

Sierra Leone Roadmap

towards promoting intra-regional
migration for development



Table of contents

Project overview	3
Introduction	4
Country overview	5
The Socio-Economic Context for Migration	6
Key objectives	7
● Facilitate free movement among Member States and stakeholders as a tool for the development of the region	8
● Protect migrants against harassment and abuse of human rights at border points	11
● Produce reliable, timely, disaggregated data for policy and planning	14
● Harmonise national laws with that of ECOWAS protocols	17
● Facilitate free movement through effective border management	20
Acknowledgement	23
References	24

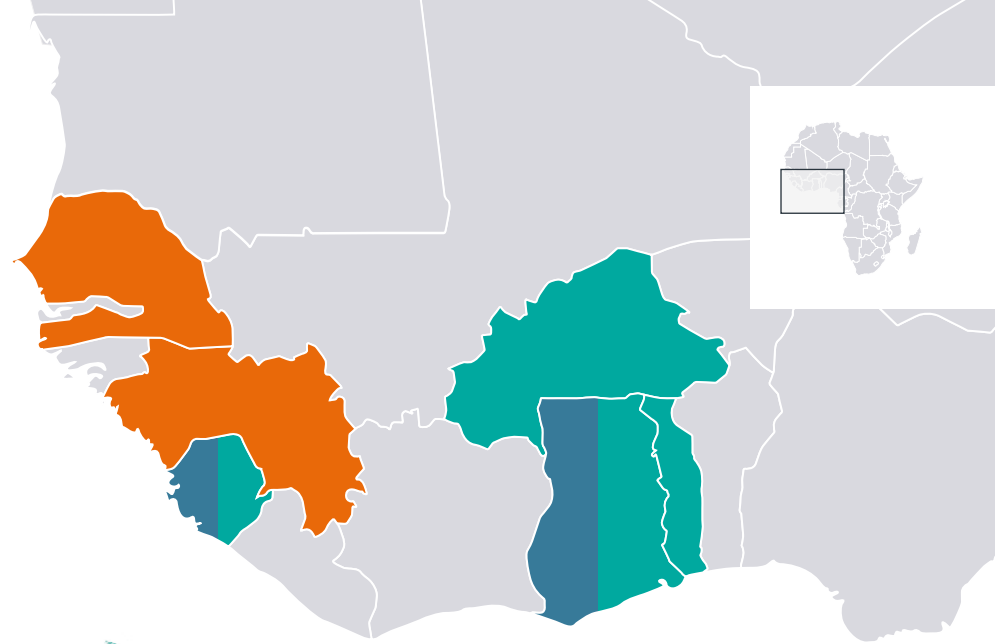
Acronyms

AUC – Africa Union Commission
CSOs – Civil Society Organisations
DDF – District Development Facility
ECOWAS – Economic Community of West African States
EU – European Union
FMM – Free Movement of Persons and Migration
ICLS – International Conference of Labour Statisticians
ILO – International Labour Organization
IOM – International Organization for Migration
LMMIS – Labour Market and Migration Information System
MLSS – Ministry of Labour and social security



MADE West Africa Project Overview

This roadmap is an output of the project “West Africa - Migration and Development, Partnership for Rights-based Governance of Migration and Mobility” or MADE West Africa, which is funded by the European Commission. MADE West Africa was launched by AFFORD (African Foundation for Development), the Centre for Migration Studies (University of Ghana), the FORIM (Forum of International Organizations of Migration Issues), and ICMC Europe (International Catholic Migration Commission). MADE West Africa’s general objective is to promote good governance of migration and mobility, as well as the protection of the rights of migrants in the ECOWAS region, in order to increase the benefits of migration and mobility on development. This objective is achieved through in-depth work from 2017-2020 in six pilot countries with the following pillars:



01 Ghana, Sierra Leone

Improving the **capacity of civil society and national/local State authorities** to enhance **intra-regional mobility** via the implementation of the **ECOWAS Free Movement Protocol**.

Implemented by the Centre for Migration Studies (University of Ghana)



02 Senegal, Guinea

Improving the **protection of migrant workers, fair labour recruitment, and promoting civil society’s participation in labour migration governance**.

Implemented by ICMC Europe (International Catholic Migration Commission)



03 Ghana, Sierra Leone, Burkina Faso, Togo

Maximizing the **contribution of diaspora** to the development of countries of origin by promoting **innovative cooperation frameworks** between diaspora, development NGOs, national/local authorities and the private sector.

Implemented by AFFORD (African Foundation for Development) and the FORIM (Forum of International Organizations of Migration Issues)



MADE West Africa Project

Introduction

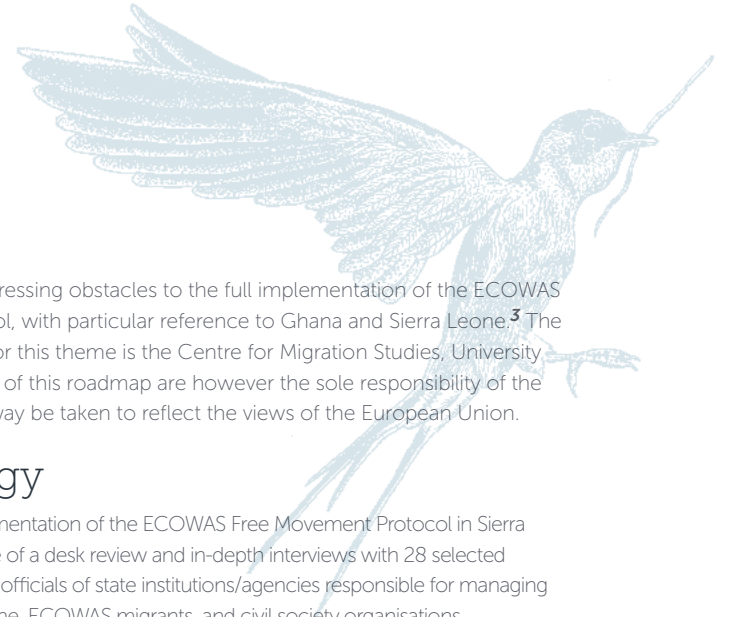
In West Africa, although population mobility is not a recent phenomenon, political narratives and media images tend to suggest an 'exodus' of Africans to Europe. However, the reality indicates that the majority (72%) of West Africans migrate to destinations within the region and most of this for labour opportunities.¹ With more than 3% of the regional population circulating within West Africa, migration within the region is estimated to be about six times higher than intra-European mobility.² In recognition of the potential of intra-regional mobility to promote economic development in both migrant receiving and sending areas, the Economic Community of West African States (ECOWAS) adopted the Protocol on Free Movement of Persons, Right of Residence and Establishment in 1979 (Protocol A/P.1/5/79). The Treaty conferred the status of community citizenship on nationals of member states. Since then, a number of supplementary protocols have been designed to facilitate the flow of goods, services and labour within the ECOWAS region. While there have been significant achievements in the implementation of the free entry component of the protocol, the implementation of the Rights of Residence and Establishment has been quite poor. This has hindered the potential of the protocol for promoting the economic integration of the region for development.

Against this background, this roadmap, developed through a research study as well as multi-stakeholder dialogues held in Sierra Leone, seeks to provide a framework for initiating actions in Sierra Leone that tackle identified policy and practice gaps in the implementation of the ECOWAS Protocol. The MADE West Africa project, funded by the European Union, seeks to promote intra-regional mobility within the

ECOWAS region by addressing obstacles to the full implementation of the ECOWAS Free Movement Protocol, with particular reference to Ghana and Sierra Leone.³ The implementing partner for this theme is the Centre for Migration Studies, University of Ghana. The contents of this roadmap are however the sole responsibility of the authors and can in no way be taken to reflect the views of the European Union.

Methodology

- A survey on the implementation of the ECOWAS Free Movement Protocol in Sierra Leone through the use of a desk review and in-depth interviews with 28 selected stakeholders including officials of state institutions/agencies responsible for managing migration in Sierra Leone, ECOWAS migrants, and civil society organisations.
- Training Workshops in Sierra Leone to build capacities of civil society and State authorities to enhance intra and inter-regional mobility and exchange of good practices.
- Multi-stakeholder dialogues to initiate actions that tackle identified policy and practice gaps in the implementation of the ECOWAS Protocol as a basis for developing a roadmap to support implementation of the Protocol and removal of obstacles to the mobility of ECOWAS citizens.
- Granting of Seed funds to small CSOs for the implementation of advocacy actions and practical implementation that contribute to the implementation of the roadmaps in Sierra Leone.



Sierra Leone Overview

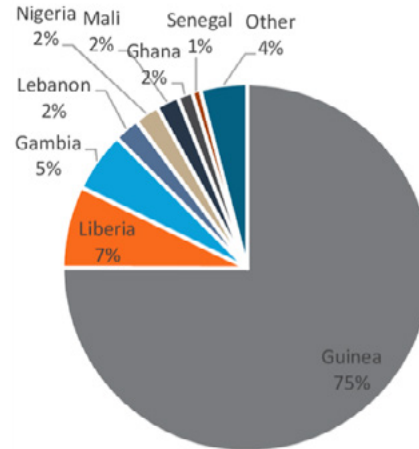
- Promote the vision of a borderless region through support for free movement in ECOWAS for sustainable development and as a practical component in the facilitation of SDG 10.7.
- Reliable, comparable and timely data and data sharing mechanisms among ECOWAS States is crucial for successful implementation of the protocol.
- Develop multi-stakeholder dialogue frameworks as an important approach towards leveraging migration for sustainable development.

SDG 10.7

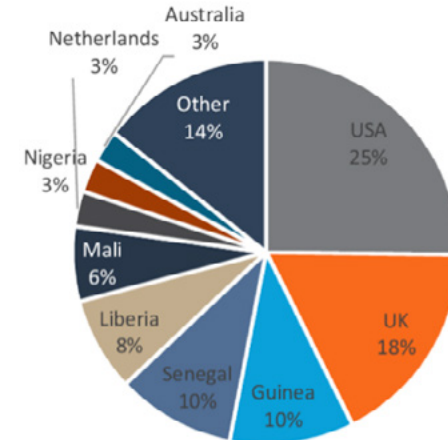
- Facilitate orderly, safe, regular, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies.



Origins of Immigrants in Sierra Leone⁴



Destination of Emigrants from Sierra Leone⁵



Sierra Leone

The Socio-Economic Context for Migration

Sierra Leone's population, estimated at 7.1 million in 2015, has seen significant growth. With high fertility and mortality rates, it has a youthful population structure with 41% of the population being less than 15 years of age in 2017.⁶ Poverty levels are high in the country with 70% of its people living below the poverty line and a Human Development Index of 0.420, ranking the country at 179 out of 188 countries.⁷ About 80% of its working population works in the agricultural sector. Although the country has large deposits of minerals, its economy is relatively weak. The economy is heavily reliant on natural resources, making it extremely vulnerable to external shocks.⁸ Sierra Leone has faced several challenges including a brutal civil war between 1991 and 2002, which devastated the country's socio-economic structure and ensured massive displacement, and more recently the Ebola crisis between 2014 and 2016, which led to thousands of deaths in the country. These negatively affected domestic food production and the country's economic performance.

These conditions have served as major drivers of migration in Sierra Leone. The country has a long history of labour emigration even before independence. However, the long civil war with its resulting lack of economic opportunities fuelled migration in search of better opportunities. Between 1991 and 2002, 30% of educated nationals migrated for security and economic opportunities in the face of falling living standards and civil war. Although, as shown in page 5, the top two destinations for Sierra Leonean migrants are non-African destinations (the United States and United Kingdom), intra-regional mobility is the dominant form of mobility with Sierra Leoneans migrating mainly to Guinea, Senegal and Liberia. Although Sierra Leone is largely a migrant source country, it also hosts many foreigners, who constitute about 1.81 percent of the population of the country, 97

percent of whom are of West African origin, mainly from Guinea⁹ (see page 5). These movements have been facilitated by the ECOWAS Free Movement Protocol.

Within this context, Sierra Leone has developed a national labour migration policy that operates within the framework of the ECOWAS common approach on migration and the 1979 ECOWAS Free Movement Protocol.

The Roadmap highlights the following:

- Intra-regional mobility flows within West Africa have enormous potential for the development of the region. Strategies to leverage these flows for the development of the region should be enhanced (e.g. remittances, skills transfer, education, etc.).
- Increase inter-State cooperation and enhanced mechanisms that protect the rights of migrants.
- Produce reliable, comparable and timely data and data sharing mechanisms among ECOWAS as a key factor for successful implementation of the protocol.
- Harmonise national laws with that of ECOWAS to address discriminative laws and policies targeted at community citizens.
- Develop national migration policies to provide a framework for leveraging migration for development.
- Develop multi-stakeholder dialogue frameworks as an important approach towards leveraging migration for sustainable development.
- Enhance effective border management to facilitate the creation of a borderless ECOWAS region.



Sierra Leone

Key objectives

The following objectives are directly in line with SDG 10.7 to Facilitate orderly, safe, regular, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies.

01

Facilitate free movement among Member States and stakeholders as a tool for the development of the region

02

Protect migrants against harassment and abuse of human rights at border points

03

Produce reliable, timely, disaggregated data for policy and planning

04

Harmonise national laws with that of ECOWAS protocols

05

Facilitate free movement through effective border management





OBJECTIVE 01

Facilitate free movement among Member States and stakeholders as a tool for the development of the region

DIAGNOSTIC

Low knowledge about the protocol.

Inadequate sensitisation on the benefits of the protocol.

Lack of commitment by member states to implement the protocol.

01

Facilitate free movement among Member States and stakeholders as a tool for the development of the region

Key milestones

completed by MADE WA and non-MADE WA partners

INITIATIVES →	STAKEHOLDERS →	OUTPUTS →
<p>Conduct regular awareness raising campaigns through workshops, drama, print and electronic media</p> <p>National Level</p>	<p>Immigration Department, MLSS, Media, Security Agencies, Civil Society</p>	<p>Enhanced knowledge of public officials on the protocol</p>
<p>Community sensitization on the protocol</p> <p>Communities</p>	<p>Immigration Department, MLSS, Media, Security Agencies, Civil Society</p>	<p>Improved public awareness on the protocol</p>
<p>Training of key stakeholders on the protocol</p> <p>National, Communities</p>	<p>Immigration Department, MLSS, Media, Security Agencies, Civil Society</p>	<p>Enhanced knowledge and capacity of public officials on the protocol</p>

Key message

Promote the vision of a borderless region through support for free movement in ECOWAS for sustainable development and as a practical component in the facilitation of SDG 10.7.

01

Facilitate free movement among Member States and stakeholders as a tool for the development of the region

Way Forward

KEY STEPS →	STAKEHOLDERS →	OUTCOMES →
<p>Consultative meetings with stakeholders</p> <p>Short term</p>	<p>MLSS, Immigration Department, Ministry of Finance</p>	<p>Improved public knowledge on benefits of the ECOWAS Free Protocol</p>
<p>Production and airing of jingles in different local languages in urban and rural communities. Community town hall sessions.</p> <p>Short term</p>	<p>Media Houses</p>	<p>Public awareness on ECOWAS protocols raised</p>
<p>Press briefings and radio/TV round table discussions</p> <p>Short term</p>	<p>MLSS, Immigration Department</p>	<p>Public awareness on ECOWAS protocols raised</p>
<p>Training Workshops for Government officials and other stakeholders</p> <p>Short, medium term</p>	<p>MLSS, Immigration Department, Ministry of Finance</p>	<p>Strengthened capacity of key state officials and other stakeholders</p>

Best Practices

- **Nationwide Sensitization drives conducted by the Trafficking in Persons (TIP) Task Force, Sierra Leone.**
- **Intervention by the DDF of the FMM/West Africa Project to build capacity of MLSS and other stakeholders in migration management.**



OBJECTIVE 02

Protect migrants against harassment and abuse of human rights at border points

DIAGNOSTIC

Lack of travel documents.

Low human rights knowledge among border officials.

Low salaries of border officials.

Weak sanction system for violation of human rights.

Key milestones

completed by MADE WA and non-MADE WA partners

INITIATIVES →	STAKEHOLDERS →	OUTPUTS →
<p>Establish a strong punitive system to deal with officials who violate human rights</p> <p>National Level</p>	<p>Immigration Department, MLSS, All Security Agencies</p>	<p>Coordinated approach towards reducing harassment at border crossing points</p>
<p>Make the travel document acquisition processes simpler, affordable and accessible to the public and educate people on the need to acquire such documents</p> <p>National Level</p>	<p>Immigration Department, Ministry of Foreign Affairs, Civil Society</p>	<p>Population educated on the need to acquire ID documents</p>
<p>Training of border officials on human rights</p> <p>National, Regional District levels</p>	<p>Immigration Department, MLSS, Development Partners ECOWAS, IOM</p>	<p>Enhanced knowledge of border officials on human rights</p>
<p>Setting up a complaints bureau at border crossing points. Requiring Officials to wear name tags at border crossing.</p> <p>Border posts, air and sea ports</p>	<p>Immigration Department, MLSS</p>	<p>Border officials motivated to protect migrants</p>

Key message

Promote greater understanding of the need to protect migrants rights.

Way Forward

KEY STEPS →	STAKEHOLDERS →	OUTCOMES →
<p>Strengthen and expand the role of the complaints bureau at border crossing points</p> <p>Short term</p>	<p>Immigration Department, MLSS</p>	<p>Awareness of migrants rights raised</p>
<p>Sensitize nationals on the importance of travel documents</p> <p>Short term</p>	<p>Ministry of Foreign Affairs, Immigration Department</p>	<p>Public awareness on ECOWAS protocols raised at border posts</p>
<p>Gender Responsive Training workshops for border officials on human rights and consequences of rights violations</p> <p>Short, medium term</p>	<p>Ministry of Internal Affairs, Immigration Department, Sierra Leone Police, Office of National Security</p>	<p>Strengthened capacity of key state officials and other stakeholders</p>
<p>Create a one-stop-shop for issuance of work permit and/or residence permit</p> <p>Short, medium term</p>	<p>Ministry of Internal Affairs, Immigration Department, MLSS</p>	<p>Reduced harassment at border crossing points</p>

Best Practices

- Rights based approach to protect migrant rights.
- Ratification and implementation of Migration conventions with specific reference to ILO Conventions; 97, and 143.
- Adoption of ECOWAS's Manual on Border Management by member states.



OBJECTIVE 03

Produce reliable, timely, disaggregated data for policy and planning

DIAGNOSTIC

Data and Labour Market information challenges.

Lack of co-ordinated data management systems.

Inadequately trained and qualified data management officers.

Ineffective collaboration between data collection institutions.

Key milestones

completed by MADE WA and non-MADE WA partners

INITIATIVES →	STAKEHOLDERS →	OUTPUTS →
<p>Develop data collection and data management framework</p> <p>National Level</p>	<p>Statistics, Sierra Leone National Civil Registration Authority, Ministry of Labour, Immigration Department, IOM</p>	<p>Comprehensive data collection and information management system</p>
<p>Conduct training on data collection, management and dissemination. Provide appropriate equipment and logistical support.</p> <p>National/Regional levels</p>	<p>Data Management Organizations</p>	<p>Reliable and up-to-date migration related data made available for policy and planning</p>
<p>Organize regular coordination meetings among relevant institutions</p> <p>National Level</p>	<p>Data Management Organizations</p>	<p>Enhanced coordination and collaboration among institutions producing and using data</p>
<p>Establish mechanisms for data sharing</p> <p>National Regional Level</p>	<p>Data Management Organizations</p>	<p>Reliable, comprehensive and holistic migration data</p>

Key message

Reliable, comparable and timely data and data sharing mechanisms among ECOWAS States is crucial for successful implementation of the protocol.

Way Forward

KEY STEPS →	STAKEHOLDERS →	OUTCOMES →
<p>Hold monthly meetings of the technical working committee on LMMIS</p> <p>Short term</p>	<p>Statistics, Sierra Leone, Data Management Organizations</p>	<p>Strengthened capacity of key state officials and other stakeholders</p>
<p>Organize training workshops on the ECOWAS Methodological Guide and harmonized data collection tools</p> <p>Short term</p>	<p>Immigration Department, ECOWAS, Development Partners (ILO, IOM, FMM)</p>	<p>Strengthened capacity of key state officials and other stakeholders</p>
<p>Strengthen national institutional arrangements for LMMI collection</p> <p>Short, medium term</p>	<p>Statistics, Sierra Leone, MLSS, Immigration Department</p>	<p>Reliable, comprehensive and up-to-date labour market and migration data available for policy development and planning</p>
<p>Create an interactive database on LMMIS (e.g. creating a website)</p> <p>Short, medium term</p>	<p>Data Management Organizations</p>	<p>Better quality data and data sharing</p>

Best Practices

- Trainings conducted by the AUC and ECOWAS with support from the EU to improve on migration statistics in the region.
- ECOWAS harmonized data collection tools.
- Adoption of 16 International migration indicators in conformity with international standards (20th ICLS) by member states to be used in Population, Household and labour force surveys.
- The establishment of regional and national LMMIS by ECOWAS Development of Sierra Leone Labour Migration Policy.



OBJECTIVE 04

Harmonise national laws with that of ECOWAS protocols

DIAGNOSTIC

Contradictions between national laws (e.g. Local Content Act, Work Permit Act) and the ECOWAS protocol.

Fear of competition from nationals of other member states.

Inadequate job opportunities.

Non-compliance with the ECOWAS protocol by other member states.

Key milestones

completed by MADE WA and non-MADE WA partners

INITIATIVES →	STAKEHOLDERS →	OUTPUTS →
<p>Review national laws to align with the ECOWAS protocol</p> <p>National Level</p>	<p>ECOWAS commission, Ministry of Justice, MLSS, Ministry of Social Welfare, Gender and Children Affairs, Ministry of Foreign Affairs and International cooperation</p>	<p>ECOWAS Protocol and national laws harmonized</p>
<p>Collaborate with the ECOWAS commission to ensure compliance of all member states</p> <p>National level</p>	<p>ECOWAS commission, Ministry of Justice, MLSS, Ministry of Foreign Affairs and International cooperation</p>	<p>Members states compliant</p>
<p>Sensitize the public on the benefits of complying with ECOWAS protocol</p> <p>National Level, Community Level</p>	<p>MLSS, CSOs, Media</p>	<p>Awareness about protocol among general public raised</p>

Key message

Harmonised national laws with that of ECOWAS is key to addressing discrimination and abuse of migrant rights targeted at community citizens.

Way Forward

KEY STEPS →	STAKEHOLDERS →	OUTCOMES →
<p>Finalise review of the Work Permit Act</p> <p>Short term</p>	<p>MLSS, Local Content Agency, Ministry of Justice, Parliament, Civil Society</p>	<p>National Laws and ECOWAS protocol harmonized</p>
<p>Review the Local Content Act</p> <p>Short term</p>	<p>MLSS, Local Content Agency, Ministry of Social Welfare, Ministry of Justice, Parliament, Civil Society</p>	<p>Harmonised laws</p>
<p>Fully implement the reviewed Trafficking in Persons Act</p> <p>Short, medium term</p>	<p>Sierra Leone Police, Immigration Service</p>	<p>Migrants protected against trafficking and exploitation</p>

Best Practices

- The establishment of the ECOWAS Committee of Experts for effective implementation of the ECOWAS Social Security Convention.
- Review of the Sierra Leone Anti Trafficking Act 2007.
- The Promulgation of The Sierra Leone Overseas Employment and Migrants Act 2019. Development of the Sierra Leone Labour Migration Policy.



OBJECTIVE 05

Facilitate free movement through effective border management

DIAGNOSTIC

Low technical capacity.

Inadequate financial resources.

Nature of borders (Porous borders).

Lack of joint training.

Transnational criminal activities at the borders.

Key milestones

completed by MADE WA and non-MADE WA partners

INITIATIVES →	STAKEHOLDERS →	OUTPUTS →
Recruit and train officials on border management National Level, border posts	MLSS, Immigration Department, Ministry of Foreign Affairs and International Cooperation, Ministry of Finance	Improved border management. Trained, equipped and well-paid human resource base to manage border crossing points.
Diversify sources of finance for increased funding National Level	Development Partners, Ministry of Finance, Immigration Department	Funds for implementing border management activities
Develop proposals to attract external financial resources National Level	Development Partners, Immigration Department	Funds for implementing border management activities

Key message

Promoting effective border management is key to the creation of a borderless ECOWAS region.

Way Forward

KEY STEPS →	STAKEHOLDERS →	OUTCOMES →
<p>Training workshops for border officials using the ECOWAS manual on Border Management</p> <p>Short term</p>	<p>Ministry of Internal Affairs, Immigration Department, Parliament, ECOWAS, Transnational Organised Crime Unit</p>	<p>Improved border management</p>
<p>Develop proposals to attract external financial resources</p> <p>Short, medium term</p>	<p>Immigration Service, Development Partners</p>	<p>Improved border management</p>
<p>Lobby Government through Parliament for increase in budgetary allocations</p> <p>Medium term</p>	<p>Ministry of Finance, Development Partners</p>	<p>Improved border management</p>

Best Practices

- The Regional Border Training Manual developed by the FMM West Africa Project provides regional tools to enhance capacities of border operatives and other government officials to achieve a more harmonized border management practice in the region.

Acknowledgement

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The contents of this Roadmap are the sole responsibility of the authors and can in no way be taken to reflect the views of the European Union.



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