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Migration in North Africa: A Preparation Towards the Global Compact for Safe, Orderly and Regular Migration

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Acronyms

AU	African Union
GCM	Global Compact for safe, orderly and regular Migration
IDP	Internally Displaced Person
ILO	International Labor Organization
IOM	International Organization for Migration
SDGs	Sustainable Development Goals
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNECA	United Nations Economic Commission for Africa
WB	World Bank

Key Definitions¹

Destination country: A country that has received a certain number of refugees and migrants on a yearly basis by presidential, ministerial or parliamentary decision. Also known as receiving country.

Emigration: The act of departing or exiting from one State with a view to settling in another.

Forced migration: A migratory movement in which an involuntary element or coercion exists (e.g. persons displaced by natural or environmental disasters, famine, movements of refugees and internally displaced persons). The involuntary element or coercion may arise from natural or man-made causes or from threats to life and livelihood or otherwise.

Immigration: A process by which non-nationals move into a country for the purpose of settlement.

International migrant stock: The number of people living in a country or area other than that in which they were born, as estimated by the Department of Economic and Social Affairs of the United Nations, based on population census data. If the number of foreign-born persons was not available, the estimate refers to the number of people living in a country other than that of their citizenship.

Interregional migration: Concerns the temporary or permanent movement of persons between regional economic communities.

Intra-regional migration: Concerns the temporary or permanent movement of persons within a given regional economic community.

Intra-African migration: Concerns the temporary or permanent movement of persons within the continent of Africa.

Irregular migration: Movement that takes place outside the regulatory norms of sending, transit and receiving countries. This concerns entry, stay or work in a receiving country without the necessary authorization or documents required under immigration regulations. For a sending country, the irregularity is seen for example in cases where a person crosses an international boundary without a valid passport or travel document or does not fulfill the administrative requirements for leaving the country.

Migrant: As defined by the International Organization for Migration, any person who is moving or has moved across an international border or within a State away from his/her habitual place of residence, regardless of (a) the person's legal status; (b) whether the movement is voluntary or involuntary; (c) what the causes for the movement are; or (d) what the length of the stay is.

Migration: The movement of a person or a group of persons, either across an international border or within a State. It is a population movement, encompassing any kind of movement of people, whatever its length, composition and causes; it includes migration of refugees, displaced persons, economic migrants and persons moving for other purposes, including family reunification.

¹ Definitions according to the Economic Development in Africa Report 2018 : Migration for Structural Transformation, *United Nations Conference on Trade and Development (UNCTAD)*

Introduction

The flows and forms of migration in Africa in general, and North Africa in particular, have been undergoing fast changes. Although widely underestimated, the flows of international migrants are mounting both inside and outside the continent. While a focus on migration along the South–North pathway has dominated migration discussions and policy debates over the years mainly as a result of the brain drain nexus or the issues of remittances as a development panacea, the South-South migration has not received much attention. To refocus the issue, migration on the African continent should be identified in terms of the origins, transit and destinations of the population flows. While much attention is focused on African migration to Europe and the Middle East, the highest level of African migration is taking place within the continent.

The number of international migrants worldwide has continued to grow rapidly in recent years, reaching 258 million in 2017, up from 173 million and 220 million in 2000 and 2010, respectively². Of these 258 million, 36 million originated from Africa.

The magnitude of migration flows in recent years has not only drawn the attention of policy makers at the national level, but the regional and international level as well. Discussions about international migration at the global level, however, are not new. In 2006 and 2013, the advances made through the United Nations High-level Dialogues on International Migration and Development were remarkable. Furthermore, the Global Forum on Migration and Development was launched in 2007. These platforms paved the way for the New York Declaration for Refugees and Migrants.

On September 19, 2016, the United Nations General Assembly unanimously adopted the New York Declaration for Refugees and Migrants. The New York Declaration reaffirms the importance of the international refugee regime and contains a wide range of commitments by member States to strengthen and enhance mechanisms to protect people on the move. It has paved the way for the adoption of two new global compacts in 2018: a global compact on refugees and a global compact for safe, orderly and regular migration.

The Global compact for safe, orderly and regular migration (GCM) consists of twenty-three objectives including commitments member States will adhere to once signed. The GCM will be put forward for adoption in December 2018 during the intergovernmental international conference for migration in Morocco. The compact is framed consistently with target 10.7 of the 2030 Agenda for Sustainable Development in which member States committed to cooperate internationally to facilitate safe, orderly and regular migration. Its scope is defined in Annex II of the New York Declaration. The GCM is also in line with the objectives of Agenda 2063.

In the African context, a High Level Panel on International Migration (HLPM) was established in April 2016 to provide policy guidance and support policy dialogues on international migration in Africa. One of its main objectives is to enable Africa to use migration as an instrument of mutual development for the benefit of migrants and countries of the continent in the context of international cooperation.

It is therefore in this context that this report on migration in North Africa finds its roots. In a globalized world where the question of migration has recalled many debates, the need to look closer and analyze its dynamics in a strategic region such as North Africa would be of great use. Furthermore, taking a closer look at the implications of the Global Compact for Migration and its relevance to the North African context will be of great added value. It is, thus, based on the above-mentioned components that comprehensive policy recommendations will be presented.

² United Nations, International Migration report 2017. Available on: http://www.un.org/en/development/desa/population/migration/publications/migrationreport/docs/MigrationReport2017_Highlights.pdf

Part 1

Assessment of Migration in North African Countries

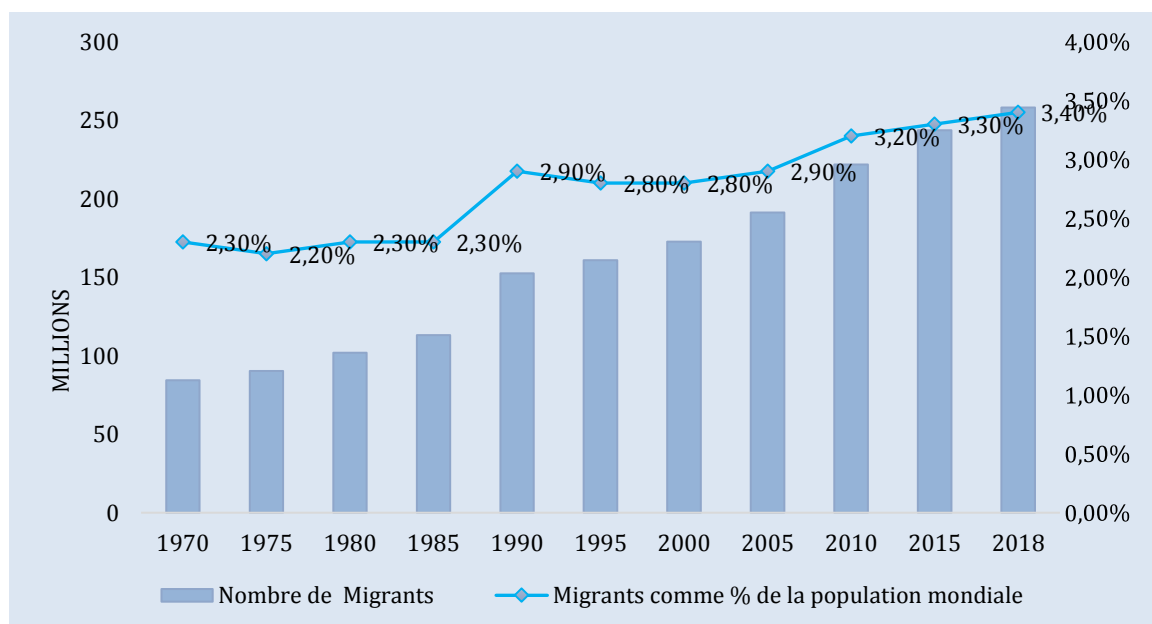
I. Migration: Global and African Trends

Recently and more than ever, the link between migration and development has caught the attention of policy makers and drawn the interest of the international community. Migration is an intrinsic feature of a globalizing world in which economic, social, cultural, demographic, political and environmental factors all play an important role. Migration has determinants and consequences to both sending, transit and receiving countries. Migration has become an explosive issue when the volumes involved affect the social, economic or demographic composition of either the sending or receiving country.

Since 2000, the number of international migrants increased by 49%, reaching 258 million in 2017³. Although significant, it is important to pinpoint the fact that the number of international migrants only equates to 3.4% of the global population, as compared to 2.3% in 1970 (Figure 1). Thus, the number of international migrants has grown proportionally to the global population and remains a very small minority. In other words, the great majority of individuals -more than 95%- remain within the country in which they were born.

Nonetheless, in numerical terms, the increase in international migration stocks has been evident over time and at a greater rate than had been anticipated. Indeed, a 2003 projection anticipated that by 2050 international migrants would account for 230 million⁴. However, as of 2017, this figure has already been surpassed. In 2010, a revised projection anticipated that by 2050, the number of international migrants would reach 405 million⁵. Nevertheless, international migration is very volatile and could be very challenging to project with great accuracy due to economic, geopolitical and natural changes.

Figure 1: Global Migration



Source: Data from UN DESA, 2008, 2015a and 2018.

³ UN DESA data, growth rate based on the author's calculations.

⁴ World Migration Report 2018, *International Organization for Migration (IOM)*, available on: https://publications.iom.int/system/files/pdf/wmr_2018_en.pdf

⁵ World Migration Report 2018, *International Organization for Migration (IOM)*, available on: https://publications.iom.int/system/files/pdf/wmr_2018_en.pdf

Raising the question of migration also entails emphasizing the important increase in internal and across borders displacement. In 2016, there were 40.3 million internally displaced persons (IDPs) worldwide and 22.5 million refugees⁶. Moreover, according to UNHCR data, as of 2017, an estimated 68.5 million⁷ individuals were displaced worldwide; the highest number on record. Among these individuals, nearly 25.4 million are refugees, over half of whom are under the age of 18⁸. Also based on UNHCR data, nearly 1 person is forcibly displaced every two seconds as a result of conflict or persecution⁹.

While pinpointing numbers and analyzing migration trends is of great importance, it is equally important to get a better understanding of the underlying fundamentals related to the direction of migration flows. Indeed, whereas considerable attention has been given to South-North migration, data has shown that South-South migration is also significant. In 2017, 38% of migration was South-South, as compared to 35% that was South-North¹⁰.

258 million international migrants globally, in 2017

Only one third, **35%**, is **South–North**



Source: Economic Development in Africa Report 2018, United Nations Conference on Trade and Development (UNCTAD).

From Africa's perspective, more than half (53%) of the continent's international migration in 2017 remained on the continent. With the exception of Northern Africa, the share of intra-African migration was much higher, as more than 80% of international migrants from the continent resided in each of the following regions: Eastern, Central and Western Africa¹¹.

Between 2010 and 2017, the growth rate of African migrants (travelling within and outside the continent) increased by 26.73%, as compared to a 23.35% increase globally¹². Migration in Africa involves roughly equal numbers of migrants moving either within or out of the region¹³.

North Africa¹⁴ represents the sub-region with the largest number of emigrants; equating to almost 11.5 million (29.55% of total African emigrants) as of 2017. As of 2017, out of all African countries, Egypt had the largest number of emigrants (3.44 million), followed by Morocco (3.04 million) and Sudan (2.02 million). In the same year, East Africa was the sub-region with the second-largest number of emigrants (10.42 million); followed by West Africa (9.81 million)¹⁵. In terms of the number of immigrants, South

⁶ World Migration Report 2018, *International Organization for Migration (IOM)*, available on: https://publications.iom.int/system/files/pdf/wmr_2018_en.pdf

⁷ <http://www.unhcr.org/figures-at-a-glance.html>

⁸ <http://www.unhcr.org/figures-at-a-glance.html>

⁹ <http://www.unhcr.org/figures-at-a-glance.html>

¹⁰ Economic Development in Africa Report 2018, United Nations Conference on Trade and Development (UNCTAD)

¹¹ Economic Development in Africa Report 2018, United Nations Conference on Trade and Development (UNCTAD)

¹² Author's calculations based on UNDESA data.

¹³ https://publications.iom.int/system/files/pdf/wmr_2018_en.pdf

¹⁴ The countries included in each sub-regional demarcation are based on ECA's definition of each sub-region. In this case, North Africa included the seven following countries in alphabetical order: Algeria, Egypt, Libya, Mauritania, Morocco, Sudan and Tunisia

¹⁵ Author's calculations based on UNDESA data.

Africa is the most important destination country in Africa with approximately 3.1 million international migrants residing in the country (6% of its total population). Other countries with high immigrant populations as a proportion of their total populations include Gabon (16%), Djibouti (13%), Libya (12%), Cote d'Ivoire and the Gambia (both 10%)¹⁶.

There are important migration routes within and from Africa, many of which are related to geographic proximity and historical ties. Some of the largest migration corridors involving African countries are between North African countries such as Algeria, Morocco and Tunisia to France, Spain and Italy. This is partly due to post-colonial connections as well as geographic proximity. There are also significant labor corridors to Gulf-states such as the corridor between Egypt and Saudi Arabia as well as the United Arab Emirates. Importantly, over half of the main migration corridors are within Africa, with the corridor between Cote d'Ivoire and Burkina Faso representing the second largest migration corridor in Africa¹⁷.

To sum up, although migration trends and flows have been a topic of many debates, data has highlighted further facts to be considered for policy making. Indeed, it is important to put the emphasis on South-South migration at the global and African level and shape analyses based on the information reflected by the data. This would, in turn, be more conducive to shaping accurate policies for the purpose of development.

II. Migration: A North African Perspective

Due to its geostrategic position, North Africa is a key hub of transit activity for migrants originating from different countries. Bordered by the Mediterranean Sea in the North, it is affected as a region of origin, transit and destination for migrants, refugees and asylum seekers. Two main migratory routes have been identified: the Central Mediterranean Route (CMR) which refers to the sea crossing from central and eastern countries of the region (mainly Libya) to Italy, and the Western Mediterranean Route (WMR), the sea crossing from Morocco to Spain.

Between 2011 and 2016, approximately 630 000 individuals used the CMR to reach Italy. While the number of arrivals recorded a slight decrease in the CMR in recent years, the Mediterranean continues to be a major transit point. The CMR saw its largest arrival numbers in 2016, with 181,436 migrants, refugees and asylum seekers arriving to Italy by sea. The majority departed from Libya (almost 90%), with other departure countries including Egypt, Algeria and Tunisia. Of those who arrived to Italy in 2016, the majority were from Western and Eastern Africa. Of the more than 180 000 migrants that arrived to Italy in 2016, 13% (approximately 24 000) were women and 15% (approximately 28 000) were children¹⁸. In 2017, 119,369 migrants, refugees and asylum seekers arrived to Italy, representing a 34% decrease from the previous year. Between 1 January and 14 February 2018, 8,407 migrants, refugees and asylum seekers have arrived by sea to Italy, Spain, Greece and Cyprus through the Central and Western Mediterranean Routes¹⁹.

As a region of origin, North Africa²⁰ represents the sub-region with the largest number of emigrants. Indeed, with almost 11.5 million emigrants (29.55% of total African emigrants) as of 2017 (Figure 2),. In 2017, out of all African countries, Egypt had the largest number of emigrants, followed by Morocco and Sudan.

¹⁶ World Migration Report 2018, *International Organization for Migration (IOM)*, available on: https://publications.iom.int/system/files/pdf/wmr_2018_en.pdf

¹⁷ World Migration Report 2018, *International Organization for Migration (IOM)*, available on: https://publications.iom.int/system/files/pdf/wmr_2018_en.pdf

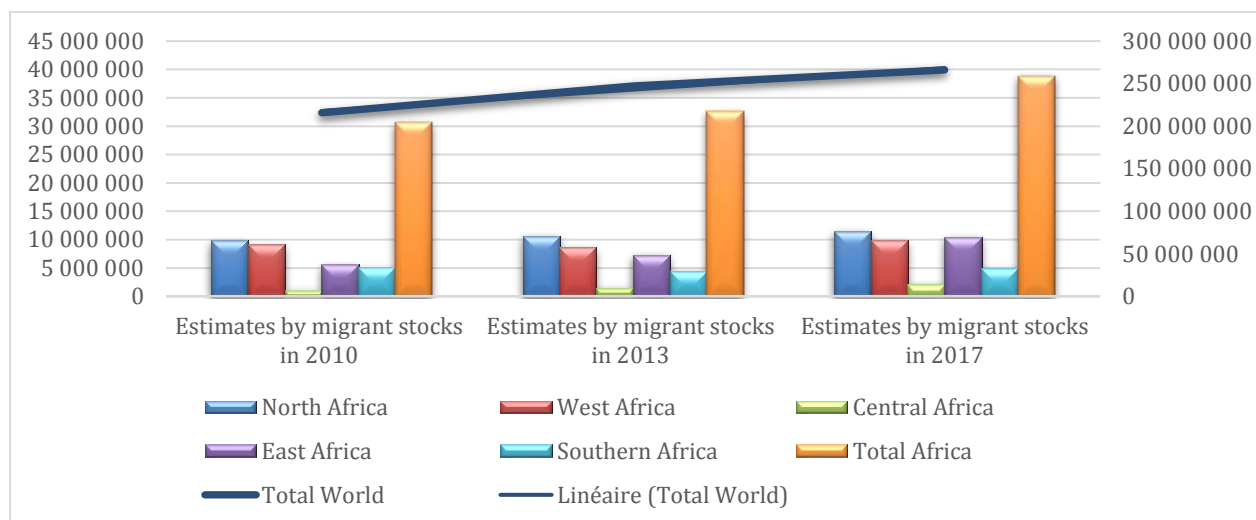
¹⁸ World Migration Report 2018, *International Organization for Migration (IOM)*, available on: https://publications.iom.int/system/files/pdf/wmr_2018_en.pdf

¹⁹ The Central Mediterranean Route: The Deadliest Migration Route, *InFocus*, March 2018; available on: <https://reliefweb.int/report/world/central-mediterranean-route-deadliest-migration-route-infocus-2-march-2018>

²⁰ The countries included in each sub-regional demarcation are based on ECA's definition of each sub-region. In this case, North Africa included the seven following countries in alphabetical order: Algeria, Egypt, Libya, Mauritania, Morocco, Sudan and Tunisia

Migration of North Africans to countries outside of Africa has been and continues to be much higher than migration within the sub-region and Africa. Two distinct streams have characterized outflows from North Africa, namely: migrants from the North-West of the Sub-region (such as Morocco, Algeria and Tunisia) have historically moved to Europe, due to their geographic proximity, previous labor recruitment agreements and post-colonial ties. Countries from the North eastern part of the sub-region (Egypt and Sudan) have predominantly sought work in Gulf Cooperation Council (GCC) Countries. Large income disparities between the origin and destination countries, as well as the high unemployment rate in North Africa, remain the main drivers of migration in the sub-region²¹. As of 2017, 11.47 million of North Africans were living outside their country of birth, compared to 9.82 million and 1.67 million in 2010 and 2013 respectively (Figure 2).

Figure 2: Estimates by Migrant Stocks- North Africa in comparison to Africa’s sub-regions and the World



Source: Author’s calculations²², based on UNDESA data

Although the North African sub-region is primarily a migrant transit area, it also hosts notable populations of international migrants. Libya had the largest number of international migrants in the sub-region, at 788,419 as of 2017. Sudan also had large foreign-born populations originating from South Sudan, Eritrea, Ethiopia and Chad. The number of international migrants in Egypt increased considerably between 2010 and 2017, with migrants primarily originating from Palestinian territories, the Syrian Arab Republic, Somalia and Sudan. While Morocco has traditionally been a country of emigration, it is increasingly becoming a destination country, including migrants from other regions in Africa.

²¹ World Migration Report 2018, *International Organization for Migration (IOM)*, available on: https://publications.iom.int/system/files/pdf/wmr_2018_en.pdf

²² The scale on the right-hand side is linked to the World data. The scale on the left-hand side is for the remaining variables.

Box 1: Migration in Libya

Libya has been making headlines with respect to its migration issues. Given its strategic geopolitical position, the country has represented a fertile ground for migration dynamics caused by its ongoing internal conflict and instability. Libya continues to undergo deadly violence and multiple armed conflicts, affecting several regions, and contributing to a general breakdown of safety.

The instability and violence negatively affecting Libya since October 2014 have resulted in massive internal displacement. IOM Displacement Tracking Matrix (DTM)²³ identified and located 348,372 internally displaced persons (IDPs) in Libya since the beginning of the conflict.

In addition to the internally displaced population, Libya has represented a challenge for policymakers due to the intricate nature and origin of its wave of migration. Indeed, the root of Libya's wave of migration does not come from a single source; migrants have been fleeing en masse from at least a dozen different countries. Migrant crossings through the central Mediterranean jumped by more than four-fold after 2013. The International Organization for Migration estimates that nearly 182,000 migrants from Libya have landed in Italy since the start of 2016, exacerbating a massive refugee crisis already spilling out of Syria and other parts of the Middle East.

Based on estimates provided by embassies, the total population of migrants in Libya is about 700,000 – 1 million people, mainly coming from Egypt, Bangladesh, Mali, Niger, Nigeria, Sudan and Syria. Migrants are currently experiencing tremendous insecurity in Libya, including arbitrary arrest by non-State actors, detention for indefinite periods of time, bonded labor, harassment and general exploitation.

The challenging migration crises affecting Libya have represented a considerable conundrum for policy makers within and outside the country. Currently, Libya has shown initiatives to work with international actors to control its complex migration dynamics. Yet, the issue could only be fully addressed once the political situation stabilizes and security issues are addressed.

From a North African perspective, the migration data reflects a different story as compared to the data recorded at the global and African level. Being the African region with the highest number of emigrants, North Africa has seen 11.5 million (migration stock as of 2017) individuals leave the country they were born in. Of the 11.5 million who left the region, most travelled outside the continent. In addition, with its geostrategic position, the region has been a point of transit for many migrants. From an immigration point of view, North Africa remains a key transit area given its geographic position. The unstable situation in Libya has intensified even further the number of departures from the region. More recently, however, the number of migrants who remain within the region has increased considerably. Morocco, for instance is increasingly becoming a country of destination.

²³ <http://www.globaldtm.info/libya/>

III. Migration in Development Policies and Strategies

1. Migration: National Development Policies in North African Countries

Migration matters for development. It allows millions of people to seek new opportunities and could contribute to the economic development of the country of destination as well as the country of origin. Labor migration, for instance, is a powerful poverty reduction tool for the migrants themselves and their families, countries of origin and countries of destination. From the country of origin perspective, remittances, for instance, have had a significant role in contributing to the development of the economy. As a matter of fact, remittances sent from working migrants exceed total overseas development assistance by threefold and benefit more than one billion individuals²⁴. From the country of destination perspective, on the other hand, the contribution of migrants to the economy is considerable. Indeed, 85% of what migrants gain is spent in host countries²⁵. Labor migration also increasingly compensates the loss of labor in developed economies induced by population aging.

It is in line with the magnitude of migration flows and trends in North Africa²⁶ that countries of the sub-region established policies and programs to integrate migration into their national strategies. Table 1 presents the policies and programs put in place by the countries of the region.

Table 1: Migration Policies and Programs²⁷ in North African Countries

Algeria
Action plan of the government regarding the national community abroad under the National Development Policy 2010-2014. Objective: To involve the national community abroad in national development.
Research Development Plan - 2014-2018 Objective: To make the proven skills of the national community abroad contribute to the efforts made by higher education and scientific research of the country.
Egypt
The establishment of the Higher Committee for migration. Objective: Managing Egyptians abroad and setting up bilateral agreements with countries receiving Egyptian workers.
Mauritania
Implementation Support Program of the National Strategy for Migration and Border Management. Objective: To ensure better stability in the country by combining security, development and respect of human rights.
Policy to set up the national Committee for Migration Management (CNGM) Objective: Implementation of a strategy for migration flow management at the national level, coordination and facilitation of the interventions of the bodies involved in the regulation of migration flows, as well as monitoring and evaluation of the impact of migration on the country.

²⁴ Morocco's Migration Policies and the 2030 Agenda for Sustainable Development, Brief information note for the GFMD Thematic Workshop on "Migration for Development: a roadmap to achieving the SDGs"; *Ministère délégué auprès du Ministre des Affaires Etrangères et de la Coopération Internationale, chargé des Marocains Résidant à l'Étranger et des Affaires de la Migration*; April 2018.

²⁵ Same as 24.

²⁶ Given the ongoing conflict that has been taking place in Libya, it has been challenging to gather information on national policies and programs targeting migration. Thus, Libya is not included in Box 1.

²⁷ Updates on the policies and programs in North African states as of 2017 are being investigated by UNECA's North Africa sub-regional office, through a survey that will be communicated to member States. A copy of the survey is available upon request.

Morocco
A 5-year Action Plan to promote business activities of Moroccans living abroad (MLA) 2008-2012. Objective: The strategy recommends that each department includes MLA dimension in their sector-based strategy.
National Strategy for MLA 2030 and its action plan by 2022. Objective: To develop a comprehensive migration vision involving all national actors.
National Program for MLA skills Mobilization - 2009-2013. Objective: To make of Moroccan skills abroad a strategic challenge for economic and social development of Morocco.
UNDAF Morocco Objective: To ensure equitable distribution of the development dividends to all population strata.
Sudan
A follow-up program to handle the issues related to Sudanese working abroad, and to protect their rights as well as their interests inside and outside the country.
Policies and programs aiming to protect, register, and provide assistance to foreign refugees during their stay in the country.
Tunisia
Integration program of Tunisian skills abroad in higher education, scientific research and technology transfer. Objective: Make of the skills abroad a strategic challenge for economic and social development of Tunisia.

Source: Migration in North African Development Policies and Strategies, *United Nations Economic Commission for Africa (UNECA)*, 2014

The potential of migration in boosting development (including human development) and contributing to its sustainability has drawn the attention of policy makers in North Africa. As demonstrated through the programs and policies put in place by North African countries, migration has been addressed to some extent. In addition, different institutional bodies have been mobilized at the national level (Appendix: List of institutional bodies in charge of the integration of migration issues in North African countries).

Nevertheless, there is still work to be done as for the strategies to be implemented at the national level. According to a review of the existing literature²⁸, it appears that, migration is not well integrated into the national strategic development plans of North African countries. Yet, incorporating migration into national strategies is crucial from an impact, monitoring and evaluation point of view. In fact, according to a study done by the Global Compact Group, “Mainstreaming migration into national development strategies”, the national level is the most appropriate scale to incorporate the concept of migration and development since planning at the national level provides the highest tangible results regarding migration impact on development.

In North African countries, despite the considerable efforts of public authorities, the national framework for strategic planning is yet to evolve into a concrete tool where migration priorities are considered via a comprehensive and cross-cutting vision. The integration process of the “Migration and Development” component in national strategies requires two institutional components, namely an institutional structure in charge of migration and development as well as a national action plan on migration and development. As part of a study published by UNECA in 2014, a survey was conducted on public institutions of the concerned countries regarding mainstreaming migration in development policies and strategies²⁹. The feedback highlighted a number of shortcomings, including:

²⁸ Mainstreaming Migration into Development Policies and Strategies in North Africa, *United Nations Economic Commission for Africa (UNECA)*, 2014

²⁹ As a follow up to the survey mentioned, the North Africa Sub-regional office of UNECA developed a new questionnaire. The questionnaire, that was finalised in July 2018 (after the submission of the final draft of the Global Compact) comprises of two main parts: (i) a follow up on the process of mainstreaming migration in North African countries’ development

- a) The lack of information and statistical data to use reliable indicators (this is probably one of the most important constraints);
- b) The integration of migration in the six countries is done in a piecemeal manner. In fact, public strategies, actions and measures on migration are made in response to the challenges arising from the various aspects of migration. The countries use different strategic development frameworks, along with different timetables, sectors and geographical zones. This multitude of planning instruments leads to a heterogeneity of approaches and hinders the process.
- c) In most cases, harmonization of the legislative framework with the recommendations on international migration derives from the international conventions and instruments. However, while a more comprehensive study should be performed, there is still work to be made with respect to implementing the laws.
- d) There is an effort to be made regarding the cooperation and dialogue between the origin and host countries of migrants on the specific issue of migration and development.

The most appropriate approach to address the complexity of interactions between development and migration in the region, it would be necessary to integrate the dimension of migration and development into the national frameworks of development planning. These frameworks will allow for example the adaptation of the SDGs to the national level, the establishment of strategies suitable to the contexts of each country, the contribution to the efficiency of the official development aid. To mainstream migration into the national development planning, it is important to consider its impacts on each objective of a development strategy and on every stage of the planning process: design, implementation, and monitoring-assessment.

2. Migration: African and International Development Framework

In line with national priorities and migration mainstreaming strategies in development policies, countries should enhance the collaboration at a regional level, through various actors such as regional economic communities and collaborate with international organizations to ensure the harmonization of migration strategies. Migration having been linked to development at a global level, it is crucial to develop a strong communication mechanism for the implementation of the objectives related to mainstreaming migration in national policies. This section pinpoints the main links between development and migration in the SDGs as well as Agenda 2063.

Migration is important for the 2030 Agenda for Sustainable Development as well as for Agenda 2063 for a number of reasons including the following:

- a) Economically, migrants and the diaspora work and create jobs. Migration is a major factor in development and economic convergence. It can produce substantial consequent changes in labour markets at home and in social conditions, including wage levels, household welfare, food security, child welfare and the role of women as workers and career women. Migrants' remittances can also have impacts on work, productivity and education.
- b) Socially, human rights and diversity are not only positive in themselves but necessary for sustainable human development.
- c) Universally, whereas the MDGs predominantly targeted 'poor' countries, the SDGs concern all (home, transit and destination) countries. It is about a common effort for the global wellbeing of current and future generations, including migrants.

The 2030 Agenda for Sustainable Development marked for the first time the inclusion of international migration in the global development framework (box 2). Sustainable Development Goals make explicit references to migration in a number of targets. Indeed, as shown in table 2, although closely and directly linked to target 10.7 of the SDGs, migration and development are also highlighted in various other goals.

policies and strategies; as well as (ii) an assessment matrix on how aligned migration policies- in the countries under consideration- are with the objectives of the Global Compact for Safe, Orderly and Regular Migration (GCM). The questionnaire will be disseminated, and feedback considered accordingly to expand the data and information on migration on North African countries.

Box 2: Migration explicit targets in the 2030 Agenda for Sustainable Development³⁰

- 4.b. “by 2020, substantially expand globally the number of scholarships available to developing countries [...] for enrollment in higher education, including vocational training [...] in developed countries and other developing countries”
- 5.2 “Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation”
- 8.7 “Take immediate and effective measures to eradicate forced labor, end modern slavery and human trafficking, and secure the prohibition and elimination of the worst forms of child labor [...] and by 2025 end child labor in all its forms”
- 8.8 “Protect labor rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment”
- 10.7 “Facilitate orderly, safe and regular migration and mobility of people, including through the implementation of planned and well-managed migration policies”
- 10.c “By 2030, reduce to less than 3 per cent the transaction cost of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent”
- 16.2 “End abuse, exploitation, trafficking and all forms of violence against and torture of children”
- 17.18 “By 2020, enhance capacity-building support to developing countries [...] to increase significantly the availability of high-quality, timely and reliable data, disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts”.

At the African level, migration has been addressed in Agenda 2063. The main objectives of this agenda with respect to migration are reflected in the four following points³¹:

- Transforming Africa’s laws, to bring down borders with the view to promoting the issuance of visas by member States and enhance free movement of all African citizens in all African countries;
- Putting in place focal points for managing diaspora relations in all States;
- Ending child trafficking by 2023;
- Initiating policies that would lead to better and more responsible labour migration flows including adequate protection of the rights of migrant workers and their families.

International and continental dialogues on the question of migration and development have been an ongoing process and culminated through the agreement to establish for the first time in history a global compact addressing various aspects of migration. This global compact will extensively be addressed in the next section.

³⁰ Morocco’s Migration Policies and the 2030 Agenda for Sustainable Development, Brief information note for the GFMD Thematic Workshop on “Migration for Development: a roadmap to achieving the SDGs”; *Ministère délégué auprès du Ministre des Affaires Etrangères et de la Coopération Internationale, chargé des Marocains Résidant à l’Etranger et des Affaires de la Migration*; April 2018

³¹ European Union External Action, Towards the 5th Africa-EU Summit: Manage Migration and Mobility, *European Commission*, available on: https://eeas.europa.eu/sites/eeas/files/3_migration.pdf

Part 2

The Global Compact for Safe, Orderly and Regular Migration (GCM)

I. Background

Given the magnitude the question of migration has taken in recent years, it has not only drawn the attention of policy makers at the national level, but also at the regional and global level. However, discussions about international migration at the global level are not new. In 2006 and 2013, the progress made through the United Nations High-level Dialogues on International Migration and Development was remarkable. Furthermore, the Global Forum on Migration and Development was launched in 2007. These platforms paved the way for the New York Declaration for Refugees and Migrants. On September 19, 2016, the United Nations General Assembly unanimously adopted the New York Declaration for Refugees and Migrants.

The New York Declaration includes commitments that address current as well as future issues stemming from migrant and refugee challenges. These commitments include:

- Protect the human rights of all refugees and migrants, regardless of status. This includes the rights of women and girls and promoting their full, equal and meaningful participation in finding solutions.
- Ensure that all refugee and migrant children are receiving education within a few months of arrival.
- Prevent and respond to sexual and gender-based violence.
- Support countries which are rescuing, receiving and hosting large numbers of refugees and migrants.
- Work towards ending the practice of detaining children for the purposes of determining their migration status.
- Strongly condemn xenophobia against refugees and migrants and support a global campaign to counter it.
- Strengthen the positive contributions made by migrants to economic and social development in their host countries.
- Improve the delivery of humanitarian and development assistance to the countries most affected, including through innovative multilateral financial solutions, with the goal of closing all funding gaps.
- Implement a comprehensive refugee response, based on a new framework that sets out the responsibility of Member States, civil society partners and the UN system, whenever there is a large movement of refugees or a protracted refugee situation.
- Find new homes for all refugees identified by UNHCR as needing resettlement; and expand the opportunities for refugees to relocate to other countries through, for example, labor mobility or education schemes.
- Strengthen the global governance of migration by bringing the International Organization for Migration into the UN system.

The New York Declaration, therefore, contains a wide range of commitments to strengthen and enhance mechanisms to protect migrants and refugees. It has paved the way for the adoption of two new global compacts in 2018: a global compact on refugees and a global compact for safe, orderly and regular migration (GCM).

The GCM, which sets out a series of principles, commitments and agreements among the United Nations member states on international migration issues, is part of the 2030 Agenda for Sustainable Development and aims to address directly target 10.7, in which Member States pledge to cooperate at the international level to facilitate safe, orderly, regular and responsible migration and mobility.

The framework for the development of the Global Compact has defined a global and participatory process of consultations and negotiations that included thematic discussions on different aspects of migration, sub-regional, regional and global consultations.

The Global Consultation Process (Figure 3)

- **Phase I - The International Consultations (April to November 2017)**

Mandated in Annex II of the New York Declaration for Refugees and Migrants, the preparatory process for the adoption of a Global Compact for Safe and orderly migration was launched in April 2017. During this phase, six informal thematic sessions, five regional consultations, seven regional civil society consultations and numerous national consultations contributed to the process.

This phase created a space for dialogue all aspects of international migration.

- **Phase II - The International Meeting of Mexico for the Preparation of the International Conference for the Adoption of the Global Compact (December 2017)**

Mexico hosted, from 4 to 6 December 2017, the Preparatory Meeting of the International Conference for the Adoption of the Global Compact. The meeting was attended by more than 400 delegates representing 136 countries and international organizations. This meeting provided an opportunity to take stock of the Global Compact's development process and to review all the information, data and recommendations gathered during the thematic, sub-regional and regional consultations in order to jointly develop a vision of the Global Compact for safe, orderly and regular migration.

- **Phase III - Intergovernmental Negotiations on the Global Compact for Migration (February to July 2018)**

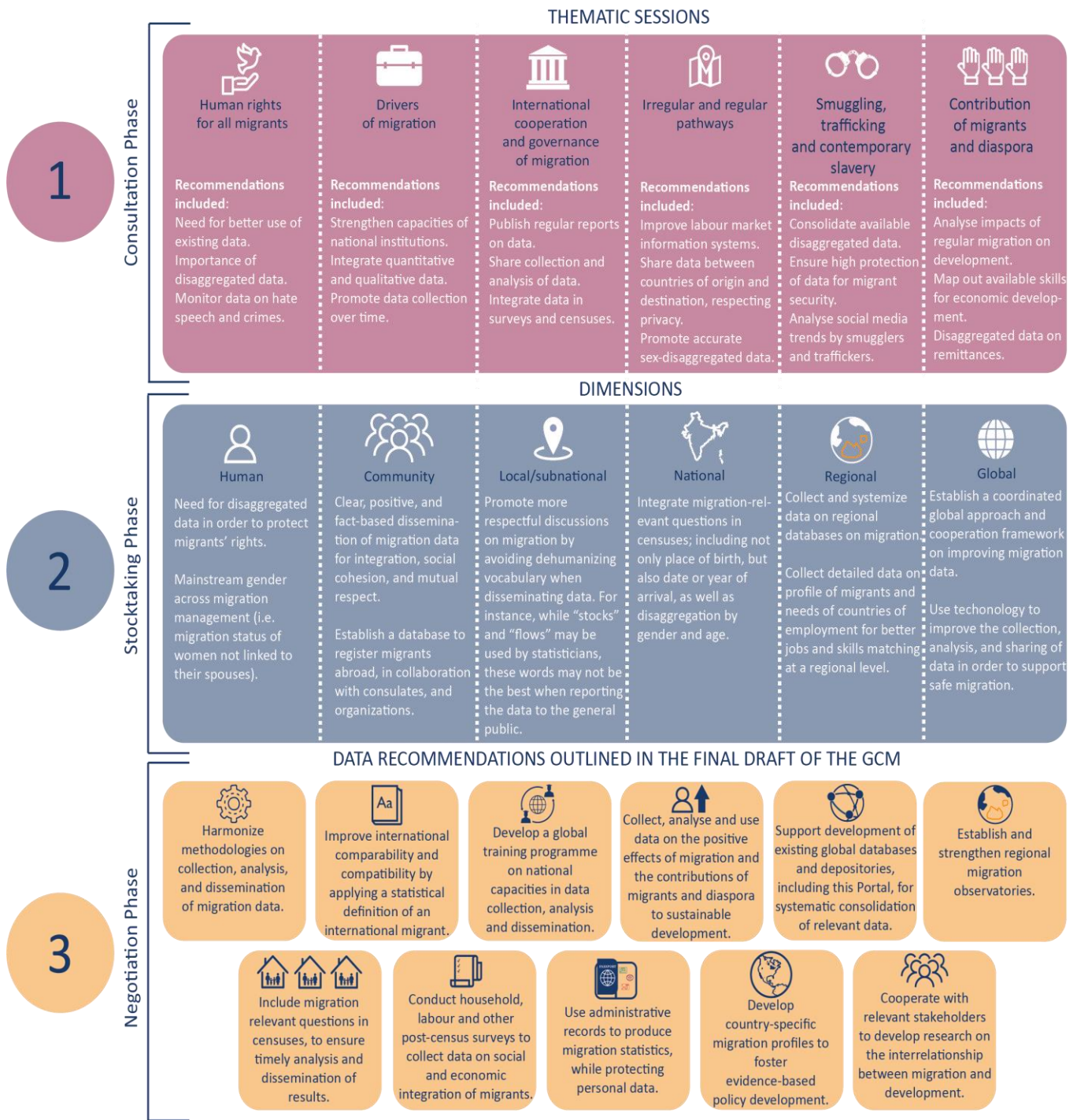
Based on the outcome of this meeting and the report of the UN Secretary-General containing concrete recommendations for the Global Compact, intergovernmental negotiations lasted from February to July 2018, in order to have a final provisional version to be discussed and adopted in Marrakesh, on 10 - 11 December 2018.

The intergovernmental negotiations were held at the United Nations Headquarters in New York in six sessions between February and July 2018.

UNECA and the African Union Commission facilitated and provided technical support to the African Group participating in these international discussions. In addition, ECA, IOM and AUC jointly organized a regional consultative meeting in Addis Ababa on 22 June 2018.

Finally, the General Assembly will hold an intergovernmental conference on international migration on 10 - 11 December 2018, for the adoption of the Global Compact.

Figure 3: The Global Compact for Migration preparatory phases and recommendations relevant to data issues



II. Constituents of the GCM

The Global Compact for Safe, Orderly and Regular Migration comprises 23 objectives (Box 3). Each objective contains a commitment, followed by a range of actions³² considered to be relevant policy instruments. These policy instruments could serve as a benchmark for countries to facilitate the mainstreaming of migration into development policies and strategies.

Box 3: Objectives of the Global Compact for Safe, Orderly and Regular Migration

Objectives for Safe, Orderly and Regular Migration
Objective 1: Collect and utilize accurate and disaggregated data as a basis for evidence-based policies
Objective 2: Minimize the adverse drivers and structural factors that compel people to leave their country of origin
Objective 3: Provide accurate and timely information at all stages of migration
Objective 4: Ensure that all migrants have proof of legal identity and adequate documentation
Objective 5: Enhance availability and flexibility of pathways for regular migration
Objective 6: Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work
Objective 7: Address and reduce vulnerabilities in migration
Objective 8: Save lives and establish coordinated international efforts on missing migrants
Objective 9: Strengthen the transnational response to smuggling of migrants
Objective 10: Prevent, combat and eradicate trafficking in persons in the context of international migration
Objective 11: Manage borders in an integrated, secure and coordinated manner
Objective 12: Strengthen certainty and predictability in migration procedures for appropriate screening, assessment and referral
Objective 13: Use migration detention only as a measure of last resort and work towards alternatives
Objective 14: Enhance consular protection, assistance and cooperation throughout the migration cycle
Objective 15: Provide access to basic services for migrants
Objective 16: Empower migrants and societies to realize full inclusion and social cohesion
Objective 17: Eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration
Objective 18: Invest in skills development and facilitate mutual recognition of skills, qualifications and competencies
Objective 19: Create conditions for migrants and diasporas to fully contribute to sustainable development in all countries
Objective 20: Promote faster, safer and cheaper transfer of remittances and foster financial inclusion of migrants
Objective 21: Cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration
Objective 22: Establish mechanisms for the portability of social security entitlements and earned benefits
Objective 23: Strengthen international cooperation and global partnerships for safe, orderly and regular migration

The objectives of the GCM cover all aspects of migration – ranging from minimizing adverse drivers and structural factors that induce people to leave their country, to collecting data and establishing mechanisms to maximize the benefits of migration in the host country as well as the country of origin.

The GCM is a significant contractual document that places the focus on the importance of migration based on the different aspects to be considered. However, the compact is rather a declaration of intent than a legally binding document. It is therefore a prerequisite to demonstrate a will for improved migration management for the purpose of achieving safe, orderly and regular migration.

³² The actions are available in the Global Compact for Safe, Orderly and Regular Migration document, available on : https://refugeemigrants.un.org/sites/default/files/180711_final_draft_0.pdf

III. The African Consultation Process

1. The Regional Consultation Process: The High Level Panel on International Migration

The High Level Panel on International Migration (HLPM) was established in April 2016 at the Ninth Joint Annual Meetings of the African Union Specialized Technical Committee and ECA Conference of African Ministers of Finance, Planning and Economic Development. The main mandate of this Panel is to provide policy guidance and support to policy dialogues on international migration in Africa.

The HLPM pursues a two-folded strategy: a) affirming Africa's commitment to global objectives and values and b) harnessing migration for Africa's development in the context of international cooperation. The third meeting of the panel took place on 28-29 May 2018 in Geneva. The panel came up with actionable commitments that will lead to the implementation of HLPM work plan and commitments with continental and global processes on international migration. These include the completion of the HLPM main report, a side event featuring the HLPM and its report to be held on the sidelines of the GCM launch in Morocco in December 2018, and a meeting in January 2019 on the sidelines of the AU Summit to present the final report for adoption by heads of State.

The Panel is supported by a technical committee chaired by the Economic Commission for Africa. Its main function is to provide technical advice and support to panel members on issues related to their core functions. The technical committee is responsible for implementing the political decisions of the panel program as well as coordinating efforts to implement these plans.

Following the establishment of the HLPM and as part of the regional consultations for the Global Compact on Migration, the Economic Commission for Africa in partnership with the African Union and International Organization for Migration (IOM) organized the African Regional Consultative Meeting on the Global Compact for Safe, Orderly and Regular Migration in Addis Ababa, Ethiopia, on October 26 and 27, 2017.

The High Level Panel will meet again in October 2018 to evaluate the progress made in producing the report, the main results of which will be presented and discussed during the parallel session that the panel plans to organize on the margins of the launch of the Global Compact for Migration.

2. The Sub-regional Consultation Process: North Africa

In addition to consultations at the continental level, sub-regional consultations were held. The sub-regional consultation for North Africa was held on 24-25 October 2017 in Addis Ababa, Ethiopia, on the margins of the African meeting.

The most important recommendations made by participants on migration issues in North Africa can be summarized as follows:

- North African States must harmonize intraregional as well as intra-African migration policies and ensure that they are not motivated by outside interests.
- North African States must strengthen global cooperation on migration routes, including countries of origin, transit and destination, by exploiting the benefits of migration and integrating migration into the program development and the SDGs.
- The protection of workers' rights must include the strengthening of cooperation and governance of social security benefits for migrants and the development of standards for the transferability of benefits.
- North African States must strengthen global cooperation in Africa and beyond. This should include border management and the harmonization of migration policies in the sub-region, the integration of migration into development planning and the strengthening of national migration institutions.

Part 3

Conclusion, Policy Recommendations and Way Forward

Undoubtedly, migration and its link to development have been the focus of many debates at the national, regional and global level. In absolute terms, migration stocks have increased considerably in the past few years. In relative terms, however, data has shown that migration stocks have increased proportionally to the World population. Similarly, with respect to migration flows, data has shown that although South-North migration has made headlines, it only represented 35% (a third) of total migration stocks as of 2017. South-South migration, on the other hand, represented 38% in the same year.

In the African context, data has also highlighted some interesting trends. In 2017, more than half (53%) of African migrants remained within the continent. In the same year, with the exception of North Africa, intra-African migration represented more than 80%. From a North African perspective, however, the numbers reflect a different story. Being the African region with the highest number of emigrants, North Africa has seen 11.5 million (migration stock as of 2017) individuals leave the country they were born in. Of the 11.5 million who leave the region, most travel outside the continent.

In line with the above-mentioned, North African authorities have established policies and programs to address migration and link it to development. In line with these policies and programs, various institutional bodies addressed the mainstreaming of migration. Nevertheless, efforts are yet to be made in terms of implementation, coordination between different State institutions and harmonization of the policies. In addition, a strong cooperation at the regional, continental and global level needs to be enhanced.

It is, thus, in this context that international dialogues on the question of migration and development have culminated through the agreement to establish, for the first time in history, a global compact addressing all aspects of migration in a holistic and comprehensive manner. The framework for the development of the Global Compact has defined a global and participatory process of consultations and negotiations that included thematic discussions on different aspects of migration, sub-regional, regional and global consultations.

Following the above-mentioned consultation process, the UN General Assembly will hold an intergovernmental conference on international migration in December 2018, for the adoption of the Global Compact. The adoption of the Global Compact will entail a considerable commitment from member States. Indeed, although not legally binding, it will demonstrate the countries' willingness for improved migration management; an opportunity to reap the fruits of migration with respect to sustainable development.

In North Africa, the shortcomings addressed in the policy recommendations are all consistent with the objectives included in the global compact. These objectives could represent accurate and solid policy instruments to be adopted at the national level. It is, therefore, in line with this global initiative that the signing of the Global Compact for Safe, Orderly and Regular migration by member States could trigger a significant cooperation process and pave the way for mainstreaming migration into national development policies and strategies.

It is against this backdrop that UNECA aims to embark upon a program to increase African research capacity for the independent and critical analysis of trends, causes and impacts of African migration. This institution's commitment to put migration at the heart of policy making has been and will carry on being a priority.

In light of the objectives stipulated by the GCM and given the shortcomings of integrating migration in North African development policies, the following policy recommendations could be brought forward:

Taking into account the "migration and development" issue should take place in a **gradual manner**. The first step of the integration process is the clear and strong support from the public authorities to set a timeline and ensure the ownership at the national level.

There is a need to ensure the integration of migrants into host societies. For a wide support to the integration of migration and development component by the **local authorities in strategic planning**, focus should be put on **“win-win” strategies** that will facilitate the implementation of the development policies.

Capacity building, data collection and regional vision. To conduct a process of mainstreaming migration into development strategies, some types of capacities are needed. **Capacity building** on migratory issues must start with an assessment of existing capacities to identify strengths and weaknesses, then take the necessary measures to build capacities at the national level.

The importance and urgent need for reliable data. Develop strong migration information systems and national migration profiles, as a basis for evidence-based policy formulation: There is a need for accurate, up-to-date, relevant and comparable data on international migration to inform policies that seek to enhance the benefits of international migration for development and to address the challenges posed by it.

The collection of reliable data is a key element to implement any policy, program and strategy focused on migration. It is appropriate to take into account in each national survey and census some migration indicators. A migration observatory, as suggested by the countries, could be in charge of data collection and the production of quality surveys. Recently, African Union leaders agreed to set up a body to help coordinate national policies on migration; the African Observatory for Migration and Development (OAMD).

As for surveyed countries, some data exist but are not used because of the lack of coordination between the institutions in charge of migration. For example, consulates in the different countries have more detailed figures and information relating to their nationals but they are not used. It is thus a matter of priority to integrate migration into the development agenda, to strengthen the evidence database on migration, and the database of migration partnerships and cooperation.

For the **diasporas**, if governments want migrant communities and diasporas to contribute more to the development of their country of origin, they should facilitate their participation and provide them with **adequate tools and frameworks** to promote forms of skilled expatriates' return. In addition, agreements and compensation mechanisms should be put in place for countries that have seen their workers leave, consistent with the investments made by these countries to train and provide them with professional and academic expertise. In this context, it is also important to **support measures that would promote the portability of rights**, especially retirement pensions.

Strengthening the dialogue with all stakeholders: the civil society, the Diaspora and migrants associations are often very active. They should be involved as stakeholders in dialogues held in host countries, but also as intermediary partners in dialogues between host countries and countries of origin; which means that they have to be involved from an early stage in the process of strategic planning. The process of integration implies a coordination effort to link the implemented actions and strategies. The role of national institutions and other stakeholders (research centers, local authorities, etc.) involved in migration is fundamental: there is a need to create synergies or at least capitalize on the experiences in this field.

Many States have become either countries of origin, transit or destination; we therefore have different countries with some common points regarding migration. This phenomenon is a valuable opportunity, since when there are common points, there are automatically possibilities for cooperation. To materialize this cooperation, there is a need to make use of bilateral partnerships, through common projects that allow knowledge sharing and solutions finding. Indeed, these issues cannot be handled through bilateral cooperation only; this cooperation should be supported by a multilateral dialogue.

Strengthening cooperation to evolve from a bilateral to a regional approach.

Adopt a comprehensive and coherent approach that gives priority to mainstreaming migration in development plans and strategies. Cooperation between North African countries must be enhanced. This cooperation should go beyond the fight against human trafficking, to focus on the social capital of migrants, so as to take into account the migration and development dimension.

Box 4: Roadmap to implementing the global compact at the regional and sub-regional level

In addition to the pivotal role ECA has played in the regional consultation process, it aims to embark upon a program to increase African research capacity for the independent and critical analysis of trends, causes and impacts of African migration.

To adequately respond to the objectives of the GCM and support member States and stakeholders, ECA is developing a comprehensive program on migration to (i) improve capacity for research and analysis among member States and within ECA as a whole. In addition, the institution aims to (ii) improve the effectiveness of programmatic interventions.

ECA's work program on migration shall draw upon experiences from past/ongoing ECA programs, joint migration programs with partners, ECA research outputs, regional protocols and frameworks on migration as well as recommendations from the African Regional Consultative Meeting on the GCM and Global Compact on Safe, Orderly and Regular Migration.

In addition, ECA has developed a concept note for a project aimed at maximizing the development impact of migration and promoting the implementation of the Global Compact for Safe, Orderly and Regular Migration in Africa. The project implementation will be led by ECA's Sub-Regional Office for North Africa (SRO-NA) in partnership with the Social Development Policy Division (SDPD) and with support from the Africa Centre for Statistics. ECA will collaborate with ESCWA and other UN agencies such as UNDESA and ILO.

This project will comprise of three components. The first component seeks to strengthen the evidence base of international migration in Africa to inform policies and programs to support the implementation of migration-related targets of the Sustainable Development Goals (SDGs) and the Global Compact for Safe, Orderly and Migration. The second component seeks to facilitate the mutual recognition of skills and qualifications of African workers migrating within or outside the continent and enhance their abilities to access better paying jobs. The third component seeks to support member States to implement the Global Compact for Safe, Orderly and Regular Migration, which is a cooperative framework that reflects the commitment of the member States to strengthen global governance of migration.

The expected result of the project would be improved capacities of governments and national stakeholders in four African countries to collect accurate, reliable and gender-disaggregated data on migration, develop standards and guidelines for recognition of skills and qualifications, and promote an evidence-based narrative on an African perspective of migration.

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Appendix

List of institutional bodies in charge of the integration of migration issues in North African countries

Countries	Institutions
Algeria	Ministry of Foreign Affairs
	Department for the Protection of National Community Abroad
	Ministry of Interior
	Ministry of Defense
	Ministry of Finance and the Customs Directorate
	Ministry of Labor, Employment and Social Security
Egypt	Ministry of Labor and Emigration
	Ministry of Foreign Affairs
	Ministry of Interior and the High Committee for Migration
Mauritania	Ministry of Foreign Affairs and Cooperation
	Ministry of Interior; which includes the national coordination body of the national initiative for human development and the directorate of migration and border control
	Ministry of Moroccans living abroad
	Council of the Moroccan Community Abroad
	Hassan II Foundation
Morocco	Ministry of Foreign Affairs and Cooperation, Ministry of Interior
	Governmental Committees for migration management (e.g. the Interdepartmental Committee and the Panel on migration (GEF), the advisory Committee on asylem)
Sudan	Ministry of Foreign Affairs
	Ministry of Interior
	National Security and Intelligence services
	Secretariat of Sudanese working abroad
	Ministry of Humanitarian Affairs
Tunisia	Ministry of Foreign Affairs
	Ministry of Interior
	Office of Tunisians Abroad