secretariat and observer of and technical adviser to of the ISCM. This may properly highlight the dynamics and outcomes that can guide IOM's intervention and its related financial planning and support. Cross-cutting issues are to be considered, with particular consideration to human rights, gender and the environment.

The target audience for the conduct of this evaluation includes IOM management, mainly from the International Partnerships Division (IPD) at Headquarters (HQ) but not exclusively, the Regional Office for Southern Africa (ROSA) located in Pretoria and the IOM country offices in the region, and the IOM's Special Liaison Office in Addis Ababa. The audience includes MIDSA Member States, Observer States, donors and interested partners. The use of various data collection tools (documentation review, interviews, surveys) will facilitate the triangulation of information collected, thereby increasing the reliability of the findings, lessons learned, good practices, and recommendations that will be presented in the evaluation report.

The evaluation is not intended to provide an analysis of the performance or impact of the MIDSA as an ISCM but to identify potential areas of interest and changes to the MIDSA and fields of activities where IOM can play a role both as a technical and academic reference for migration governance vis-a-vis migrants and Member States in the region and as a support entity for organizing the meetings and follow-up activities.

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<sup>93</sup> I.e., Southern African Migration Programme (SAMP), Africa Institute of South Africa (AISA), Southern Africa Institute of International Affairs (SAIIA) and in particular its Migration-themed section of research, Institute for Security Studies (ISS), and the African Centre for Migration and Society (ACMS).

<sup>94</sup> including MIDSA, SADC, COMESA, and IOC, relevant UN agencies and INGOs

The evaluation will limit its analysis to data from the last five years, starting in 2017. Therefore, it will cover pre- and post-Covid-19 period and the years of the Covid-19.

#### **4. Evaluation Questions:**

##### **Relevance:**

- To what extent is the role of IOM as the Secretariat and technical reference for MDSA relevant to MDSA Member States?
- To what extent has the MDSA Secretariat under IOM's leadership evolved and been adapted to the emerging needs and priorities, including the Global Compact for Migration?
- How did IOM coordination help mainstream key crosscutting themes such as gender, rights-based approach and environmental sustainability into MDSA conferences and dialogue?
- To what extent has the work of the MDSA been supported by a strategic framework and working plan which could guide the work and contribution of IOM?
- To what extent has the support provided by IOM been relevant and strategically aligned to the priorities and needs of Member States, migrants in the region and to some extent to Observers and donors?
- Are the capacity-building activities developed in the framework of the MDSA by IOM relevant to the needs of Member States?

##### **Coherence:**

- What is the position of MDSA vis-à-vis the Global Compact of Migration and other relevant regional frameworks?
- To what extent are IOM's contributions and engagements in the MDSA compatible and aligned with IOM's mandate and strategic framework?
- To what extent are IOM's regional strategy and projects in the region supportive of the MDSA recommendations and action plan(s)?
- To what extent has IOM's support been coordinated with other stakeholders' support to the MDSA?
- Has IOM's secretariat role been clearly distinguishable by internal and external stakeholders from other IOM areas of work, including its role as the UN Migration Network Secretariat?

##### **Effectiveness:**

- Are the success indicators and expected results of the MDSA meetings and related preparatory work clearly articulated to provide IOM with tools to guide its support both as the UN Migration Agency and Secretariat?
- What is IOM's role (if any) in the follow-up of the MDSA recommendations? If yes, is it successful?
- To what extent has IOM been effective in supporting the implementation of the MDSA recommendations and action plans in national, bilateral or regional legal frameworks, agreements, action plans<sup>95</sup> or programmes, and to draw to MDSA's attention the emerging migration governance issues in the region?
- What operational support and financial contributions to IOM have the MDSA Member States secured to ensure adequate technical and administrative support?

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<sup>95</sup> E.g., the AU Migration Policy Framework and Plan of Action 2018-2030

- To what extent the MIDSA, and the support provided by IOM, have contributed to increasing Member State understanding and response on the topics addressed during the meetings and is it properly assessed and recorded by the Secretariat?
- To what extent is IOM supporting the MIDSA added value to the GCM consultations and continental platforms convened under the African Union?
- To what extent has the MIDSA developed effective procedures and guidance documents to support and manage its work (i.e., Capacity building, communications, documentation and sharing of experiences, lessons learned and good practices, monitoring and evaluation of progress, etc.)?
- To what extent has IOM been effective in coordinating internally (HQ, ROs and COs) and externally with IOM Member States and other Regional Consultative Processes (RCPs) or ICSMs to provide expertise and support to MIDSA?

**Efficiency:**

- How is IOM administrative and operational support to MIDSA organized and what are the fundraising mechanisms in place for its financial viability?
- Has IOM's administrative support been efficient, including for procurement, staffing and financial reporting?
- Has IOM's technical and operational support been efficient and aligned to the expected results?
- What is the MIDSA participants' feedback on the planning, coordination, organization, timing and quality of MIDSA conferences?
- How efficiently was IOM able to use its role in MIDSA as an observer and provider of technical advice to promote well-managed migration policies in the SADC member States and convergent approaches to migration at the regional SADC level?

**Impact:**

- What are the noticeable changes/effects (positive/negative and intended/unintended) produced by IOM's support to the MIDSA?
- How influential has IOM been as observer and technical advisor in the production of results/changes that align with the recommendations and action plans from MIDSA?

**Sustainability:**

- What are the main factors that determine the sustainability of the MIDSA and its benefits?
- To what extent are the costs of the MIDSA funded by MIDSA Member States and Observers? If limited, what factors hinder predictable funding including for the Secretariat?
- To what extent has IOM been able to secure resources to complement the funding provided by the MIDSA Member States to ensure the implementation of core MIDSA activities?
- To what extent has there been continuity in the work of the MIDSA on the prioritized topics and in the support provided by the Secretariat?
- What do different key players (IOM, Member States and SADC) perceive their role to be in sustaining MIDSA as an ICSM and what initiatives have they or do they plan to implement to sustain MIDSA?
- What funding schemes can IOM propose to MIDSA member States to contribute to fund the MIDSA costs?

## 5. Ethics, norms and standards for evaluation

IOM abides by the [Norms and Standards for Evaluation](#) of UNEG and expects all evaluation stakeholders and the consultant(s) to be familiar and compliant with the [UNEG Ethical Guidelines for Evaluation](#), as well as the [UNEG Codes of Conduct for Evaluation in the UN System](#).

The evaluation must be conducted in full respect of IOM Data Protection Principles.

## 6. Evaluation deliverables

The following deliverables are to be provided by the evaluator throughout the evaluation process upon a pre-agreed schedule:

- Inception report<sup>96</sup> (including evaluation matrix, methodology and tools).
- Draft evaluation report for comments, including the case studies analysis in Annex.
- Debrief on initial findings.
- Final evaluation report.<sup>97</sup>
- Evaluation Brief.<sup>98</sup>
- Presentation of the evaluation findings.
- Draft management response and action plan matrix indicating the responsible unit for each recommendation.
- Brief progress report(s) during the evaluation, depending on needs.

All deliverables are to be written in English. The deliverables should meet the quality standards described in IOM [Guidance on Quality Management of Evaluations](#) for inception reports, draft and final reports.

## 7. Roles and Responsibilities

The evaluation will be conducted by an external consultant/consultant firm under the responsibility of the IOM Central Evaluation Unit (EVA). The International Partnerships Division (IPD) and the Regional Office for Southern Africa (ROSA), the IOM's Special Liaison Office in Ethiopia and the Senior Regional Officer will act as Reference Group and be EVA's main interlocutors for providing comments and feedback on the conduct of the exercise. The establishment of a broader reference group will be discussed with IPD and ROSA to contribute to and support the conduct of the evaluation, in particular for commenting on the inception and draft reports. This will be decided during the inception phase and may, for instance, include the Chiefs of Mission of the countries selected as case studies.

IPD and ROSA will provide relevant documentation to help answer the evaluation questions and identify the internal and external structures, processes, policies, strategies and programmatic approaches referenced to answer the evaluation questions. EVA will work with the Reference Group and the consultant(s) on the establishment of interview and survey respondents lists, the elaboration and conduct of the surveys agreed upon during the inception phase and on the identification of case studies and related scope of analysis.

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<sup>96</sup> Using IOM template.

<sup>97</sup> Ibid.

<sup>98</sup> Ibid.



## 8. Budget

The costs of the evaluation will be covered by the IOM Central Evaluation budget.

## 9. Evaluation Time Schedule

Below is an indicative work plan for the conduct of the evaluation:

Activity	Timeframe/ deadlines	Indicative Working Days for Consultancy	Who is responsible
Inception phase (including preparatory meeting)		8 days	Consultant(s)
Review of the inception report			EVA, ROSA, IPD
Documentation review, surveys, interviews		30 days	Consultant(s)
Conduct of field visits		8 days	Consultant(s)
Evaluation draft report		9 days	Consultant(s)
Review of the evaluation draft report			EVA, ROSA, IDP
Finalization of the evaluation report and materials (Evaluation Brief and PPT)		5 days	Consultant(s)
<b>TOTAL DAYS CONSULTANT</b>		<b>60 DAYS</b>	

## 10. Consultant Qualifications

- (1) At least 15 years of evaluation experience (or 10 years of evaluation experience and an advanced degree in social and political sciences).
- (2) Experience with evaluations addressing migration policy and governance, inter-governmental initiatives to exchange experiences, or inter-state consultation or coordination mechanisms.
- (3) Advanced knowledge and skills in categorization, mapping, mixed methods, and evidence synthesis.
- (4) Strong background and expertise in conducting quantitative and qualitative data analysis.
- (5) High proficiency in English. Experience in the Southern African Region is an asset.

## 11. Expression of Interest

IOM is looking for proposals from service providers (either individual consultants or consulting firms) to deliver the outlined products. Service providers are requested to submit the following:

- (1) A technical proposal with a description of the approach, methodology, activities, work plan, deliverables and consultant(s) experience and expertise matching the Terms of Reference (ToR).
- (2) A detailed budget in USD including all the respective budgetary costs.
- (3) An indicative cost can be included for potential travel to case study countries.
- (4) Two examples of similar work.
- (5) Three references.

For individual consultants interested to apply, please contact [eva@iom.int](mailto:eva@iom.int) before the deadline for instructions on the application.