



ICMPD

International Centre for
Migration Policy Development



IOM • OIM

MTM: A Dialogue in Action

Linking Emigrant Communities for More Development

Inventory of Institutional Capacities and Practices

Joint ICMPD-IOM Project

Financed by:



Partner Countries:



Introduction to the Inventory

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- **MTM Launching Expert Meeting** (23-24 June 2009 in The Hague): hosted by the Ministry of Foreign Affairs of the Netherlands
- **MTM Final Conference** (13-14 April 2010 in Addis Ababa): hosted by the Ethiopian Ministry of Foreign Affairs

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Algeria	Ethiopia	Mali	Nigeria	Tunisia
Cape Verde	Ghana	Morocco	Senegal	
Egypt	Lebanon	Niger	Syria	

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International Centre for Migration Policy Development:

The International Centre for Migration Policy Development (ICMPD) is an inter-governmental organisation with UN Observer status, created in 1993 at the initiative of Switzerland and Austria. The purpose of the ICMPD is to provide services in migration governance to European states and their organisations responsible for the design and implementation of migration policies, and to function as a service exchange mechanism for governments and organisations. It is deeply involved in the creation and development of informal and flexible consultative structures involving migration officials from sending, transit and receiving states.

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International Organization for Migration:

The International Organization for Migration is an inter-governmental organization established in 1951. IOM works to help ensure the orderly and humane management of migration, to promote international cooperation on migration issues, to assist in the search for practical solutions to migration problems and to provide humanitarian assistance to migrants in need, including refugees and internally displaced people. IOM works in the four broad areas of migration management: migration and development, facilitating migration, regulating migration, and addressing forced migration. Cross-cutting activities include the promotion of international migration law, policy debate and guidance, protection of migrants' rights, migration and health as well as the gender dimension of migration. IOM works closely with governmental, intergovernmental and non-governmental partners.

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In recent years, there has been an increasing recognition of the potential role that emigrant communities can play for the development of countries of origin. Mindful of this considerable potential, national governments are increasingly turning to their nationals residing abroad to encourage their contribution to capacity building efforts for the development of their respective countries of origin. As a result, various supportive policies, outreach channels and institutional mechanisms have been put in place to incite and facilitate the transfer of financial, social, human and intellectual resources of citizens who reside abroad.

The establishment of dedicated governmental bodies in multiple countries to increase the institutional profile given to emigrant communities and enhance the link between nationals abroad and their country of origin further indicates governments' engagement to mobilise their nationals abroad in the national development processes. At the same time, within numerous fora, including the EU-Africa Partnership on Migration, Mobility and Employment (MME), as well as the Mediterranean Transit Migration (MTM) Dialogue Partner States, and the Migration for Development in Africa (MIDA) Programme, participating states underline that institutional structures and capacities to amplify the potential contribution of nationals abroad needs to be further developed, so as to ensure that institutions and their initiatives better serve the needs of citizens abroad and accompany the evolving profile of emigrant communities.

The joint ICMPD-IOM project "Linking Emigrant Communities for More Development", of which the main deliverable is an "Inventory of Institutional Capacities and Practices", should be seen as a part or parcel of multiple initiatives aiming to support governments with significant emigrant communities to further develop a favourable environment and support knowledge-based policy development. By providing information supporting constructive dialogue on possible options on institutional mechanisms, support policies and legislation, outreach channels and initiatives relating to emigrant communities, the Inventory further aims to:

- Show how some governments have chosen to institutionalise their relation with their emigrant community, and
- Serve as a basis for dialogue on good practices, lessons learned and future recommendations for further intra- and inter-state cooperation on emigrant community-related matters.

Although far from exhaustive, the Inventory offers an overview of comparable information on existing institutional practices and identified challenges related to emigrant communities faced by 13 countries of origin, namely Algeria, Cape Verde, Egypt, Ethiopia, Ghana, Lebanon, Mali, Morocco, Niger, Nigeria, Senegal, Syria and Tunisia.

Introduction

The methodology applied in the Inventory elaboration process builds upon four approaches:

- 1) *Desk research* undertaken by the MTM Secretariat;
- 2) *A structured questionnaire* shared with national interlocutors in the 13 countries covered by the projects;
- 3) *Joint ICMPD and IOM on-site information collection missions* where meeting were carried out with national authorities with competencies relating to emigrant communities, diplomatic missions of European countries, academia, and regional, international and non-governmental stakeholders involved in emigrant communities related matters; and
- 4) *The dialogue component of the MTM Dialogue* including the:
 - MTM Launching Expert Meeting of 23-24 June 2009 in The Hague hosted by the Ministry of Foreign Affairs of the Netherlands, and
 - MTM Final Conference of 13-14 April 2010 in Addis Ababa hosted by the Ministry of Foreign Affairs of Ethiopia.

The above approaches rendered it possible to base the Inventory on a wide scope of sources of information. It further facilitated full participation of state interlocutors in the 13 countries covered by the project, thus ensuring national ownership of project results.

The joint ICMPD-IOM project “Linking Emigrant Communities for More Development - Inventory of Institutional Capacities and Practices”, implemented within the framework of the Mediterranean Transit Migration (MTM) Dialogue and its Pillar II on ‘Migration and Development’, covers 13 countries of origin, namely Algeria, Cape Verde, Egypt, Ethiopia, Ghana, Lebanon, Mali, Morocco, Niger, Nigeria, Senegal, Syria and Tunisia.

The above-mentioned 13 countries – all with dissimilar histories of emigration, characteristics of emigrant communities and diverse outreach policies and practices – confirm the precept that one-model-fits-all is not always the appropriate answer. Instead, countries express that it is viable for each country to develop its own tailor-made model with regards to governmental institutions and practices addressing emigrant communities.

Some country specific information, demonstrating the significance in developing tailor made-made country models, includes information relating to emigrant populations, where variation can be seen in, inter alia, their characteristics and destinations:

Some Country Specific Information				
Country of Origin	Emigrant population*	Top 3 Destination Countries*	Main European Destination Countries	Some Specificities relating to Emigrant Population*
Algeria	1,783,476	France, Spain, Canada	France, Spain, Belgium	Strongly composed of labour migrants.
Cape Verde	450,000	USA, Portugal, Angola	Portugal, France, Netherlands	Constitute one of the African emigrant populations with the highest fraction of tertiary education.
Egypt	4,727,396	Saudi Arabia, Libya, USA	Italy, UK, France	The majority (70.8%) live in Arab countries.
Ethiopia	N/A	USA, Israel, Saudi Arabia	Sweden, Germany, Netherlands	Mainly composed of highly skilled migrants.
Ghana	957,883	Côte d'Ivoire, Nigeria, Burkina Faso	UK, Italy, Germany	ECOWAS countries represent the main destinations. An estimated 55% are residing in Côte d'Ivoire, Nigeria and Burkina Faso.
Lebanon	621,903	USA, Canada, Saudi Arabia	Germany, France	Mainly composed of highly skilled migrants.
Mali	4,000,000	Côte d'Ivoire, Senegal, Ghana	France, Belgium, Spain	Represent one quarter of Mali's total population.

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Morocco	3,292,599	France, Spain, Italy	France, Spain, Italy	Constitute the largest and most dispersed African emigrant community in Europe.
Niger	437,844	Côte d'Ivoire, Nigeria, Burkina Faso	France, Italy, Germany	The majority (93.3%) lives in African countries.
Nigeria	3,329,000	USA, Chad, UK	UK, Germany, Ireland	ECOWAS countries represent the main destinations.
Senegal	650,000	Gambia, Côte d'Ivoire, Gabon	France, Italy, Spain	The majority resides in other African countries.
Syria	657,291	Saudi Arabia, USA, Germany	Germany, Sweden, France	The majority resides in Asian (Gulf) countries.
Tunisia	1,057,797	France, Italy, Libya	France, Italy, Germany	The majority resides in European countries (82.63%).

* These figures/data are based on various sources of information included in respective Inventory country chapters. Due to the variation of country specific data, years of data vary, reflecting the available information per country. For more information please consult the relevant country profiles.

N.B. This list is not exhaustive. For more information please consult relevant country chapters.

Looking at push and pull factors (also referred to as internal and external factors) influencing emigration, common and country specific factors can be observed among the 13 countries involved in the Inventory. Common push factors include economic and labour related factors, whilst country specific factors include e.g. political, environmental and demographic factors. Usual pull factors are labour and social factors, and examples of country specific pull factors are geographical, historic, cultural and language factors, as well as distinct social factors:

Push and Pull Factors Influencing Emigration	
Common Push Factors	
Economic Factors	Lack of Economic Perspectives
Labour Factors	Unemployment
Country Specific Factors	
Political factors	Political instability, Armed conflict
Environmental factors	Drought, Land Degradation, Climate Change
Demographic factors	High Population Growth
Common Pull Factors	
Labour Factors	Employment Opportunities
Social Factors	Education/Training Opportunities, Family Reunification
Country Specific Factors	
Social Factors	Role of networks
Geographical Factors	Geographical Proximity in the Mediterranean Basin
N.B. This list is not exhaustive. For more information please consult relevant country chapters.	

Issues relating to emigrant communities encompass a broad variety of themes and thus involve various national authorities in many countries, e.g. Ministry of Foreign Affairs, Ministry of Interior, Ministry of Finance, Ministry of Trade and Commerce, Ministry of Social Affairs, Ministry of Youth etc. Moreover, in certain countries national bodies have been established to deal with emigrant communities affairs specifically.

National authorities in charge of emigrant community affairs can roughly be distinguished according to the following categories:

- Ministries whose sole competency is Emigrant Communities;
- Ministries with dual or multiple competencies, whereof one is Emigrant Communities;
- Specific Sub-Ministerial bodies, whose sole competency is Emigrant Communities, created within the Ministry of Foreign Affairs;
- Ministries/Institutions which constitute the lead agency in questions relating to Migration and/or Emigrant Communities.

Ministry whose sole Competency is Emigrant Communities	
Country	Institution
Morocco	Ministry Charged with the Moroccan Community Residing Abroad
Senegal	Ministry of Senegalese Abroad
Syria	Ministry of Expatriates
Ministry with dual or multiple Competencies, whereof one is Emigrant Communities	
Country	Institution
Algeria	Ministry of National Solidarity, Family and the National Community Abroad
Cape Verde	Ministry of Foreign Affairs, Cooperation and Communities*
Egypt	Ministry of Manpower and Emigration
Lebanon	Ministry of Foreign Affairs and Lebanese Emigrants
Mali	Ministry for Malians Abroad and African Integration
Niger	Ministry of African Integration and Nigeriens Abroad**
Tunisia	Ministry of Social Affairs, Solidarity and Tunisians Living Abroad
Specific Sub-Ministerial bodies, whose sole competency is Emigrant Communities, created within the Ministry of Foreign Affairs	
Country	Institution
Ethiopia	Ethiopian Expatriates Affairs (EEA) General Directorate, Ministry of Foreign Affairs
Ministries/Institutions which constitute the lead agency in questions relating to Migration and/or Emigrant Communities	
Country	Institution
Ghana	Ministry of Interior
Nigeria	National Commission for Refugees
* On 2 March 2010, a new Ministry, <i>Ministry of Emigrant Communities</i> , was established in Cape Verde. The organic of this new Ministry is yet to be determined.	
** Superseded by the Ministry of Foreign Affairs, African Integration and Nigeriens Abroad, following the political incidents occurring in Niger in February 2010.	

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Aware of the importance of enhancing the institutional profile given to emigrant communities, governments have, in many countries, set up additional types of innovative national structures, complementing the mandate and/or competencies of above-mentioned governmental structures. The mandate of these varies from country to country, and mirror country specificities. Examples of such institutions are:

Country	Councils Addressing Emigrant Communities
Mali	High Council for Malians Abroad
Morocco	Council of the Moroccan Community Abroad
Niger	High Council for Nigeriens Abroad
Senegal	Superior Council of the Senegalese Abroad*
Country	Decentralised Structures to Anchor National Policy/Practices
Cape Verde	<i>Focal Points for Migration:</i> Employed in each of Cape Verde's 22 Municipalities
Ethiopia	<i>Diaspora Coordinating Offices:</i> In each of Ethiopia's 9 Regional States and 2 Administrative Cities
Tunisia	<i>Regional Delegations:</i> In 17 Regions of Tunisia (under the Office of Tunisians Abroad of the Ministry of Social Affairs, Solidarity and Tunisians Living Abroad)
Country	Other Dedicated Structures Involved in Emigrant Communities
Ethiopia	Diaspora Coordinating Office of the Ministry of Capacity Building
Morocco	Hassan II Foundation for Moroccans Residing Abroad
* Yet to become operational. N.B: This list is not exhaustive. For more information please consult relevant country chapters.	

Beyond the creation of governmental structures and agencies, countries have and are increasingly putting in place channels to reach out to emigrant communities. This is notably being done through the use of diplomatic representations abroad, widely acknowledged as instrumental to build bridges between emigrant communities and their country of origin.

Visits of single representative and/or government delegations to destination countries where main emigrant communities reside is also a common "*modus operandi*". These visits are reported to play an imperative role in strengthening the relation between countries of origin and their migrants residing abroad, but also to inform these of needs and modalities of contributions to national development.

Other important outreach channels established include, *inter alia*:

- Social Attachés at Embassy and Consular level in main destination countries (e.g. Morocco, Tunisia)
- Social Assistance at Consular level in selected destination countries (Tunisia)
- Community Councils at Embassy level (Cape Verde – yet to become operative)
- Support Offices ('*Bureau d'Appui*') at Embassy level (Senegal – yet to be established)

- Local Offices in destination countries of National Councils addressing emigrant communities (Mali, Niger)
- Cultural Centres in destination countries (e.g. Tunisia)
- Website of Ministries, ICTs, Media, Information Campaigns
- Migrant Associations and Emigrant Community Knowledge Networks
- Fairs and/or events focusing on Emigrant Communities, whether in the country of origin or abroad (e.g. Planet Lebanon, Ethiopian Diaspora Day, Homecoming Summit in Ghana, Investment Forum for Malians Abroad)

Concrete measures taken to facilitate emigrant community engagement are wide-ranged. With the aim to incite return of financial capital of national abroad, and in many cases also of foreign investors, various types of institutional support mechanisms have been established to enhance, facilitate and, to a certain extent, strategically orientate investments towards regions and/or economic sectors in need. Examples of such mechanisms at national level include:

- “One-stop-shops” (*‘Guichet Unique’*) for investment and business creation;
- Investment promotion agencies;
- Foreign Currency Bank Accounts;
- Welcoming and/or Orientation Offices;
- Overseas Bank Offices of National Banks; etc.

Country	Institutional Support Mechanisms
Cape Verde	‘Casa do Cidadão’
	Foreign Currency Bank Account
Ethiopia	The Ethiopian Investment Agency (EIA)
	Foreign Currency Bank Account
Ghana	Ghana Investment Promotion Centre (GIPC)
Lebanon	Investment Development Authority in Lebanon (IDAL)
Mali	‘Guichet Unique’ of the Agency for Promotion of Investments (API)
	Opening of Welcoming, Information and Orientation Offices at main entry and transit points for Malians abroad to Mali
	Office of Customs Exemptions and Malians Abroad (BEMEX)
Morocco	Establishment of the Microcredit Bank: Bank Al-Amal
	Establishment of Overseas Bank Offices of the National Bank ‘La Banque Populaire’
	Foreign Currency Bank Accounts
Nigeria	One Stop Investment Centre (OSIC) of the Nigerian Investment Promotion Commission (NIPC)

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Senegal	Office of Reception, Orientation and Follow-up of Emigrants at the International Airport of Dakar as well as Senegalese Embassies (yet to be established)
	'Guichet Unique' of Investment Promotion and Major Works Agency (APIX)
	Savings accounts with special interest rates
	Establishment of Overseas Bank Offices of the National Bank 'Banque de l'Habitat du Sénégal' (BHS)
Tunisia	'Guichet Unique' of the Agency for the Promotion of Industry (API)
	'Guichet Unique' of the Export Promotion Centre (CEPEX)
	'Guichet Unique' of the Agricultural Investment Promotion Agency (APIA)
	Temporary and Permanent Reception Offices at main Border Entry Points
N.B: This list is not exhaustive. For more information please consult relevant country chapters.	

In terms of initiatives at policy level to further support engagement of emigrant communities and strengthen the links between migration and development, multiple stimulating measures and schemes exist at national level. These include, *inter alia*:

■ Cape Verde:

- *Investment Code for Emigrants*: Established in 2005 by the Cape Verdean Governments (yet to enter into force) to enhance the status and incentives applying to Cape Verdean emigrants who would like to invest in Cape Verde.

■ Ethiopia:

- *Ethiopian Origin Identity Card*: Introduced by the Ethiopian authorities to Ethiopians that hold foreign citizenship, offering specific rights and entitlements in Ethiopia.

■ Ghana:

- *Golden Jubilee Saving Bond* (also referred to as 'The Ghana Savings Bond'): Launched by the Ghanaian authorities in 2007 to enhance investments and foster a long-term savings and investment culture among Ghanaians abroad and in the country.

■ Morocco:

- *'Mutuelle des Marocains à l'Etranger' (MUMADE)*: Introduced by the Moroccan Government in 2009 to provide a legal framework that ensures medical coverage of Moroccans abroad who have returned temporarily and/or permanently to Morocco from a country of destination for which no bilateral agreements exist.

■ Senegal:

- *Sector Policy for Senegalese Abroad*: Prepared by the Ministry of Senegalese Abroad, providing a policy framework in Senegal relating Senegalese emigrant communities.

Other supporting schemes are frameworks of cooperation, where examples comprise:

■ Cape Verde:

- *Mobility Partnership with the European Union*: Signed in 2008, it comprises the following three areas of focus:
 - Mobility, Legal Migration and Integration;
 - Migration and Development;
 - Border Management, Identity and Travel Documents, Fight against Irregular Migration and Trafficking in Human Beings

■ Ethiopia:

- *EU-Ethiopia Platform on Migration*: Jointly inaugurated in 2009. Its creation is based on the concept that development has an influence on migration and that enhanced dialogue on matters relating to migration is key.

Notwithstanding the multitude of initiatives of national governments to engage emigrant communities in national development efforts and to foster the link with nationals abroad, a closer look at governmental institutions and mechanisms in place, however, reveals that developing knowledge-based policy, translating policy into practices and practices into tangible results constitute a challenge for many governments. In many cases, this is rooted in multiple complex factors such as lack of comprehensive data on the profile of emigrant communities for knowledge-based development of policy and/or activities, limited financial and/or administrative resources to implement and further develop dedicated policy, absence of a wide range of legal mechanisms and/or investment incentives to incite migrant resources, absence of or limited continuous inter-institutional coordination between national stakeholders involved in issues relating to migration and/or emigrant communities etc.

To address these hinders, governments are reported to, inter alia, have been initiating and/or seeking possibilities to cooperate with other countries of origin as a means to share and build on experiences of other origin countries. Commonly, exchange meetings, however, occur outside of strategic frameworks, rendering it challenging to transfer exchange efforts into concrete endeavours.

Other concrete measure to address hinders faced by governments are further initiated with the support and in cooperation with Northern countries and international stakeholders. Initiatives are numerous and of various character. Projects and/or programmes addressing emigrant communities and specific related topics include initiatives such as:

- The Centre for Migration Information and Management (CIGEM) in Mali supported by the European Union;
- The CAMPO project (*'Centro de Apoio ao Migrante no País de Origem'*) in Cape Verde supported by the European Union;
- The Mig-resources project in Morocco supported by the Italian Cooperation;
- The Plasepri project in Senegal supported by the Italian Cooperation;
- The Co-development Programme in Mali, supported by the French Cooperation;
- The TOKTEN Programme of UNDP;

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- The MIDA Programme of IOM;
- The EU/UN Joint Migration & Development Initiative; etc.

To support governments in these efforts, it is in the hope of ICMPD and IOM that the “Inventory of Institutional Practices and Capacities” can serve as a useful and serviceable tool for governments and support countries in the identification of exchange opportunities and ways to enhance South-South and South-North cooperation in matters relating to emigrant communities.

The “Inventory of Institutional Capacities and Practices” of the joint ICMPD-IOM project “Linking Emigrant Communities for More Development” is a tool aiming to support governments with significant emigrant communities to further develop knowledge-based policies contributing to a favourable and/or enabling environment for emigrants to contribute to the development of their country of origin. It also serves as a basis for dialogue on good practices, lessons learned and future recommendations for further intra- and inter-state cooperation on issues relating to emigrant communities.

In order to fully support national initiatives in this direction, the Inventory is elaborated according to a step-by-step logic, with each Inventory Country Chapter being articulated according to the following structure:

- 1) *Background*: Providing brief information on the history of emigration, factors influencing emigration, main countries of destination and characteristics of emigrant communities¹, estimated remittance flows and main national authorities with competencies relating to emigrant communities.
- 2) *Inventory Findings*: Presenting a brief overview of main national, international and bi-lateral legislative frameworks in place relating to emigrant communities, main national institutions charged with emigrant communities² and practices put in place to reach out to and encourage the involvement of emigrant communities in the development and capacity building efforts of their country of origin.

It is important to highlight, that due to the diversity, which characterises issues relating to emigrant communities, the statistics and figures included in the Inventory do not provide a comprehensive and broader picture of the volume and magnitude of international migration flows, remittances transfers and legislative frameworks introduced relating to emigrant communities, but instead aims at presenting a brief country overview based on a comparative approach.

Moreover, estimates of emigrant communities greatly vary between countries of origin, countries of destination and international organisations. As the present Inventory predominantly is based on information gathered during information collection missions to the respective countries covered by this Inventory, estimates predominantly reflect national figures. In cases where limited information could be collected, estimates from international organisations have been used.

Readers who would like to go further into a specific topic or obtain further details or specifics on certain information provided in the Inventory, an electronic version is foreseen to be available at the ICMPD (www.icmpd.org) and IOM (www.iom.int) website, including numerous hyperlinks to documents and sources of information. In addition, it is foreseen to be available online on the MTM Interactive Map on Migration (i-Map) Migration & Development Layer (www.imap-migration.org).

¹ The listing of the institutions in the Inventory Country Chapters implies no ranking with regard to national stakeholders and their competences regarding emigration and emigrant communities. Other agencies to those listed have not been included, as the list is not exhaustive.

² Ibid.

General Abbreviations:

AFD	French Development Agency
AU	African Union
CIDO	African Citizens Directorate
CSP	Country Strategy Paper
DFID	Department for International Development
EC	European Commission
ECOWAS	Economic Community of West African States
EDF	European Development Fund
ENP	European Neighbourhood Policy
EU	European Union
FDI	Foreign Direct Investment
GDP	Gross Domestic Product
HDI	Human Development Index
HDR	Human Development Report
ICMPD	International Centre for Migration Policy Development
ICT	Information and Communication Technologies
IGAD	Intergovernmental Authority on Development
ILO	International Labour Organization
i-Map	Interactive Map on Migration
IOM	International Organization for Migration
MIDA	Migration for Development in Africa
MTM	Mediterranean Transit Migration
MTO	Money Transfer Operator
NEPAD	New Partnership for Africa's Development
NGO	Non-Governmental Organisation
NIP	National Indicative Programme
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development

PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
SME	Small and Medium Enterprise
TOKTEN	Transfer of Knowledge Through Expatriate Nationals
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNESCWA	United Nations Economic and Social Commission for Western Asia
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNODC	United Nations Office on Drugs and Crime
UNV	United Nations Volunteers
WMIDA	Migrant Women for Development in Africa

Main Country Related Abbreviations (non-exhaustive):

Algeria

ADEI	Agency for Enterprise Development and Innovation
ANEM	National Employment Agency
CCNE	Advisory Council of the National Community Living Abroad
CNES	The National Social and Economic Council
CNI	National Council on Investments

Cape Verde

ACIDI	Alto Comissario para a Imigração e Diálogo Intercultural
ADEI	Agency for Enterprise Development and Innovation
DGACC	General Directorate of Consular Affairs and Communities
GPRSP	Growth and Poverty Reduction Strategy Paper
IC	Institute of Communities

List of Abbreviations

Egypt

CMRS	Center for Migration and Refugee Studies
HCM	Higher Committee for Migration
IMIS	Integrated Migration Information System
MME	Ministry of Manpower and Emigration

Ethiopia

ARRA	Ethiopian Administration for Refugee and Returnee Affairs
EEA	Ethiopian Expatriates Affairs
EIA	Ethiopian Investment Agency
MIDEth	Migration for Development in Ethiopia Programme

Ghana

GIPC	Ghana Investment Promotion Centre
GIS	Ghana Immigration Service
IMWG	Inter-Ministerial Working Group
NRG	Non-Resident Ghanaian
TWG	Technical Working Group

Lebanon

CDR	Council for Development and Reconstruction
IDAL	Investment Development Authority of Lebanon
ILDES	Lebanese Institute for Economic and Social Development
IMS	Institute for Migration Studies
LERC	Lebanese Emigration Research Center
LIBC	Lebanese International Business Council
TLE	Targeting Lebanese Expatriates
WLCU	World Lebanese Cultural Union

Mali

API	Agency for Promotion of Investments
BEMEX	Office of Customs Exemptions and Malians Abroad

CIGEM	Centre for Migration Information and Management
DGME	Directorate General for Malians Abroad
HCME	High Council for Malians Abroad

Morocco

CCME	Council of the Moroccan Community Abroad
COMPAS	Centre on Migration, Policy and Society
CRI	Regional Centre for Investment
MCMRE	Ministry Charged with the Moroccan Community Resident Abroad
MUMADE	Mutuelle des Marocains à l'Etranger

Niger

HCNE	High Council for Nigeriens Abroad
LASDEL	Le Laboratoire d'Etudes et de Recherche sur les Dynamiques Sociales et le Développement Local
MIANE	Ministry of African Integration and Nigeriens Abroad

Nigeria

CBN	Central Bank of Nigeria
GCIM	Global Commission for International Migration
LEAD	Linkage with Experts and Academics in the Diaspora
NCFR	National Commission for Refugees
NIDO	Nigerians in Diaspora Organisation
NIPC	Nigerian Investment Promotion Commission
NIS	Nigerian Immigration Service
NNVS	Nigerian National Voluntary Services
NPC	National Population Commission
NUC	National Universities Commission
OSIC	One-Stop Investment Center
VSO	Voluntary Service Overseas

List of Abbreviations

Senegal

BAOS	Office of Reception, Orientation and Follow-up of Emigrants
BHS	Banque de l'Habitat du Sénégal
CCIAD	Chamber of Commerce, Industry and Agriculture in Dakar
CDEPS	Departmental Centres for Public Education and Sport
CNCAS	Caisse Nationale de Crédit Agricole du Sénégal
CONGAD	Conseil des ONG d'appui au développement
CSSE	Superior Council of the Senegalese Abroad
FAISE	Investment Support Fund for Senegalese Abroad
PLASEPRI	Plateforme d'appui au secteur privé et à la valorisation de la diaspora sénégalaise en Italie
REVA	Return of Emigrants to the Agricultural Sector
SIGEM	Information system for efficient management of migration

Tunisia

ANETI	National Employment Agency and Self-Employment Site
API	Agency for the Promotion of Industry
APIA	Agricultural Investment Promotion Agency
BTS	Tunisian Solidarity Bank
CEPEX	Export Promotion Centre
CNSS	National Social Security Fund
OTE	Office of Tunisians Abroad

Brain Drain: The term brain-drain refers to the negative effects associated with the emigration of individuals whose skills are scarce in their country of origin.

Brain Gain: Brain-gain generally refers to the immigration of skilled individuals to a country resulting in a benefit for that country. Yet it is also used in reference to the country of origin, in the case of return from individuals who gained skills abroad through temporary migration.

Capacity Building: In the context of development, capacity building is considered to be both a means in achieving specific desirable development-related outcomes and an end in itself in enabling individuals (and groups) to realise their full potential. Capacity building typically operates at individual, organisational, or institutional levels.

Citizenship: Status of a citizen derived from a legal bond with a state and/or a political community and further defined by a set of attendant duties, rights and privileges.

Country of Origin/Transit/Destination:

Country of Origin: A country where a person or a group of persons originate(s), i.e. country of his/her nationality or in the case of stateless persons the country of usual residence.

Country of Transit: A country through which a person or a group of persons travels, possibly involving temporary settlement, on the way to a given country of destination.

Country of Destination: A country that is the destination for a person or group of persons.

Development: A process of expanding the freedoms that people enjoy, [these being] not only the primary ends of development, but also among its principal means.

Dual/multiple citizenship: Dual/multiple citizenship refers to the status of an individual who is a citizen of two/ more states. It is a sometimes contested, sometimes accepted feature.

Emigrant Communities: Populations outside their country of origin, usually sustaining ties and developing links both with their country of origin and across countries of settlement/residence.

First generation migrant: Term referring to a foreign-born migrant who physically moved from one country to another country.

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UN-INSTRAW Glossary

Glossary of Terms

Family Reunion/Reunification: The process of bringing together family members, particularly children, spouses and elderly dependents. Family reunion/reunification enables persons to exercise their human right to family life outside of their country of origin.

Governance of Migration: System of institutions, legal frameworks, mechanisms and practices aimed at regulating migration and protecting migrants.

High-level skilled migrant: A migrant performing a job for which a specific advanced degree, years of experience or copious on-site training are required.

Low-level skilled migrant: A migrant performing a job that does not require very much specific training and can be performed by many people without the need for advanced degrees or years of experience.

Migrant: A person undergoing a (semi-)permanent change of residence, which involves a change of his/her social, economic and/or cultural environment.

Migrant Worker: A person, who is to be engaged, is engaged or has been engaged in a remunerated activity in a state of which he or she is not a national.

Nationality: A legal bond between a state and an individual implying reciprocal rights and duties.

Remittances:

Financial remittances: Earnings and material resources transferred by international migrants or refugees to recipients in their country of origin.

Social remittances: Usually defined as the ideas, practices, identities and social capital that flow from receiving to sending country communities. Social remittances are transferred by migrants and travellers or they are exchanged by letter or other forms of communication, including by phone, fax, the internet or video.

Second generation migrant: Term referring to children, born in a new country to first generation migrants (but did not move themselves).

Temporary Migration: A non-permanent migration implying return or onward movement.

On 23 and 24 June 2009, about 55 participants from Arab and European Partner States (APS and EPS) representing Algeria, Egypt, France, Germany, Greece, Italy, Lebanon, Libya, Malta, the Netherlands, Slovak Republic, Spain, Switzerland, Syria and Tunisia, and newly invited Partner States of Ethiopia, Ghana, Mali, Niger, Nigeria, and Senegal met informally in The Hague, Netherlands for an Expert Meeting organised by ICMPD and IOM. Representatives of ADPC, the European Commission, INAFI, Oxfam NOVIB and UNDP attended as Observers. The meeting, hosted by the Dutch Ministry of Foreign Affairs, marked the launching of the joint ICMPD-IOM project *Linking Emigrant Communities for More Development - Inventory of Institutional Capacities and Practices*, implemented within the framework of Pillar II on Migration and Development of the Dialogue on Mediterranean Transit Migration (MTM).

The objective of Pillar II of the MTM Dialogue is to focus on medium to long-term issues related to the root causes of emigration, notably through research, support services, capacity-building, etc. To fulfil this aim, and to respond to the call of APS in further strengthening capacities of administrative structures addressing emigrant communities, as expressed in the MTM Copenhagen Conference (January 2005), the joint ICMPD-IOM project aims at providing support to governments in further enhancing their knowledge and capacities to engage emigrant communities for development. This will be done by providing an enhanced knowledge-base through an Inventory presenting information and facilitating exchange on national policies, capacities and practices of 13 countries of origin: Algeria, Cape Verde, Egypt, Ethiopia, Ghana, Lebanon, Mali, Morocco, Niger, Nigeria, Senegal, Syria, and Tunisia.

The objectives of the Launching Expert Meeting were threefold. To 1) enable a preliminary opportunity for information collection; 2) ensure a common understanding and commitment of the countries approached in the project; and 3) guarantee that the planned Inventory is in line with the interest of Partner States.

The meeting encompassed five working sessions:

1. Harnessing Emigrant Communities' Contributions to the Development of Countries of Origin: Opportunities and Challenges;
2. National Capacities and Practices in Enhancing Emigrant Communities' Links to their Countries of Origin;
3. Social and Economic Development: Impacts of Emigrant Communities and Remittances;
4. Information Collection Missions: Identification of Relevant Regional, National and Local Stakeholders; and
5. Fine-Tuning of Planned Information Collection Instrument.

* * *

Summary of Discussions

The meeting was formally opened by the Director of the Movement of Persons, Migration and Alien Affairs Department of the Dutch Ministry of Foreign Affairs. The opening session included statements by the Director General of ICMPD and by the Regional Director for the Mediterranean of IOM.

The five working sessions of the Launching Expert Meeting were characterised by open and fruitful discussions. Each working session was illustrated by presentations and interventions by Partner States and Observers, highlighting the relevance of linking up with and building upon resources and initiatives of emigrant communities.

By taking into consideration the valuable contributions provided during the meeting, this enabled ICMPD and IOM to reach the outlined objectives of the Launching Expert Meeting.

Working Session I: Harnessing Emigrant Communities' Contributions to the Development of Countries of Origin: Opportunities and Challenges

To illustrate the topic of the working session, two presentations were held by 1) UNDP on the EC-UN Joint Migration and Development Initiative; and 2) IOM on the Migration for Development in Africa (MIDA) Programme and other projects pertaining to Migration and Development implemented with support from the Italian Co-operation.

Subsequently, plenary discussion took place whereby some of the central points raised by representatives were as follows:

- ❖ While it is important to respond to the potential of emigrant communities' contribution, this contribution frequently takes places outside existing national and regional frameworks, and development cooperation schemes, rendering it challenging for national administrations to identify potential policy routes.
- ❖ There is a differentiation between countries on the availability and access to data on the type of contribution and channels used by emigrant communities for transfer of capital. Some countries have detailed documentation, while others are in the midst of collecting data.
- ❖ In the elaboration of policy, it is of importance to establish dialogue with emigrant communities/migrant associations to ensure that policies address these interlocutors adequately.
- ❖ Elaboration of policy needs to reflect the change in migration patterns which can be observed, as to ensure that national strategies respond to the evolvement of the profile of emigrant communities. To enable this, there is a clear need of data and information on emigrants' profile.
- ❖ To counteract negative impacts on development which emigration can have on countries of origin, return/circulation of national competencies needs to be taken into consideration when formulating policies.
- ❖ Whereas there is a great potential in involving emigrant communities in the development of their countries of origin, this involvement should not be overstated and seen as a panacea for solving existing challenges faced by countries of origin.
- ❖ Attention should be given towards working on good governance, financial and private sector development in order to create an enabling environment to facilitate and encourage investments

of emigrant communities. For instance, migrants' potential lack of trust towards the state and high costs of remittance transfers need to be addressed.

Working Session II: National Capacities and Practices in Enhancing Emigrant Communities' Links to their Countries of Origin

To bring to light the theme of working session II, three presentations were held by Ghana, Lebanon and Tunisia, presenting past and current experiences in developing policies and outreach strategies to foster ties with their emigrant populations abroad and optimise the development impact of emigrant contributions.

Thereupon, discussion followed where some main points highlighted by Partner States were the following:

- ❖ In terms of policies and strategies pertaining to emigrant communities, there is a differentiation between countries. Some countries have articulated policies, including advanced development of institutional capacities such as specialised Ministries and agencies, while other countries are in the midst of elaborating policies.
- ❖ There is a need to further enhance institutional capacities of countries of origin to facilitate transfer and build on capital of emigrant communities. This should be undertaken through co-operation.
- ❖ Inter-ministerial coordination in countries of origin and countries of destination is of great importance during policy formulation processes in order to leverage the development impact of emigrant contributions. In some countries, mechanisms have been put in place to ensure internal coordination, while other countries are investigating possible systems.
- ❖ For the development of policies to engage emigrant communities in the development agenda, a distinction should be made between countries of origin and countries of destination. Taking into consideration that these countries have different specificities and dimensions, synergy and strategic dialogue between countries of origin and countries of destination is important.

Working Session III: Social and Economic Development: Impacts of Emigrant Communities and Remittances

To shed light on the focus of this working session, two presentations were held by 1) the International Network of Alternative Financial Institutions (INAFI) on how to harness the development potential of migration by linking Micro Finance Institutions and migrant associations; and 2) the African Diaspora Policy Centre (ADPC) on the impact of emigrant communities in countries of origin.

Thereafter, the following main points were underlined by representatives during plenary discussion:

- ❖ Emigrant communities and remittances play an important role notably but not exclusively through their stabilising effect in sustaining human standards of living. Nevertheless, it is important to recall that remittances in some situations have a challenging impact by potentially creating dependency. To meet this challenge, mitigating strategies to enhance sustainable development are of importance.

Emigrant contributions go beyond remittances today. For instance, contributions nowadays also include transfer of human and social capital. By taking this into consideration, it is important to investigate how countries can enhance and channel this range of emigrant contributions.

- ❖ To enhance transfer of remittances through formal channels, facilitation of agreements between banking institutions in countries of origin and destination is vital.
- ❖ To optimise transfer of financial capital, economic incentives such as tax-exemption should be promoted by countries of origin. In this context, Embassies can play an important role in encouraging and directing investments in the country they represent, as well as act as a one-stop-desk in facilitating and expediting administrative processes in the creation of small and medium enterprises (SME) by members of emigrant communities.
- ❖ To mobilise the potential of migrant contributions, dual citizenship and freedom of movement to ensure circularity can play a facilitating role and enhance efforts of emigrant communities. In this regard, countries of destination were called upon to act on this matter.
- ❖ Projects of emigrant communities are in many cases implemented on a micro-level scale and thus have an impact at local level. Efforts to scale-up are yet to be widespread and should be considered to have a broader impact. In this context, investments in private and financial sector development are crucial to create the enabling environment necessary to optimise the development impact of emigrant contributions.

Working Session IV: Information Collection Missions: Identification of Relevant Regional, National and Local Stakeholders

To contribute in ensuring that the foreseen information collection missions' agenda reflects the specificities of each participating state approached in the project, representatives emphasised on the following key points:

- ❖ Missions should to the maximum extent possible be tailor-made, as to make certain that the project approaches relevant interlocutors.
- ❖ To ensure a holistic approach, it is of importance not only to address stakeholders at national level, but to also approach interlocutors at local and regional levels that deal with matters pertaining to emigrant communities. For example, the project should aim at approaching national Ministries dealing with emigration and migrant communities (e.g. Ministry of Foreign Affairs, Ministry of Emigrant Communities, Ministry of Interior Affairs, and Ministry of Social Affairs), as well as migrant associations, research institutes, NGOs, CSOs, the International Community, etc.
- ❖ To ensure successful results during the information collection process, the scope of the project should remain focused as to ensure that the necessary information is registered.

Working Session V: Fine-Tuning of Planned Information Collection Instrument

To contribute in ensuring that the planned Information Collection Instrument – a structured Questionnaire – reflects the priorities of participating countries approached in the project in the area

of Institutional Capacities and Practices to link up with their emigrant communities, the following main points were underlined by representatives during the final working session:

- ❖ To avoid duplication of information collected through the Questionnaire and create information synergies, it is of importance that migration profiles are consulted in the information collection process.
- ❖ It is favourable that project results will be included in the Migration and Development Layer of the region covered by the MTM Dialogue on the Interactive Map on Migration (i-Map) as to facilitate information exchange and leverage synergies.
- ❖ To ensure a targeted information collection process, the Questionnaire should reflect policy areas and the legal framework in place pertaining to emigrant communities. In addition, the questionnaire should aim at covering other relevant policy areas where emigrant communities constitute an element (e.g. citizenship, social and economic affairs, development, labour and communication). In terms of national practices in fostering the link with emigrant communities, return schemes should touch upon return of both qualified and non-qualified emigrants.
- ❖ During the elaboration process of the Questionnaire, questions should be formulated and presented in a simple and clear manner, as to facilitate precise and adequate answers from participating states.
- ❖ The impact of the financial crisis on emigrant communities' contributions needs to be acknowledged within the framework of the project, as well as reflected in the Questionnaire and the analysis of results.
- ❖ Answers provided by participating states will be treated confidentially and only be shared within ICMPD and IOM. Once information has been analysed, the level of accessibility of the final report will be decided by the Partner States at the final conference of the project.

* * *

In the closing session, the joint ICMPD-IOM project team expressed its gratitude and thankfulness to the participants for their active participation and valuable contribution to the successful launching of the project. To lay the ground for the information collection process, Partner States were also invited to share their answers to the questions in the Meeting Discussion Guide with the organisers.

Representatives also expressed their gratitude and thankfulness to the Netherlands, host country, for its warm hospitality and thanked the Ministry of Foreign Affairs, the joint ICMPD-IOM project team and the chairs for the excellent meeting arrangements, as well as for the open and rich discussions.

The Dutch Ministry of Foreign Affairs, host Ministry of the Launching Expert Meeting, made a closing statement and invited participating countries in the project to consider hosting the final project conference in their country.

On 13 and 14 April 2010, 43 participants from MTM Partner States (PS) to the MTM Dialogue, representing Algeria, Cape Verde, Denmark, Egypt, Ethiopia, France, Ghana, Italy, Lebanon, Mali, Morocco, the Netherlands, Niger, Senegal, Spain, and Switzerland met informally in Addis Ababa, Ethiopia, for an MTM conference organised by ICMPD and IOM. Representatives of the African Union Commission, the European Union (EU) Delegation to Ethiopia, ILO, the Maastricht Graduate School of Governance, and UNDP attended as observers. The meeting, hosted by the Ethiopian Ministry of Foreign Affairs, marked the closing of the joint ICMPD-IOM project *Linking Emigrant Communities for More Development - Inventory of Institutional Capacities and Practices*, implemented within the framework of Pillar II on 'Migration and Development' of the Dialogue on Mediterranean Transit Migration (MTM).

The objective of Pillar II of the MTM Dialogue is to focus on medium to long-term issues related to the root causes of emigration, notably through research, support services, capacity-building, etc. To fulfil this aim, and to respond to the call of PS in further strengthening practices and capacities of institutional structures addressing emigrant communities, as expressed in the MTM Copenhagen Conference (January 2005), ICMPD together with IOM in June 2009 launched, under funding of France, Italy, the Netherlands and Switzerland, the project *Linking Emigrant Communities for More Development - Inventory of Institutional Capacities and Practices* at the MTM Launching Expert Meeting in The Hague, Netherlands.

The joint ICMPD-IOM project, which notably aims to deliver an *Inventory of Institutional Capacities and Practices*, should be seen as a part or parcel of multiple initiatives aiming to support governments with significant emigrant communities to further develop a favourable environment and support knowledge-based policy development. By providing information supporting constructive discussions on possible options on institutional mechanisms, support policies and legislation, outreach channels and initiatives relating to emigrant communities, the project and its related Inventory further aims to:

- Show how some governments have chosen to institutionalise their relation with their emigrant community, and
- Serve as a basis for dialogue on good practices, lessons learned and future recommendations for further intra- and inter-state cooperation on emigrant community-related matters.

Although non-exhaustive, the Inventory of the joint ICMPD-IOM project offers an overview of comparable information on existing institutional practices and identified challenges related to emigrant communities faced by 13 countries of origin, namely Algeria, Cape Verde, Egypt, Ethiopia, Ghana, Lebanon, Mali, Morocco, Niger, Nigeria, Senegal, Syria and Tunisia.

In this context, the objectives of the MTM Final Conference were fourfold:

- 1) To present the Inventory and key findings;
- 2) To provide a forum for dialogue on possible opportunities for exchange of experiences of governments with regards to emigrant communities-related affairs;
- 3) To elaborate on means of dissemination of the Inventory, to make sure that it becomes a functional and serviceable instrument for MTM Partner States and Agencies; and
- 4) To pave the way for the next steps of this initiative.

The meeting was formally opened by the Director-General for International Organisations of the Ministry of Foreign Affairs of Ethiopia. The opening session included further statements by Spain on behalf of the Spanish presidency of the EU, by the Delegation of the EU to Ethiopia, by IOM, and ICMPD.

Prior to the working sessions of the meeting, ICMPD and IOM, as implementing partners of the joint project, presented the project and its framework with four presentations, notably:

- The MTM Dialogue and Pillar II on 'Migration & Development'
- The joint ICMPD-IOM project "Linking Emigrant Communities for More Development – Inventory of Institutional Capacities and Practices"
- Presentation of project findings
- Ensuring the usefulness of the Inventory – steps ahead

* * *

Summary of Discussions

The meeting encompassed five working sessions:

1. Practices put in place by governments to encourage emigrant communities to contribute to the development of their country of origin – how to enhance national capacities through south-south cooperation and exchange of good practices?
2. Outreach strategies to link up with emigrant communities – how can governments enhance outreach activities to inform their emigrant communities on and promote incentives put in place as a means to encourage return of various emigrant resources for the development of the country of origin.

3. Development of knowledge-based national strategies relating to emigrant communities – how can governments proceed from data collection to development of comprehensive policy?
4. Development of follow up activities. What are the next steps ahead?
5. Ensuring efficient dissemination and use - example: Development of the Migration & Development layer of the project “Interactive Map on Migration” (i-Map) and feeding in results of the joint ICMPD-IOM project – how to ensure that the i-Map Migration & Development layer becomes a useful tool for Partner States.

The five working sessions of the expert meeting were characterised by open and fruitful discussions, highlighting the importance of sharing and building on good experiences of governments to engage emigrant communities in, and incite transfer of financial, social, human and intellectual resources of citizens residing abroad for, national development processes.

Working Session I: Practices put in place by governments to encourage emigrant communities to contribute to the development of their country of origin – how to enhance national capacities through south-south cooperation and exchange of good practices?

Plenary discussion took place, whereby some of the key points raised by representatives were as follows:

- ❖ Whereas there in recent years have been multifarious practices put in place by government to encourage contribution of emigrant communities for development in their countries of origin, one crucial issue in this regard is the enhancement of trust between countries of origin and their emigrant community.
- ❖ It is important to promote that South-South and South-North cooperation should focus on ways to create a conducive environment in order to enhance trust between nationals abroad and their countries of origin, by means of sharing experiences on, *inter alia*:
 - Dual Citizenship;
 - Portability of social rights (e.g. transfer of social security benefits);
 - Relations with migrant associations and civil society;
 - Investment facilitation and orientation;
 - Creating favourable conditions for returnees.
- ❖ To further develop national practices and policies relating to migration and development, countries of origin are increasingly initiating South-South consultations. Some countries have already put in place local consultations with neighbouring countries and/or participate in dialogues undertaken within regional or sub-regional frameworks such as ECOWAS. Notwithstanding this, on-going consultations between countries of origin do not always take place within strategic institutional frameworks of cooperation.

- ❖ To pursue policy coherence with regards to migration and/or emigrant community related issues, it is key to enhance inter-institutional coordination at national level and to mainstream migration and development into national policies, notably Poverty Reduction Strategies.
- ❖ Initiatives for global mapping of emigrant communities' presence, profile and characteristics, and frameworks for engaging the African Diaspora (identified as the 6th region of Africa) for development are being designed at international level, including the set up of dedicated institutions, elaboration of strategies and plan of actions as well as the development of targeted cooperation programmes.

Working Session II: Outreach strategies to link up with emigrant communities – how can governments enhance outreach activities to inform their emigrant communities on and promote incentives put in place as a means to encourage return of various emigrant resources for the development of the country of origin

The following main points were underlined by representatives during plenary discussions:

- ❖ Countries are increasingly initiating and fine tuning programmes to reach out to their emigrant communities through a wide range of initiatives and/or events either in the country of destination or in the home country. Non-exhaustive but illustrating examples include Planet Lebanon, the Ethiopian Diaspora Day, the Homecoming Summit in Ghana, the Investment Forum of Malians Abroad, etc. Moreover, outreach activities are and can effectively be carried out through spontaneous networks of migrant associations and/or through more structured ones, such as Local Offices of National Councils and/or Cultural Centres in place in main destination countries.
- ❖ To ensure maximal efficiency and capacity of national institutions to address issues relating to emigrant communities, some countries have established dedicated structures, whereas others have chosen to create a department within the Ministry of Foreign Affairs. The role of consular services vis-à-vis other kind of assistance or initiatives to promote investment/engagement is instrumental and prevail in various types, mirroring national structures and country specificities.
- ❖ In development of policy/cooperation, it is vital to enter into dialogue and consultations with emigrant communities in order to find out their needs and wishes, so as to elaborate tailor-made systems.
- ❖ Decentralised cooperation is an important factor to support migration and development and to provide the possibility to migrants and/or migrant associations to contribute to local development in their countries of origin. Good examples highly praised are the MIDA Programme of IOM, and triangular cooperation. Moreover, decentralised cooperation has been given increased international, national and local recognition and actions are increasingly being initiated in this context. However, a challenge exists in terms of adequate structures being in place/or being put in place to manage these initiatives.

- ❖ To enhance outreach and engagement of emigrant communities, there is a need to enhance public exposure of initiatives relating to migration and/or emigrant communities. Partner States called for support on this matter.
- ❖ There is a need to further explore the potential of South-North Institutional cooperation.

Working Session III: Development of knowledge-based national strategies relating to emigrant communities – how can governments proceed from data collection to development of comprehensive policy?

Plenary discussion took place, whereby some of the main points raised by representatives were as follows:

- ❖ Continuous mapping and profiling i.e. collecting quantitative and qualitative information on emigrant communities, constitute a necessary background for development and up-dating of knowledge-based policy and practices. Such experiences must also be articulated, bearing in mind the multifaceted aspects and evolving nature of emigrant communities.
- ❖ Data gathering processes present challenges for countries of origin. This can be addressed through various mechanisms, such as:
 - Cooperation with destination countries and their respective municipal authorities;
 - Surveys in specific areas of origin and/or destination;
 - The issuance of ID-card to migrants;
 - Registration for out-of-country voting;
 - Cooperation with migrant associations and/or civil society.
- ❖ It is important to map out the needs of countries of origin in order to better identify areas where the broad range of resources and expertise of emigrant communities could contribute to the development process of the country.
- ❖ Mapping in countries of destination and origin could contribute to the elaboration of tailor-made policies, instruments or mechanisms matching both the emigrant communities' profile and capacities with the development needs of the countries of origin.
- ❖ Data collection involves various stakeholders (national, international, civil society etc.) and needs to be carefully coordinated. Limitations, however, exist in sharing information on data available with separate entities, resulting in risks of overlapping of exercises and/or lack of reliable information.

Working Session IV: Development of follow up activities. What are the next steps ahead?

Representatives emphasised the following points:

- ❖ Interest was shown to continue and build on the current Inventory exercise and specific request from countries were made, notably relating to support/assistance in policy development and enhancing institutional capacities to mainstream migration into development policies at national level. Support to temporary return of highly qualified migrants was also raised.
- ❖ It was highlighted that a South-South cooperation perspective should be encouraged for a consecutive project. It was further emphasised that follow up activities need to be elaborated from a global way of thinking, ensuring however action at local level. To ensure regional anchorage, it is further key that relevant actors such as the AUC and sub-regional stakeholders (e.g. ECOWAS) are invited to take part in the follow up project. To ensure effective and efficient continuation of activities relating to the joint ICMPD-IOM project, South-North cooperation of institutional character should further be reflected in any follow-up initiatives. This is also to ensure sharing of and building on experiences between countries of origin, transit and destination.
- ❖ Countries expressed their willingness to ensure South-South exchange of expertise and to host experts of other countries to share and build on interesting practices of other origin countries.
- ❖ It is important to maintain momentum and follow up activities within the framework of the MTM Dialogue. However, the Dialogue needs to ensure practical results and concrete actions.
- ❖ Input and ideas raised by participants during the session will be taken into consideration and included to the maximum extent possible in the final elaboration of follow-up project activities. ICMPD and IOM will furthermore soon meet to discuss elaboration of possible bridging projects.
- ❖ Donor countries supporting the joint ICMPD and IOM endeavour, expressed the importance that follow-up initiatives should:
 - Build on demands and needs of countries of origin;
 - Have an emphasis on South-South exchange of expertise between countries;
 - Ensure that efforts are translated into practice to ensure sustainability of project results.

Working Session V: Ensuring efficient dissemination and use - example: Development of the Migration & Development layer of the project “Interactive Map on Migration” (i-Map) and feeding in results of the joint ICMPD-IOM project – how to ensure that the i-Map Migration & Development layer becomes a useful tool for Partner States.

Plenary discussion took place, whereby some of the main points raised by representatives were as follows:

- ❖ Interest was shown in the development of the Migration & Development layer of the i-Map as a means to ensure effective dissemination of Inventory findings. In this regard, the potential of

the i-Map as a global instrument was underlined. Moreover, it was suggested to transmit results and the methodology used in the Inventory through regional consultative processes and global forums (e.g. GFMD).

- ❖ Meeting with embassies of participating countries covered by the Inventory, was suggested as a way to inform countries on the findings. This exercise could also be applied in setting up meeting with migrant associations/networks, as a means to inform them on what is in place in their respective countries and to receive their input on important factors to take into consideration for the elaboration process of the follow-up project proposal.
- ❖ To ensure greater access to i-Map, suggestions were made to ensure a broad public access to the i-Map Migration & Development layer and include a link to the i-Map at website of academic institutions (e.g. MPI, Sussex University, Oxford University, CARIM Network and Maastricht Graduate School of Governance)
- ❖ For the development of the i-Map and its three layers (Mixed Migration Flows, Migration & Development, and Legal Migration), requests were made to ensure that regional processes relating to migration are reflected in the profiles in the layers. Various initiatives which have a similar focus should also be properly reflected.

* * *

In the closing session, the joint ICMPD-IOM project team expressed its gratitude and thankfulness to the participating countries for their active participation and valuable contribution to the successful implementation of the project. Partner States were furthermore praised for their excellent collaboration during the information collection missions, and for their valuable and enlightening answers to the joint ICMPD-IOM questionnaire.

Representatives expressed their gratitude and thankfulness to Ethiopia, host country, for its warm hospitality, and thanked the Ministry of Foreign Affairs, the joint ICMPD-IOM project team and the chairs for the excellent meeting arrangements, as well as for the open and rich discussions.

In the closing session, IOM, ICMPD and the Ethiopian Ministry of Foreign Affairs, respectively organisers and host of the closing conference, formally closed the discussions, reiterating the importance of South-South and South-North cooperation, as well as cooperation between states and international stakeholders involved in migration-related matters to share and build on good experiences pertaining to migrant communities.

The Algerian Experience

MTM: A Dialogue in Action

Linking Emigrant Communities for More Development
Inventory of Institutional Capacities and Practices

Joint ICMPD-IOM Project

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CHAPTER 1

Background

1.1 History of Emigration

Modern emigration from Algeria is predominantly related to the movement of Algerian migrants to France¹. Overall modern emigration from Algeria can be divided into six main phases²:

- 1905-1914 **First wave of emigration:** Labour migration from Algeria to France, mainly of persons seeking employment in ports, within handicraft and mining. These migratory movements, however, only reached a mentionable extent in 1912, comprising ca. 4,000-5,000 migrants. One year later, in 1913, the migration outflows from Algeria further increased following the abolition of a mandatory exit permit for Algerian citizens. As a result, the number of Algerians in France in 1914 reached 13,000³.
- 1914-1919 **Second wave of emigration:** During World War I, 175,000 Algerians were recruited as soldiers and 80,000 as workers by France in order to cover the increased demand for labour force in the arms production, transportation and mining sector. As such, migratory movements from Algeria increased⁴.
- 1920-1945 **Third wave of emigration:** Continued emigration from Algeria, following a renewed recruitment call from France during this period. This recruitment was predominantly directed to the labour force of former colonies of France⁵.
- 1946 - 1954 **Fourth wave of migration:** Following World War II, Algerian migration to France revived and many Algerian migrant workers were employed in areas that were beneficial for the reconstruction of post-war Europe. This included sectors such as the iron industry, the mining and the construction sector, as well as in the construction of new infrastructures⁶.
- 1954-1962 **Fifth wave of emigration:** The 'Accord of Evian', which ended the Algerian war in 1962, acknowledges the free movement of persons between Algeria and France. Subsequently, migration movement between both countries was facilitated⁷.

¹ de Haas, Hein, 2007, North-African Migration Systems: evolution, transformations and development linkages, International Migration Institute (IMI) Working Paper 6, University of Oxford

² Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria. Also cf. to: Musette, Mohamed Saib, 2007, Migrant de retour en Algérie. Une nouvelle stratégie en perspective?; and Collyer, Michel, 2003, Explaining Change in Established Migration Systems: The Movement of Algerians to France and the UK, Sussex Migration Working Paper Nr. 16; Lucassen, Leo, 2005, The Immigrant Threat. The integration of old and new migrants in Western Europe since 1850, Chicago: University of Illinois Press

³ Ibid.

⁴ Ibid.

⁵ Ibid.

⁶ Ibid.

⁷ Ibid.

Background

- 1962 till today **Sixth wave of emigration:** Following Algeria's independence in 1962, labour migration agreements were signed between France and Algeria⁸ that foresaw a quota of emigration to France of 35,000 migrants per year. This quota was reduced to 25,000 at the beginning of the 1970's⁹. In 1973, Algeria formally suspended labour emigration to Europe,¹⁰ based on the assumption that increasing oil revenues would allow Algeria to employ people within the country. At the same time, Algeria aimed at encouraging the return of Algerians abroad back to their country of origin. The return policies did, however, not succeed as envisaged, notably due to the lack of opportunities for economic reintegration of returnees. Family reunion during this period led to a decrease in male temporary migration and an increase in female permanent migration. In 1980, almost 40% of Algerian emigrants were women¹¹.

As a result of the Algerian civil unrest during the 1990's, emigration patterns from Algeria diversified. Since the 1980's, Algeria is experiencing an increased outflow of asylum seekers. Over the period 1990-2005, over 100,000 Algerians applied for asylum in Europe. Although diversification of destinations has increased since the 1990's, notably to North American and Gulf countries, France continues to be the main destination country for Algerian emigrants¹². Since the 1990's, Algeria has furthermore become a transit, host and departure zone for mixed migration flows notably composed of sub-Saharan Africans¹³. It has become a destination country for many low skilled Sub-Saharan migrants, whereas migrants with higher skills rather transit Algeria¹⁴.

Factors influencing modern emigration from Algeria are both internal (push) and external (pull). While during the 1940's to the 1970's, when emigration was related to mainly labour, economic and social factors, political factors have since the 1980's and 1990's become viable.

⁸ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria

⁹ De Haas, Hein, 2007, North-African Migration Systems: evolution, transformations and development linkages, International Migration Institute (IMI) Working Paper 6, University of Oxford

¹⁰ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria

¹¹ Musette, Mohamed Saib, 2007, Migrant de retour en Algérie. Une nouvelle stratégie en perspective?

¹² Collyer, Michel, 2003, Explaining Change in Established Migration Systems: The Movement of Algerians to France and the UK. Sussex Migration Working Paper Nr. 16

¹³ EC Country Strategy Paper 2007-2010 for Algeria

¹⁴ IOM World Migration 2008

Background

Table 1.1 – Algeria: Factors Influencing Algerian Emigration

Push Factors	
Political factors	Armed conflicts
Economic factors	Lack of economic perspectives*
Labour factors	High unemployment rate**
Environmental factors	Draughts
	Desertification
	Water shortages***
Social factors	Deficient working conditions in the informal sector****
	Periods of limited human security
Pull Factors	
Political factors	Higher degree of human security
Labour factors	Attractive job opportunities
Social factors	Higher degree of social security
	Family reunification
	Migration through marriage

* Over the period 2000-2007, 23.6% of the Algerian population was estimated to live on less than US\$2 a day. In 2007, Algeria ranked 104 out of 182 countries according to UNDP's Human Development Index (HDI) (Source: [Human Development Report 2009](#))

** In recent years unemployment of Algerian labour force is seen to be decreasing. However, in 2007, 17% of the Algerian working population was unemployed, 60-70% of the unemployed being young first-time jobseekers. The latter category further included 350,000 who had just finished training. (Source: EC Country Strategy Paper 2007-2010 for Algeria)

*** The Algerian population is facing continuous shortages in water supply, especially in major cities but also in the rural Saharan hinterland. (Source: EC Country Strategy Paper 2007-2010 for Algeria)

**** More than 5 million Algerians work in the informal sector and face challenging job conditions. (Source: Ghafouri, Nabila; Khaoua, Nadji, 2007, [Informal Migration In and Out of Algeria: Some aspects of the current rise of the international migration waves to the North](#), Panel 1: State of the Art in Migration Studies: Comparative Perspectives, International Institute of Social Studies of Erasmus University Rotterdam)

NB: This list is not exhaustive

Sources: EC Country Strategy Paper 2007-2010 for Algeria; de Haas, Hein, 2007, [North-African Migration Systems: evolution, transformations and development linkages](#), International Migration Institute (IMI) Working Paper 6, University of Oxford

1.2 Competent Authorities

Table 1.2 - Algeria: Main National Institutions with Competencies Relevant to Emigrant Communities

Agency	Ministry	Areas of Responsibility
N/A	Ministry of Foreign Affairs (FR)*	Key responsibility: Management of consular affairs and protection of Algerians residing abroad; etc.
N/A	Ministry of National Solidarity, Family and the National Community Abroad**	Key responsibility: Facilitate the return of migrant competencies through the exchange of expertise between Algerians abroad and their country of origin.

Background

Advisory Council of the National Community Living Abroad (CCNE)***	N/A (directly accountable to the President)	Key responsibilities: Act as a forum for dialogue with the aim to: 1) Consolidate the links between Algerians living abroad and their country of origin; 2) Improve public services to the Algerian emigrant communities; 3) Promote the involvement of migrants' resources in the development strategy of Algeria; etc.
The National Economic and Social Council (CNES)****	N/A	Key responsibility: Provide advice on Algerian policy relating to emigration and immigration, etc.
<u>National Agency for Investment Development (ANDI) (FR)*****</u>	<u>Ministry of Industry and Investment Promotion (FR) *****</u>	Key responsibilities: 1) Promote the general investment environment in Algeria and contribute to the development of the industrial sector; 2) Advise and assist investors with other administrations when carrying out their projects; etc.
<u>National Council on Investments (CNI)*****</u>	<u>Ministry of Industry and Investment Promotion (FR)</u> (Under the presidency of the Prime Minister)	Key responsibility: Coordinate its activities relating to investment with ANDI.
<p>* Official French title: Ministère des Affaires Etrangères</p> <p>** Official French title: Ministère de la Solidarité nationale, de la famille et de la communauté nationale à l'étranger</p> <p>*** Official French title: Conseil consultatif de la communauté nationale à l'étranger (CCNE)</p> <p>**** Official French title : Conseil National Economique et Social (CNES) (as indicated in answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria)</p> <p>***** Official French title: Agence Nationale pour le Développement et de l'Investissement (ANDI) (as indicated in answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria)</p> <p>***** Official French title: Ministère de l'Industrie et de la promotion des Investissements</p> <p>***** Official French title: Conseil National des l'Investissement (CNI) (as indicated in answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria)</p>		

1.3 Countries of Destination

According to the World Bank (EN) **1,783,476** Algerians were residing abroad in 2005, representing approximately **5.5% of Algerian total population**¹⁵. The **majority of Algerian emigrants reside in European countries** (Table 1.3), with France being the main destination country.

¹⁵ World Bank Migration and Remittances Factbook 2008

Background

Table 1.3 – Algeria: Estimated Distribution of Algerian Emigrant Communities in Destination Regions 2008	
Regions of Destination	Emigrant Population (%)
Europe	81.60%
Africa	9.50%
Asia	6.80%
Northern America	1.80%
Oceania	0.10%
Source: Human Development Report 2009	

As elaborated in the publication *North-African Migration Systems: evolution, transformations and development linkages* (EN), approximately 80% (1,101,253) of Algerian migrants were estimated to live in France in 2003. Other important, although more recent European destinations, are Spain, Belgium, Germany, the United Kingdom (UK), Italy, the Netherlands and Scandinavian countries (Table 1.4).

Table 1.4 – Algeria: Estimated Distribution of Algerian Emigrant Communities in Destination Countries 2003	
Country of Destination	Emigrant Population
France	1,101,253
Arab countries	76,795
Spain	45,791
Canada	30,000
Belgium	19,095
United States of America	18,000
Germany	17,641
United Kingdom	14,152
Italy	13,000
Scandinavia	10,000
Netherlands	7341
Total	1,377,433
Source: Labdelaoui, Hocine, 2005, <i>Migration et Développement en Algérie</i> , Geneva: International Labour Organisation, cited in: de Haas, Hein, 2007, <i>North-African Migration Systems: evolution, transformations and development linkages</i> , International Migration Institute (IMI) Working Paper 6, University of Oxford	

With regards to the Maghreb region, the level of Algerian migration is rather low, despite the possibility of free movement of workers among Maghreb countries (in operation since the establishment of the *Arab Maghreb Union* (FR) in 1989). According to Algerian embassy registrations, about 15,000 Algerians live in Morocco and 20,000 in Tunisia¹⁶.

Although Algerian emigration is dominated by male migrants since the 1970's, Algerian women and descendants are increasingly becoming significant groups within Algerian emigrant communities. This is mainly due to family reunification and migration through marriage. In France in 2005, women constituted 46.3% of the overall Algerian foreign-born population¹⁷.

¹⁶ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria

¹⁷ IOM World Migration 2008

Background

1.4 General Characteristics of Emigrant Communities

The Algerian community abroad is composed of both highly and low skilled migrants. It is safe to say that Algerian migrants up to the 1990's brought along a rather low level of skills, whereas Algerian emigration since the 1990's is significantly composed of highly skilled migrants. The latter development has confronted Algeria with the consequences of brain loss, affecting in particular the medical sector¹⁸.

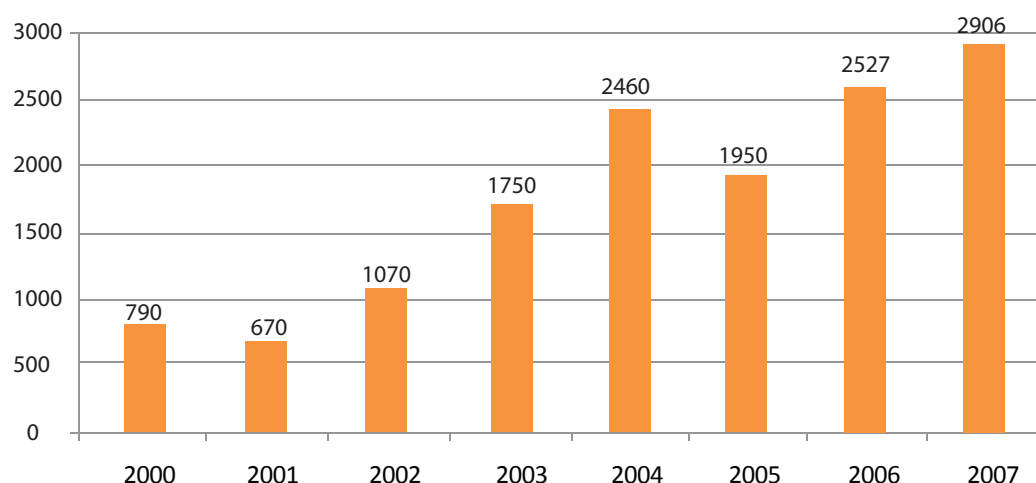
Algerians residing in Europe are both low and highly skilled labour workers. In the case of North America, Algerians commonly have a higher level of education. Every third Algerian migrant employed in Canada and about every second in the United States of America, has an intellectual or science-related profession¹⁹. Algerian emigration to the Gulf States has witnessed a significant increase of highly skilled migrants since the 1990's²⁰. Algerian migrants in Maghreb countries are estimated to have an intermediate to low level of education²¹.

Generally, Algerian emigrants mainly come from the Northern regions of Algeria, notably from Kabylie and West Oranais. The Southern regions are little affected by emigration²².

1.5 Estimated Remittance Flows

According to the [World Bank Migration and Remittances Factbook 2008 \(EN\)](#), **official remittance transfers** from Algerian migrants residing abroad amounted to **US\$2.9 billion** in 2007 (Graph 1.1.).

Graph 1.1 - Algeria: Inward Remittances Flows 2000-2007



Source: Migration and Remittances Factbook 2008

¹⁸ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria

¹⁹ Labelaoui, Hocine, 2009, La dimension sociopolitique de la question « Migration et développement » en Algérie, CARIM Notes d'analyse et de synthèse 2009/24

²⁰ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria

²¹ IOM World Migration 2008

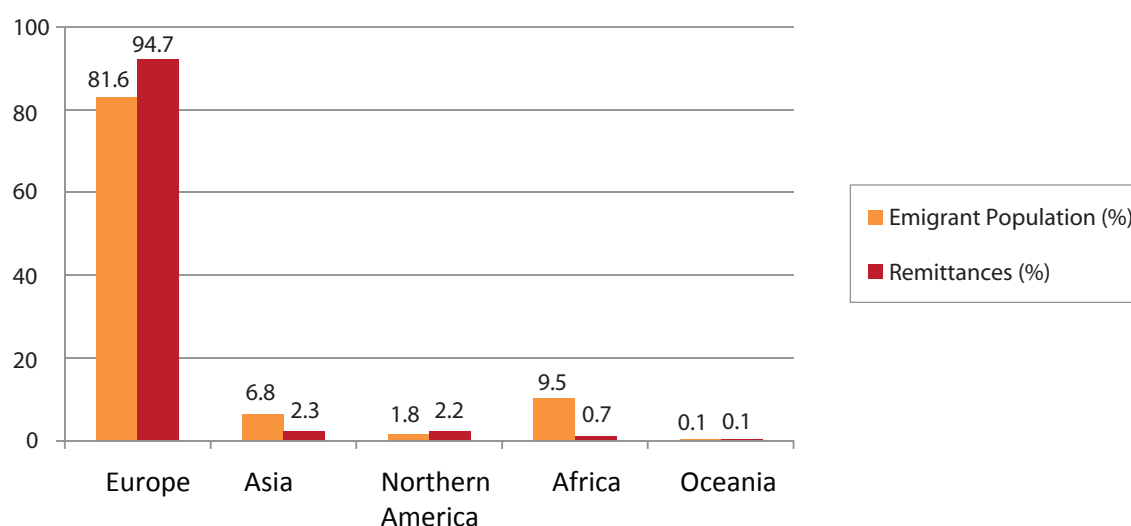
²² Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria

Background

The largest portion of remittances to Algeria (94.7%) comes from Europe, where Algeria's largest emigrant population resides (81.6%)²³. Only 0.7% of remittance inflows in Algeria come from Algerian citizens residing in African countries, where almost 10% of Algeria's total emigrant population lives (Graph 1.2)²⁴.

About 95% of pay-out institutions are post offices²⁵. Another predominant mode of transfer is "*suitcase trading*". At the beginning of the 1990's, Algerian authorities estimated this trade to represent between 15-20% of the overall volume of imports²⁶.

Graph 1.2 - Algeria: Estimated Remittance Flows from Destination Countries (%) in Relation to Emigrant Population Algeria: Inward Remittances Flows 2000-2007



Source: Human Development Report 2009

1.6 Country Specificity

No information could be collected.

²³ Human Development Report 2009

²⁴ Ibid.

²⁵ International Fund for Agricultural Development, 2009, [Sending Money Home to Africa. Remittance markets, enabling environment and prospects](#)

²⁶ Khachani, Mohamed, 2002, Links between migration and development, Document prepared for the Dialogue 5+5 Ministerial Conference on Migration in the Western Mediterranean, Tunis, 16-17 October 2002

CHAPTER 2 Inventory Findings

2.1 Legislative and Policy Framework pertaining to Emigrant Communities

2.1.1 National Legislation

The Constitution of the People's Democratic Republic of Algeria of 1989 (EN), amended by the constitutional revision of 1996, constitutes one of the main legislative documents in Algeria relating to migration and the Algerian emigrant community. Under its articles, it elaborates on the right of entry and exit from the national territory and the responsibility of the Algerian State to provide protection to Algerian citizens residing abroad.

Article 24 elaborates as follows (unofficial translation):

"The State is responsible for the security of persons and properties. It ensures the protection of every citizen abroad."

In addition, the Action Programmes of the Algerian Government relating to the Emigrant Community Residing Abroad (FR) (*'Programme d'Action du Gouvernement en direction de la Communauté Nationale à l'Etranger'*), covering the period 2002 to 2004, sets up a framework for initiatives addressing the Algerian emigrant community. Areas covered are, *inter alia* (unofficial translation)²⁷:

- *The protection of emigrant communities*: This section mainly refers to consular conventions signed between Algeria and countries of destination of Algerian emigrants. It further elaborates on international conventions regarding human rights, the right to freely exercise culture and religion, etc.
- *The organisation of the Algerian community abroad*: To assist the social and cultural organisation of Algerians abroad, the Algerian Government aims at, *inter alia*, encouraging associative movements by e.g. upgrading the Algerian school in France and organising summer exchange programmes with Algerian descendants residing abroad.
- *The participation of the Algerian community abroad in national development*: In this area, one of the priorities set by the Algerian Government includes the mobilisation of skilled human resources of Algerian citizens living abroad.

The Action Plan of the Government on the Implementation of the Programme of the President of the Republic (FR) (*'Plan d'Action du Gouvernement pour la mise en oeuvre du Programme du Président de la République'*) for the years 2009-2014, aims at supporting the Algerian emigrant community and recognises its potential for the development of the country. The Action Plan is a response to the increasing need for a revision of the Algerian migration policy due to demographic and structural changes the Algerian emigrant community has undergone. It comprises five main areas²⁸:

²⁷ Action Programmes of the Algerian Government relating to the Emigrant Community Residing Abroad

²⁸ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria

Inventory Findings

1. *The first area* relates to the improvement of the knowledge on the emigrant community and the improvement of the services provided by consular services abroad.
2. *The second area* relates to information and communication.
3. *The third area* relates to the protection of the Algerian community abroad.
4. *The fourth area* relates to socio-economic actions, such as the improvement of reception, the contribution of the emigrant community to the development of the country and humanitarian actions.
5. *The fifth area* relates to the organisation of educational, cultural and sportive activities.

2.1.1.1 Dual Citizenship

Law No.05-01 of 27 February 2005 (FR), amending Law No.70-86 of 15 December 1970 (FR) (*'Ordonnance no. 05-01 du 27 février 2005, modifiant et complétant l'ordonnance no. 70-86 du 15 décembre 1970 portant Code de la nationalité algérienne'*) is the Algerian Citizenship Law. The law defines Algerian citizens and lays down the procedures to be followed for non-Algerians to be naturalised. Under the Algerian Citizenship Law, Algerian citizens residing abroad have the possibility to hold dual citizenship, and do not lose their citizenship upon the voluntary acquirement of a foreign nationality. Circumstances, however, exist, where it is possible that Algerian citizens, who acquire a foreign nationality, lose their Algerian nationality.

Article 18 elaborates on these circumstances (unofficial translation):

1. *"An Algerian who voluntarily acquires a foreign nationality abroad, and who has been authorised by decree to renounce the Algerian nationality;*
2. *An Algerian, even if minor, originally having a foreign nationality, who has been authorised by decree to renounce the Algerian nationality;*
3. *An Algerian woman, marrying a foreigner, and who acquires as a consequence of her marriage her husband's nationality and has been authorised by decree to renounce the Algerian nationality"*
[...]

In the context of dual citizenship, Algerian citizens residing abroad have the right to vote. This right is elaborated in the Algerian Electoral Code of 2007 (FR).

Article 11 describes the right of Algerians abroad to vote (unofficial translation):

"[...] Algerian citizens residing abroad and registered at Algerian diplomatic and consular representations can ask for their registration in an electoral list [...] concerning presidential elections, referendums as well as legislative elections."

Inventory Findings

2.1.1.2 Financial Incentives

Ordinance No. 01-03 of 20 August 2001 (FR), as amended by ordinance 06-08 of 15 July 2006 (FR), is the Algerian Code on Investments. It provides for the non-discrimination of national and foreign investors, whether they are residents, physical or legal persons²⁹.

In addition, several multilateral, regional and bilateral agreements have been ratified by Algeria that specifically guarantee the freedom of foreigners to invest in Algeria, including the issue of non double-taxation³⁰.

2.1.2 International Legislation

As a country with a significant emigrant community, Algeria has, *inter alia*, ratified the following international convention relating to migration and migrants abroad:

- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families of 1990 (EN) (Ratified by Algeria on 21 April 2005³¹)

Association Agreement between the European Union and Algeria

The Association Agreement between the European Union (EU) and Algeria (EN) has been in force since September 2005 and foresees reinforced cooperation in the area of migration. On this basis, a “Justice and Home Affairs” working group was put in place and formalised as an “association sub-committee”. The working group is currently working on the identification of the priorities of each party³².

2.1.3 Bilateral Agreements

To provide a legal framework for Algerian citizens abroad, Algeria has signed bilateral agreements on labour migration and social security with multiple countries. These include, *inter alia*³³:

Labour Migration Agreements	Social Security Agreements
<ul style="list-style-type: none"> ▪ Belgium ▪ France ▪ Libya ▪ Morocco ▪ Tunisia 	<ul style="list-style-type: none"> ▪ Belgium ▪ France

²⁹ Ibid.

³⁰ Ibid.

³¹ http://portal.unesco.org/shs/en/ev.php-URL_ID=3693&URL_DO=DO_TOPIC&URL_SECTION=201.html, accessed on 21.03.10

³² Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria

³³ Kerdoun, Azzouz, 2005, Présentation générale des principales dispositions juridiques algériennes concernant la question des la migration des personnes. Projet de coopération sur les questions liées à l'intégration sociale des immigrés, à la migration et à la circulation des personnes. Institut universitaire européen; Kerdoun, Azzouz, 2008, La protection juridique de la migration en Algérie. CARIM Notes d'analyse et de synthèse 2008/04. Projet de coopération sur les questions liées à l'intégration sociale des immigrés, à la migration et à la circulation des personnes.

Inventory Findings

2.1.4 Bilateral Agreements on Investment

To provide a legal frame for investments in Algeria, the Algerian Government has signed bilateral agreements on investments with the following countries³⁴:

▪ Argentina	▪ Indonesia	▪ Portugal
▪ Austria	▪ Iran	▪ Qatar
▪ Bahrain	▪ Italy	▪ Romania
▪ Bulgaria	▪ Jordan	▪ South Africa
▪ China	▪ Kuwait	▪ South Korea
▪ Czech Republic	▪ Libya	▪ Spain
▪ Denmark	▪ Malaysia	▪ Sudan
▪ Egypt	▪ Mali	▪ Sweden
▪ Ethiopia	▪ Mozambique	▪ Switzerland
▪ Finland	▪ Niger	▪ Syria
▪ France	▪ Nigeria	▪ Tunisia
▪ Germany	▪ Oman	▪ United Arab Emirates
▪ Greece		▪ Yemen

³⁴ <http://www.andi.dz/en/?fc=accords>, accessed on 09.03.2010

Inventory Findings

2.2 Involved Stakeholders

2.2.1 Main National Institutions Charged with Emigrant Communities

Ministry of National Solidarity, Family and the National Community Abroad

In the context of emigrant communities, the Ministry of National Solidarity, Family and the National Community Abroad is responsible for matters such as³⁵:

- To facilitate the return of migrant competencies through the exchange of expertise between Algerians abroad and their country of origin.

No further information could be collected on the Ministry, its objectives, structure, etc.

Table 2.1 - Algeria: National Solidarity, Family and the National Community Abroad	
Outreach Channels of the Ministry of Foreign Affairs	Initiatives Relating to Emigrant Communities*
No information could be collected	Creation of a Summer University, in which more than 400 Algerian academics and researchers living abroad participated.
Outreach Channels through other Institutions	
1) Algerian Cultural Centers in Destination Countries	
* Further details on initiatives under Chapter 2.3: Institutional Practices	
NB: This list is not exhaustive	
Sources: Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria	

Ministry of Foreign Affairs

In relation to the Algerian emigrant community, the aim of the Algerian Ministry of Foreign Affairs (FR) is to protect the rights and interests of Algerians living abroad, notably with regards to civic, administrative and commercial matters³⁶. It is furthermore responsible for monitoring Algerian competencies abroad and fostering the utilisation of emigrants' potentials for economic, social and cultural projects³⁷.

Through 85 Embassies, 14 General Consulates and 24 Consulates, the Ministry of Foreign Affairs further maintains the links between Algeria and its emigrant communities and provides Algerians abroad with a number of services, *inter alia*³⁸:

- Registration in consulates' record;
- Recording of civil events (i.e. birth, death, marriage, divorce);
- Renewal of passports;
- Issuance of the National Identity Card ('*Carte Nationale d'Identité*' (C.N.I.A.))
- Authentication of formal documents; and

³⁵ http://www.lakoom-info.com/interview/interview_id015.php, accessed on 17.03.2010

³⁶ http://193.194.78.233/ma_fr/stories.php?story=04/05/22/0335658, accessed on 19.03.2010

³⁷ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria

³⁸ Ibid.; and http://193.194.78.233/ma_fr/stories.php?topic=05/01/13/6369613, accessed on 19.03.2010

Inventory Findings

- Issuance of the Certificate on the Change of Residency ('*Certificat de Changement de Résidence*' (C.C.R.)) for Algerians returning permanently to Algeria.

Table 2.2 - Algeria: Ministry of Foreign Affairs	
Outreach Channels of the Ministry of Foreign Affairs	Initiatives Relating to Emigrant Communities
1) Internet website of the Ministry of Foreign Affairs: www.mae.dz (FR);	Organisation of educational and cultural activities through Embassies and/or Consulates
2) Algerian Embassies and Consulates Abroad; etc.	
Outreach Channels through other Institutions	Other Activities Relating to Emigrant Communities
1) Algerian Cultural Centers in Destination Countries	Information dissemination on investment opportunities and incentives in Algeria to potential investors
NB: This list is not exhaustive Sources: Internet website of the Ministry of Foreign Affairs: www.mae.dz ; Embassy of Algeria to France; Embassy of Algeria to Austria; and Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria	

The National Social and Economic Council (CNES)

The National Social and Economic Council (CNES) provides advice on the policy of Algeria with regards to emigration and immigration³⁹.

No further information could be collected on the Council, its objectives, structure, outreach channels, initiatives relating to emigrant communities, etc.

Advisory Council of the National Community Living Abroad (currently being established)

The Advisory Council of the National Community Living Abroad ('*Conseil Consultatif de la communauté Nationale à l'Etranger*' (CCNE)) is a novel institution, created by the National Decree No. 09-297 of 2009 (FR). The CCNE is foreseen to be accountable to the President, and to be enacted to provide recommendations on and study matters related to the Algerian community abroad⁴⁰. It is furthermore foreseen to be charged with contributing to the development of a national migration policy, as well as advocate for the interests of the Algerian emigrant community⁴¹.

The CCNE is foreseen to undertake its responsibilities according to the following **objectives** (unofficial translation)⁴²:

- To diffuse the national values and ideals of the Revolution of November 1954 within the Algerian community residing abroad;

³⁹ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria

⁴⁰ National Decree No. 09-297

⁴¹ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria

⁴² Ibid.

Inventory Findings

- To diffuse cultural values, notably through studying and teaching the national language;
- To enhance national consciousness, civic spirit and national solidarity;
- To promote the development of civil society, notably of associations targeting the Algerian emigrant community;
- To foster the links within the Algerian emigrant community;
- To develop an efficient policy in order to promote investments of Algerians residing abroad;
- To participate in actions contributing to the economic and social development of Algeria;
- To consolidate the rights and duties of Algerians abroad;
- To elaborate measures and mechanisms to benefit from the know-how of the Algerian emigrant community;
- To promote cultural and tourist exchanges, notably organised for Algerian families, teenagers and children living abroad;
- To establish and develop a database on the Algerian emigrant community;
- To conduct research regarding the Algerian community abroad;
- To organise seminars, conferences, symposia and meetings to fulfil the responsibilities mentioned.

The Advisory Council is foreseen to be composed of 94 members, with the following division⁴³:

- 56 members representing the Algerian community abroad;
- 33 members representing national authorities (FR); and
- 5 members (nominated by the Algerian president) known for their expertise and/or engagement regarding the Algerian community abroad.

No further information could be collected on outreach channels and initiatives relating to emigrant communities undertaken by the CCNE.

2.2.2 Inter-Institutional Coordination

The Directorate for Legal and Consular Affairs within the Algerian Ministry of Foreign Affairs (*'Direction des affaires juridiques et consulaires auprès du Ministère des Affaires Etrangères d'Algérie'*) is the administration responsible for inter-institutional coordination with regards to migration and development related matters⁴⁴.

In addition, inter-institutional coordination, information exchange and consultation between governmental institutions are established within frameworks such as inter-institutional commissions and working groups, including, *inter alia*, the following national institutions/representations⁴⁵:

- Ministry of Foreign Affairs
- Ministry of National Solidarity, Family and the National Community Abroad

⁴³ Ibid.

⁴⁴ Evrard, Nicolas. Study on the linkage between migration and development operations for programming and project development. Background Country Report for the European Commission DG AidCO. Mission Report Algeria. A.R.S Progetti Consortium

⁴⁵ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria

Inventory Findings

- Advisory Council of the National Community Living Abroad (currently being established)
- National Community abroad, represented at Parliamentary level by 8 Parliamentarians

2.2.3 Main International Institutions Involved with Emigrant Communities

International institutions involved in matters pertaining to migration in Algeria are, *inter alia*:

- UNDP in Algeria (FR)
- ILO Office for Algeria, the Arab Libyan Jamahiriya, Morocco and Tunisia (FR) in Algiers

Other international stakeholders are:

- The Delegation of the European Union to Algeria (FR): Through strategic frameworks such as the Country Strategy Paper (CSP) 2007-2013 and National Indicative Programme (NIP) 2007-2010 (EN) of the European Union (EU) for Algeria, a mechanism for cooperation is set out between the EU and Algeria. The areas of priority of the NIP 2007-2010 are:
 - 1) Reform of the justice system
 - 2) Economic growth and jobs
 - 3) Improving basic public services

The *second* and *third* thematic area respectively on economic growth and jobs, and improving basic public services, both relate to migration as a cross cutting issue. In the context of economic growth and jobs, the objective to modernise the National Employment Agency (ANEM) of Algeria to match job supply and demand is seen as key to counteract informal, unprotected employment and irregular migration flows. Under priority three, improving basic public services, the objective to enhance education levels, notably of young persons, is considered imperative to improve the employability of young people, reduce unemployment among first-time jobseekers, and thereby limit the pressures of economic and social migration.

2.2.4 Main Non-Governmental Institutions Involved with Emigrant Communities

Migrant associations constitute an efficient interface between Algeria and countries of destination hosting Algerian emigrant communities in the formulation of needs of the communities⁴⁶. No information could, however, be collected on non-governmental actors involved in issues relating to migration and/or Algerians abroad.

⁴⁶ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria

Inventory Findings

2.3 Institutional Practices

2.3.1 National Institutions

The following example of initiative relating to emigrant communities has been introduced by national authorities in Algeria:

Table 2.3 - Algeria: Initiatives by National Institutions			
National Institution	Initiative	Cooperation	Aim
Ministry of National Solidarity, Family and the National Community Abroad	Creation of a Summer University	N/A	Key objective: To enhance the link with Algerian nationals living abroad, etc. More than 400 Algerian academics and researchers living abroad participated in this event.
NB: This list is not exhaustive Source: Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs of Algeria			

2.3.2 International Institutions and Other Relevant Actors

The following examples of initiatives relating to emigrant communities have been introduced by international institutions and other relevant actors present in Algeria:

Table 2.4 - Algeria: Initiatives by International Institutions and Other Relevant Actors			
Agency	Initiative	Cooperation	Aim
<u>European University Institute (EN)</u>	Research Project: <u>Collective Action to Support the Reintegration of Return Migrants in their Country of Origin (MIREM)</u> (FR)	N/A	Key objective: To identify the challenges linked to Algerian return migration, as well as its impact on development.
<u>UNDP in Algeria (FR)</u>	<u>EC/UN Joint Migration & Development Initiative in Algeria (EN)</u> 2008-2011	UN Country Team in Algeria, Delegation of the EU in Algeria and the Algerian Government	Key objectives: To support small scale actors to contribute to linking migration and development in 16 selected countries of origin. Priority areas: (i) migrant remittances, (ii) migrant communities, (iii) migrants' capacities, and (iv) migrants' rights.

Inventory Findings

Agence Française de Développement (AFD) (EN) and MIIINDS (FR)	Establishment of a website on remittance transfer costs in selected countries: www.envoirdargent.org (FR)	<u>Selected banks and money transfer operators</u> (FR)	Key objectives: To provide persons with information on transfer costs and conditions between France and selected countries, so that these receive the opportunity to choose as freely and as objectively as possible, the financial institution and/or way to transfer their capital according to conditions of safety, speed and cost.
NB: This list is not exhaustive Source: Internet website of the European University Institute ; UNDP in Algeria ; and www.envoirdargent.org , accessed on 21.03.10			

NB: Due to the fact that the joint ICMPD-IOM information collection mission to Algeria could not take place, the Inventory Chapter is based only on the answer from Algeria to the joint ICMPD-IOM Questionnaire and on desk research undertaken by the MTM Secretariat. All information directly based on the Algerian answer to the questionnaire is indicated in the chapter.

Inventory Findings

Main Challenges:

- Due to the fact that the joint ICMPD-IOM information collection mission to Algeria could not take place, the joint ICMPD-IOM Project Team was not in a position to identify and elaborate on challenges faced by Algeria in the context of emigrant communities.

The Cape Verdean Experience

MTM: A Dialogue in Action

Linking Emigrant Communities for More Development
Inventory of Institutional Capacities and Practices

Joint ICMPD-IOM Project

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1.1 History of Emigration

As a country of emigration, and more recently of transit and immigration, Cape Verde's history of modern emigration dates back to the beginning of the 1900's. Overall, emigration from Cape Verde can be divided into three phases¹:

- 1900-1926: **First wave of emigration:** Dominated by trans-Atlantic emigration to the United States of America (USA) and labour migration flows to Senegal, São Tomé and Príncipe, Angola and Guinea-Bissau.
- 1927-1945: **Second wave of emigration:** Redirection of migration flows from the USA to Portugal, South America (notably Brazil, Argentina, Uruguay and Chile) and other West African countries (notably Senegal, the Gambia and Guinea-Bissau) and São Tomé and Príncipe and Angola. As a result, Cape Verdean migratory paths diversified.
- 1946 till today: **Third wave of emigration:** Increased emigration flows to European countries, notably Portugal. Other important destination countries are the Netherlands, Italy, France, Luxembourg, Switzerland, Belgium and Germany. During this period, migratory flows from Cape Verde to the USA also started-up again, reactivating migratory networks whose origin can be traced to the first cycle described above.

In the beginning of the 1900's, emigration from Cape Verde was mainly related to environmental and economic factors. Looking into more recent years, these factors continue to influence emigration from Cape Verde. However, other factors have also come to play an important role, the most viable being labour and social factors. (Table 1.1)

Table 1.1 – Cape Verde: Factors Influencing Cape Verdean Emigration

Push Factors	
Economic factors	Lack of economic perspectives*
	Lack of domestic resources
	Consumption trends (commonly introduced by Cape Verdean migrants in the USA or Europe into Cape Verdean society)
Labour factors	Unemployment**
Environmental factors	Long periods of drought

¹ IOM, 2008, *The Cape Verdean community in Italy*; and Pedro Góis, 2005, *Low intensity transnationalism: the Cape Verdian case*; and Answer to the joint ICMPD-IOM Questionnaire from the Institute of Communities

Background

Pull Factors	
Economic factors	Attractive living conditions
Labour factors	Job opportunities
Social factors	Family reunification
	Education/training opportunities
<p>* Over the period 2000-2007, 40.2% of the Cape Verdean population was estimated to live on less than US\$2 a day. In 2007, Cape Verde ranked 121 out of 182 countries according to UNDP's Human Development Index (HDI). (Sources: UNDP Human Development Report 2009).</p> <p>** In 2006, Cape Verde had an unemployment rate of 18.3%. This represented a decrease with 5.7% from 2005, when unemployment amounted 24%. In 2006, around 33% of the unemployed were young persons. Of these, 52% were relatively well educated: about 44% have completed secondary school (41%) or beyond (3%). (Sources: Ministry of Finance and Planning of Cape Verde: Growth and Poverty Reduction Strategy Paper (GPRSP) II 2008-2011 – Version of May 2008)</p> <p>NB: This list is not exhaustive</p> <p>Sources: IOM, 2008, <i>The Cape Verdean community in Italy</i>; Pedro Góis, 2005, <i>Low intensity transnationalism: the Cape Verdean case</i>; EC Country Strategy Paper for Cape Verde 2008-2013; Ministry of Finance and Planning of Cape Verde: GPRSP 2004-2007 – Revised Version September 2004 and GPRSP II 2008-2011 – Version of May 2008</p>	

Nevertheless, **emigration from Cape Verde is decreasing**². According to the *EC Country Strategy Paper for Cape Verde 2008-2013* (FR) this is related to *inter alia* the improved living conditions in Cape Verde³. In addition, **Cape Verdean migrants residing abroad are increasingly returning to Cape Verde**. According to the national census made in 2000, returnees are both Cape Verdean-born emigrants and foreign-born Cape Verdean descendants⁴. Commonly, returnees return from São Tomé and Príncipe, Angola, Guinea-Bissau and Senegal⁵.

1.2 Competent Authorities

Table 1.2 - Cape Verde: Main National Authorities with Competencies Relevant to Emigrant Communities		
Agency	Ministry	Areas of Responsibility
Institute of Communities (IC) * (PT)	Ministry of Foreign Affairs, Cooperation and Communities ** (PT)	To promote and execute policies related to Cape Verdean emigrant communities abroad ⁶ .
Cape Verde Investments***	Ministry of Economy, Growth and Competitiveness (PT)****	To promote involvement of foreign investors and emigrant communities in investment dialogue and technical cooperation.

² EC Country Strategy Paper for Cape Verde 2008-2013

³ In 2007, Cape Verde's GDP grew 10.6%. In addition, on 1 January 2008, Cape Verde graduated from the United Nations (UN) designation of Lower Income Country (LIC) to a Middle Income Country (MIC). Source: Ministry of Finance and Planning of Cape Verde: GPRSP II 2008-2011 – Version of May 2008; <http://www.iom.int/jahia/Jahia/cape-verde>, accessed on 24.02.10; and World Bank Country Brief for Cape Verde, September 2009

⁴ EC Country Strategy Paper for Cape Verde 2008-2013

⁵ Ibid.

⁶ ICMPD, 2009, Cape Verde – Needs Assessment in the Field of Asylum and Migration

Agency for Enterprise Development and Innovation (ADEI)*****	<u>Ministry of Economy, Growth and Competitiveness</u> (PT)	To promote investment in Small and Medium Enterprises (SMEs) and involvement of emigrant communities.
* Official Portuguese title: Instituto das Comunidades (IC) ** Official Portuguese title: Ministério dos Negócios Estrangeiros, Cooperação e Comunidades *** Official Portuguese title: Cabo Verde Investimentos **** Official Portuguese title: Ministério da Economia Crescimento e Competitividade ***** Official Portuguese title: Agência para o Desenvolvimento Empresarial e Inovação (ADEI)		

1.3 Countries of Destination

According to the national census in 2000, **500,000** Cape Verdeans are estimated to reside abroad, **outnumbering the resident population** estimated at 450,000⁷. Cape Verdean emigrants are found in some 30 countries across Africa, America and Europe⁸. The majority reside in the USA (265,000). Other important destinations are Portugal, Angola, Senegal, France, the Netherlands and Argentina (Table 1.3).

Table 1.3 - Cape Verde: Estimated Distribution of Cape Verdean Migrants in Selected Countries of Destination	
Country of Destination	Emigrant Population
USA	265,000
Portugal	80,000
Angola	45,000
Senegal	25,000
France	25,000
Netherlands	20,000
Argentina	5,000
Sources: ICMPD, 2009, Cape Verde – Needs Assessment in the Field of Asylum and Migration	

Together with few other countries such as Lebanon, Cape Verde shares the trait of having more citizens residing abroad than in the country of origin⁹. In comparison with African countries, Cape Verde has one of the largest emigrant communities residing abroad, when put into relation to its resident population.

⁷ Ibid.

⁸ Ibid.

⁹ EC Country Strategy Paper for Cape Verde 2008-2013

1.4 General Characteristics of Emigrant Communities

The Cape Verdean emigrant community is to a large extent composed of highly skilled migrants. According to the [World Bank](#) (EN), 69.1% of Cape Verdean migrants have a tertiary education¹⁰. This makes **Cape Verde the African country with the largest fraction of tertiary educated population residing abroad**¹¹. In addition, approximately 54.1% of physicians trained in Cape Verde and 40.7% of nursing staff is estimated to have left the country¹².

Cape Verdean emigrants with a tertiary education typically obtain their level of education abroad. Data on skilled migration suggest that almost 40% of Cape Verdean university graduates abroad would not have enrolled into university had they not migrated¹³.

Cape Verdean emigrants residing abroad are usually considered to have a high level of organisation. Well-structured networks exist in the USA¹⁴ (Boston, Brockton, Pawtucket, Providence, Bridgeport), Senegal (Dakar), Portugal¹⁵ (Lisbon, Faro, Porto), France (Paris, Marseille), Italy (Rome, Milan), the Netherlands (Rotterdam), Switzerland (Lausanne), Brazil (Rio de Janeiro) and Luxembourg¹⁶. These networks contribute to foster Cape Verdean migrants' link to their country of origin and maintain national identity¹⁷. Some also provide a range of services to *inter alia* assist new migrants with e.g. job placement, accommodation, etc¹⁸.

1.5 Estimated Remittance Flows

According to statistics produced by the [Bank of Cape Verde](#) (PT), **remittances** from Cape Verdean emigrants represented the **country's main source of revenues up to 2008**¹⁹. In 2008, official remittance transfers from Cape Verdeans abroad amounted 10.42 billion escudos (94 million Euros)²⁰.

The *largest portion* is made up from Cape Verdean emigrants in Portugal (about 30%²¹), where 16% of Cape Verde's total emigrant population abroad reside (80,000) (Table 1.4). This represents an average remittance transfer of 350 EUR per migrant in Portugal (Table 1.5).

¹⁰ [World Bank Migration and Remittances Factbook for Cape Verde](#)

¹¹ Catia Batista, Aitor Lacuesta and Pedro C. Vicente, 2007, [Brain Drain or Brain Gain? Micro Evidence from an African Success Story](#)

¹² [World Bank Migration and Remittances Factbook for Cape Verde](#)

¹³ ICMPD, 2009, Cape Verde – Needs Assessment in the Field of Asylum and Migration

¹⁴ E.g. [Cape Verdean Association of Brockton](#)

¹⁵ E.g. [Cape Verdean Association in Lisbon](#) and [Cape Verdean Student's Association in Porto](#). For other Cape Verdean Associations in Portugal, see e.g. <http://imigrantes.no.sapo.pt/page2comunidades.html>, accessed on 07.01.10

¹⁶ Pedro Góis, 2005, [Low intensity transnationalism: the Cape Verdian case](#)

¹⁷ Catia Batista, Aitor Lacuesta and Pedro C. Vicente, 2007, [Brain Drain or Brain Gain? Micro Evidence from an African Success Story](#)

¹⁸ Ibid.

¹⁹ <http://www.asemana.publ.cv/spip.php?article40669>, accessed on 04.01.09

²⁰ Ibid.

²¹ Interview with Embassy of Portugal to Cape Verde

Table 1.4 - Cape Verde: Remittance Transfers to Cape Verde 2008

Country of Transfer	Remittances (CVE)	Remittances (EUR)
Portugal	3.1 billion	28 million
France	2.2 billion	19 million
USA	1.4 billion	12.5 million
Netherlands	1.2 billion	10.8 million
Italy	713.9 million	6.4 million
Spain	353.1 million	3.2 million
Luxembourg	294.1 million	2.6 million
United Kingdom	254.9 million	2.3 million
Switzerland	242.1 million	2.1 million
Germany	145.6 million	1.3 million
Angola	52.7 million	480,000

Sources: <http://www.asemana.publ.cv/spip.php?article40669>, accessed on 04.01.09

The *second largest portion* is made up from Cape Verdean emigrants in France, where 5% of Cape Verde's total emigrant population abroad live (25,000). Only the *third largest portion* is made up from Cape Verdean emigrants in the USA, where 53% of Cape Verde's total emigrant population abroad live (265,000)²².

Table 1.5 - Cape Verde: Emigrant Population in Relation to Estimated Remittance Transfers

Country of Transfer	% of Cape Verde's Emigrant Population	Remittances (EUR)	Average of remittances sent per migrant (EUR)
Portugal	16	28 million	350
France	5	19 million	760
USA	53	12.5 million	47
Netherlands	4	10.8 million	540
Angola	9	480,000	11

Sources: <http://www.asemana.publ.cv/spip.php?article40669>, accessed on 04.01.09; and ICMPD, 2009, Cape Verde – Needs Assessment in the Field of Asylum and Migration

At municipal level, São Vicente received the largest portion of funds sent by Cape Verdean migrants in 2008. The same year, the following municipalities furthermore registered significant transfers of remittances: Praia, Santa Catarina de Santiago, Tarrafal de Santiago, São Nicolau, Fogo, Sal, Ribeira Grande de Santo Antão, Maio, Boa Vista and Brava (Table 1.6).

²² ICMPD, 2009, Cape Verde – Needs Assessment in the Field of Asylum and Migration; and <http://www.asemana.publ.cv/spip.php?article40669>, accessed on 04.01.09

Background

Table 1.6 - Cape Verde: Remittances Received by Municipality 2008

Municipality	Remittances (CVE)	Remittances (EUR)
São Vicente	2.2 billion	19 million
Praia	2 billion	18 million
Santa Catarina de Santiago	1.3 billion	11.7 million
Tarrafal de Santiago	1 billion	9 million
São Nicolau	957 million	8.6 million
Fogo	600 million	5.4 million
Sal	449 million	4 million
Ribeira Grande de Santo Antão	391 million	3.5 million
Maio	317 million	2.8 million
Boa Vista	302 million	2.7 million
Brava	204 million	1.8 million

Sources: <http://www.asemana.publ.cv/spip.php?article40669>, accessed on 04.01.09

The significant inflow of remittances is considered to play an important role in the development of the Cape Verdean economy²³. Moreover, the stock of remittances has and continues to have a vital role for the stability of the domestic banking system and the euro-linked escudo currency²⁴. Being an important source of foreign exchange, remittances have, *inter alia*, on average amounted to more than 25% of export earnings since 2000²⁵.

Cape Verdean emigrants represent about 30% of foreign investors, investing into national bonds and equities²⁶. According to the Cape Verde Stock Exchange (PT), ethical links play an important role for the destination of investments done by emigrants²⁷.

1.6 Country Specificity

In 2008, Cape Verde became the **first African country to enter into a Mobility Partnership with the European Union**. The Pilot Mobility Partnership²⁸ comprises the European Commission and the European Member States of Portugal, France, Spain, Luxembourg and the Netherlands. Migration and Development constitutes one of its three main areas of focus. The Mobility Partnership further supports initiatives aimed to foster the link between migration and development, emigrant communities, and remittance transfers. For further details on this, see Inventory Findings.

²³ Ibid.

²⁴ ICMPD, 2009, Cape Verde – Needs Assessment in the Field of Asylum and Migration

²⁵ http://www.iom.org.ph/imagelibrary-output/WMRpresskit/Regional%20Overviews/RO_Africa.pdf

²⁶ Interview with Cape Verde Stock Exchange

²⁷ Ibid.

²⁸ Joint Declaration on a Mobility Partnership between the European Union and the Republic of Cape Verde, 21 May 2008

2.1 Legislative and Policy Framework pertaining to Emigrant Communities

2.1.1 National Legislation

The Constitution of the Republic of Cape Verde (as amended by the Constitutional Law No. 1/V/99 23 November) (PT) constitutes one of the main legislative documents in Cape Verde relating to emigration and the Cape Verdean emigrant community. Under its articles, it elaborates on the right of Cape Verdeans to emigrate and the importance of maintaining a cultural link with Cape Verdeans residing abroad (unofficial translation)²⁹:

- **Article 50/1:** *'All citizens shall have the right to leave the national territory and to return, as well as to emigrate.'*
- **Article 77/5:** *'The State shall support the diffusion of Cape Verdean culture, especially within Cape Verdean communities throughout the world.'*

In addition, the Poverty Reduction and Growth Strategy Paper (GPRSP) II 2008-2011 (PT) of Cape Verde further elaborates on the importance of fostering the link with Cape Verdeans abroad, notably young Cape Verdeans, and encourage their active role in the development of Cape Verde. It describes two initiatives targeting young Cape Verdeans abroad (unofficial translation)³⁰:

- **The Youth Card Program:** A program put in place by the Government of Cape Verde in cooperation with multiple national institutions to facilitate and enhance mobility and exchange of young Cape Verdeans in the country and abroad (see Section 2.3 for further information).
- **The Cape Verdean Youth Festival:** Foreseen to be implemented in 2010 by the Government of Cape Verde, with the aim to promote the encounter of young talents and prominent young people in the country and abroad in the fields of culture, sports and music³¹.

Other than the legal and policy provisions put forward in the Constitution of the Republic of Cape Verde (PT) and the GPRSP II 2008-2011 (PT) of Cape Verde, a single and comprehensive migration policy for Cape Verde is yet to be implemented³². Acknowledging the need of a policy on migration, the Government of Cape Verde is, therefore, currently in the process of elaborating such a document³³.

2.1.1.1 Dual Citizenship

Citizenship law in Cape Verde is governed by the Constitution of the Republic of Cape Verde (as amended by the Constitutional Law No. 1/V/99 23 November) (PT) and the following nationality laws of Cape Verde³⁴:

²⁹ Constitution of the Republic of Cape Verde (as amended by the Constitutional Law No. 1/V/99 23 November)

³⁰ Poverty Reduction and Growth Strategy Paper (GPRSP) II 2008-2011 of Cape Verde

³¹ Ibid.; and http://www.governo.cv/index2.php?option=com_content&do_pdf=1&id=1681, accessed on 11.03.10

³² Answer to joint ICMPD-IOM Questionnaire from the Embassy of Portugal to Cape Verde

³³ Ibid.

³⁴ Internet website of the Institute of Communities: www.ic.cv

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- Law No. 80/III/90 of 29 June 1990 and its Supplement B.O. No. 25
- Law No. 64/IV/92 of 30 December 1992 and its Supplement B.O. No. 25
- Law No. 53/93 of 30 August 1993

The above-mentioned nationality laws elaborate on the acquisition of Cape Verdean nationality and lay down the provisions for non-Cape Verdeans to be naturalised. In the context of dual citizenship, the Constitution of the Republic of Cape Verde describes that Cape Verdean citizens residing abroad have the possibility to hold dual citizenship, and do not lose their citizenship upon the voluntary acquirement of a foreign nationality.

Article 5/3 of the Cape Verdean Constitution describes the right of Cape Verdeans abroad to hold dual citizenship (unofficial translation):

‘Cape Verdeans may acquire citizenship in other countries without losing their citizenship of origin.’

Dual Citizenship Entitlements:

Cape Verdeans who hold dual citizenship enjoy the same civic rights as national citizens³⁵.

2.1.1.2 Financial Incentives

The Cape Verdean Government has put in place a range of legal frameworks incorporating incentives to encourage foreign investors and Cape Verdeans residing abroad to invest in Cape Verde. These include, *inter alia* (unofficial translation)³⁶:

- Law on Foreign Investment (Law 89/IV/93 of 13 December 1993) (PT): Provides for the possibility to e.g. open a foreign currency bank account in Cape Verde.
- Law on Free Trade Zone Enterprise Statute (Law 99/IV/93 of 30 December 1993) (PT): Includes customs incentives such as exemption of customs duties and fees related to the importation of equipment, construction material, lubricants, etc., for investment projects.
- Law on Incentives to Export and Re-Export (Law 92/IV/93 of 15 December 1993) (PT): Comprises customs incentives such as exemption of taxes on the importation of raw material, semi-fabricated and commercial goods to be used in the production of export goods and services.
- Law on Tourism Utility (Law 42/IV/92 of 6 April 1992): Includes incentives for investments in the *tourism sector* such as exemption of property tax; 100% tax exemption during the initial 5 years of the investment project, followed by 50% tax alleviation during subsequent 10 years; customs exemption on the importation of material aimed for the construction of tourist resorts; etc.
- Law on Industrial Statutes (Law 108/89 of 30 December 1989): Provides incentives relating to e.g. the importation of material and goods for investment projects in the *industrial sector*.

³⁵ Answer to joint ICMPD-IOM Questionnaire from the Institute of Communities

³⁶ Internet website of the Institute of Communities: www.ic.cv

In addition, Cape Verde has put in place the following financial incentives, specifically targeting Cape Verdeans returning permanently to the country (unofficial translation)³⁷:

- Decree No. 139/91 of October 5: It includes customs incentives such as tax exemptions on the importation of a light vehicle for personal use and/or for transport of persons (tourism), goods for household usage and/or work-related activities.
- Law No. 21/VI/2003 of 14 July and Law No. 22/VI/2003 of 14 July: It includes customs incentives such as tax exemptions and/or alleviation on the importation of vehicles, and makes reference to special consumption taxes.

Investment Code for Emigrants

The status and incentives applying to Cape Verdean emigrants who would like to invest in Cape Verde, the same as those of foreign investors, is, however, in the process of changing. In 2005, the Cape Verdean Government developed a regime specifically intended for Cape Verdean investors residing abroad: ***The Investment Code for Emigrants*** (yet to enter into force)³⁸.

The Investment Code for Emigrants aims at enhancing the transfer of remittances and steering them into the productive sector, by rendering investments in Cape Verde more attractive for emigrants. Once the Code enters into force, the regime will constitute the main reference document for investment incentives for Cape Verdeans abroad. Given Cape Verde's recent entry to the World Trade Organization (WTO) (EN), the regulations of this proposed code have, however, been halted³⁹. A date to resume discussions remains to be determined⁴⁰.

2.1.2 International Legislation

As a country with a significant emigrant community, Cape Verde is party to various international conventions relating to international migration and migrants abroad. These include, *inter alia*:

- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families of 1990 (EN) (Acceded by Cape Verde on 16 September 1997⁴¹)
- ECOWAS Protocol on Free Movement of Persons, Right of Residence and Establishment of 1979 (EN)
- ECOWAS Protocol on the Definition of Community Citizens of 1982 (EN)
- Cotonou Agreement of 2000 (EN)

Mobility Partnership

In 2008, Cape Verde moreover became the first African country to enter into a **Mobility Partnership** with the European Union. The Pilot Mobility Partnership⁴² comprises the European Commission and

³⁷ Ibid.

³⁸ IOM Office in Cape Verde

³⁹ Ibid.

⁴⁰ Ibid.

⁴¹ http://portal.unesco.org/shs/en/ev.php-URL_ID=3693&URL_DO=DO_TOPIC&URL_SECTION=201.html, accessed on 05.02.10

⁴² Joint Declaration on a Mobility Partnership between the European Union and the Republic of Cape Verde, 21 May 2008

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the European Member States of France, Luxembourg, the Netherlands, Portugal and Spain. Overall, it covers the three following areas of focus:

- 1) Mobility, Legal Migration and Integration;
- 2) Migration and Development; and
- 3) Border Management, Identity and Travel Documents, Fight against Irregular Migration and Trafficking in Human Beings.

Within the area of Migration and Development, the partnership comprises the following priorities:

- To foster cooperation with Cape Verdean communities abroad by strengthening links with the emigrant community and assist Cape Verdeans abroad in their efforts to contribute to the development of Cape Verde;
- To contribute to the reform of the financial sector in order to create favourable conditions for investment by the emigrant community in their country of origin, facilitate transfers with a view to increase the impact of such transfers on the development of Cape Verde and encourage the use of such transfers for investment purposes;
- To mitigate the adverse effects of emigration of highly qualified persons and develop appropriate responses, in particular through temporary or permanent return policies aimed specifically at highly qualified Cape Verdean migrants and European nationals of Cape Verdean origin;
- To promote temporary migration of highly qualified Cape Verdean citizens for the purpose of improving their qualifications and facilitate the recognition of their skills and qualifications;
- To foster exchanges of students, researchers and specialists and develop training and temporary work programmes;
- To support voluntary return and sustainable reintegration of returning migrants by putting in place the appropriate mechanisms;
- To inform Cape Verdean citizens abroad about the labour market situation, employment prospects and business opportunities in their country of origin, as well as about return possibilities;
- To strengthen cooperation on training of migrant workers who are prospective returnees;
- To contribute to the development of entrepreneurship and strengthen the legal framework for investment and businesses; and
- To promote reflection on the social dimension of migration in Cape Verde.

2.1.3 Bilateral Agreements

To provide a legal framework for Cape Verdean citizens abroad, Cape Verde has signed bilateral agreements on labour migration and social security with various countries. These include, *inter alia*⁴³:

Labour Migration Agreements	Social Security Agreements
<ul style="list-style-type: none">▪ France▪ Portugal▪ Senegal▪ Spain	<ul style="list-style-type: none">▪ Brazil▪ France▪ Italy▪ Luxembourg▪ Netherlands▪ Portugal▪ Senegal▪ Spain▪ Sweden

⁴³ Answer to joint ICMPD-IOM Questionnaire from the Embassy of Portugal to Cape Verde; Answer to joint ICMPD-IOM Questionnaire from the Embassy of France to Cape Verde; Answer to joint ICMPD-IOM Questionnaire from the Institute of Communities

2.2 Involved Stakeholders

2.2.1 Main National Institutions Charged with Emigrant Communities

Ministry of Foreign Affairs – Institute of Communities

On 3 September 2001, Resolution No. 64/2001 of the Council of the Ministries was issued, enacting the Institute of Communities (IC) (PT) under the Ministry of Foreign Affairs, Cooperation and Communities (PT) with the responsibility to implement Cape Verdean policy relating to emigrant communities. Following the establishment of a novel Ministry, ***Ministry of Emigrant Communities***, on 2 March 2010, the Institute of Communities is foreseen to become subordinate to this new Ministry⁴⁴. The organic of this new Ministry is yet to be determined. To what extent this will influence the structure of the Institute of Communities is not yet known.

With reference to its current structure, the Institute of Communities undertakes its responsibilities according to the following **objectives** (unofficial translation)⁴⁵:

- To foster emigrant communities' contribution to development;
- To stimulate investments of Cape Verdean citizens abroad in Cape Verde;
- To provide relevant information to emigrant communities;
- To promote cultural and sportive exchange programmes between emigrant communities and Cape Verde, as well as implement measures on educational and professional advancement in cooperation with migrant associations abroad;
- To promote the undertaking of research on migration;
- To receive and accommodate forced returnees, as well as prevent and follow up on cases of forced return in cooperation with relevant public institutions the civil society; etc.

To achieve these objectives, the Institute of Communities is articulated around the following three bodies (unofficial translation)⁴⁶:

- 1) The President;
- 2) The Administrative Board; and
- 3) The Advisory Board.

The President: Responsible for the management of the Institute and to respond to all internal or external affairs of the Institute.

The Administrative Board: In charge of the administrative and financial management of the Institute. It supports the overall direction of the Institute and manages the "Autonomous Fund for Solidarity of Communities". The Administrative Board is composed of the President and two members appointed by decree of the Prime Minister upon the proposal of the Ministry of Foreign Affairs, Cooperation and Communities.

⁴⁴ Answer to joint ICMPD-IOM Questionnaire from the Institute of Communities; and IOM Office in Cape Verde

⁴⁵ http://www.ic.cv/index.php?option=com_content&task=view&id=12&Itemid=26, accessed on 08.03.2010; Interview with the Institute of Communities

⁴⁶ Ibid.

The Advisory Board: Composed of three members elected by the Cape Verdean emigrant community and serving in the National Assembly, four representatives of government department heads charged with finance, transportation, justice and administration of the territory, the Director General of Consular Affairs and Communities, and two municipality representatives appointed by the National Association of Municipalities of Cape Verde. The Advisory board is set to convene once per year.

Cape Verdean Embassies and Consulates

Through Cape Verdean Embassies (PT) and Consulates (PT), the Ministry of Foreign Affairs furthermore provides Cape Verdean citizens abroad with a number of services, *inter alia*⁴⁷:

- Registration in consulates' records;
- Organisation of out of country voting;
- Renewal of passports and other documents;
- Authenticating formal documents; and
- Recording civil events (i.e. birth, death, divorce, marriage).

Table 2.1 – Cape Verde: Ministry of Foreign Affairs - Institute of Communities

Outreach Channels of the Institute of Communities	Initiatives Relating to Emigrant Communities*
1) Internet website of the Institute of Communities of the <u>Cape Verdean Ministry of Foreign Affairs</u> (PT);	<i>'Diáspora para o Desenvolvimento de Cabo Verde'</i> (DIAS de Cape Verde) (PT) Project. (Dec 2007- Dec 2009)
2) Visits of delegations and/or single representatives from the Institute of Communities to destination countries where main emigrant communities reside;	<i>'Djunta mon pa disenvolvimentu de Cabo Verde'</i> (DIAS 2 de Cape Verde) (PT) Project. (currently being implemented)
3) Cape Verdean Embassies and Consulates Abroad;	<i>'Cabo Verde na Coraçon'</i> (PT) Programme, offering the possibility to Cape Verdean migrants and Cape Verdean descendents to visit Cape Verde during summer holidays.
4) Community Councils (yet to become operative and represented at Embassy level);	<i>'Diáspora Solidária'</i> (PT) Project, focusing on integration support to Cape Verdean migrants and descendents in African States, and notably São Tomé and Príncipe.
5) Liaising with Migrant Associations in destination countries;	Elaboration of the publication "20 Business Ideas for Cape Verde". Elaboration of a <i>"Manual for Emigrants"</i> (PT).
6) Emigrant Communities Knowledge Networks;	Other Activities Relating to Emigrant Communities
7) Media (Weekly Radio Programmes: 'Voice of Diaspora');	Organisation together with Embassies and Consulates of <i>'Semana de Cabo Verde na Diaspora'</i> in countries of destination.
8) Information campaigns and materials;	Information dissemination through Embassies and Consulates on Investment Opportunities and Financial Incentives in Cape Verde to Cape Verdean citizens abroad.
9) ICTs; etc.	

⁴⁷ Internet website of Embassy of Cape Verde to France: www.ambassadecapvert.fr; and Answer to joint ICMPD-IOM Questionnaire from the Institute of Communities

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NB: This list is not exhaustive

* Further details on initiatives under Chapter 2.3: Institutional Practices

Sources: Interview with Institute of Communities; Answer to joint ICMPD-IOM Questionnaire from the Institute of Communities; Internet website of [Institute of Communities](#); and ICMPD, 2009, Cape Verde – Needs Assessment in the Field of Asylum and Migration

2.2.2 Inter-Institutional Coordination

The Institute of Communities of the Cape Verdean Ministry of Foreign Affairs constitutes the lead entity for issues relating to Cape Verdean emigrant communities.

Other than efforts undertaken by the Institute of Communities to coordinate with other Ministries and/or Ministerial Departments implicated in questions relating to Cape Verdeans abroad, no single institutional body or mechanism with enacted responsibilities to ensure inter-institutional coordination exists in Cape Verde⁴⁸.

2.2.3 Municipalities Involved with Emigrant Communities

To anchor national policy relating to Cape Verdeans abroad at municipal level and decentralise the implementation of national activities relating to migration, each of Cape Verde's 22 Municipalities ('*Concelhos*') has employed a **Focal Point for Migration**⁴⁹.

To enhance institutional capacities of the municipal Focal Point for Migration in dealing with issues relating to migration and Cape Verdeans abroad at local level (e.g. citizenship, land restitution, etc.), the Institute of Communities of the Cape Verdean Ministry of Foreign Affairs closely collaborate with municipalities⁵⁰. In addition, the Institute of Communities since 2005 organises annual trainings in Praia for all Focal Points focusing on questions relating to⁵¹:

- National Migration Policy
- National Practices put in place relating to Migration.

2.2.4 Main International Institutions Involved with Emigrant Communities

International institutions involved in matters pertaining to migration in Cape Verde are, *inter alia*:

- [The International Organization for Migration \(IOM\)](#) (EN)
- [UNDP in Cape Verde](#) (EN)

⁴⁸ IOM Office in Cape Verde

⁴⁹ Interview with the Institute of Communities

⁵⁰ Ibid.

⁵¹ Ibid.

Other international stakeholders are:

- The Delegation of the European Union to the Republic of Cape Verde (PT): Through strategic frameworks such as the Country Strategy Paper (CSP) and National Indicative Programme (NIP) 2008-2013 (FR) of the European Union (EU) for Cape Verde, a mechanism for cooperation is set out between the EU and Cape Verde under the 10th European Development Fund (EDF) (EN), covering the period 2008-2013. The main thematic areas of the CSP and NPI 2008-2013 for Cape Verde are (unofficial translation):
 - 1) Poverty Reduction
 - 2) Good Governance
 - 3) Support to National Security

The *third* thematic area on Support to National Security relates to migration management as one of the areas of intervention in the cooperation between the EU and Cape Verde. It elaborates that **enhanced management of migratory flows** constitutes one of its specific objectives.

2.2.5 Main Non-Governmental Institutions Involved with Emigrant Communities

In Cape Verde, multiple non-governmental organisations are involved in matters pertaining to migration⁵². The integration of immigrants and re-integration of emigrants are important fields for these actors. Other areas of involvement are support to migrants in distress and the channelling of these to the adequate institutions⁵³. In the context of cooperation with Cape Verdean emigrant communities, non-governmental organisations also act as recipients for donations and promoting activities⁵⁴.

Examples of non-governmental actors engaged in matters pertaining to migration and/or Cape Verdean emigrant communities are⁵⁵:

- 'Asociación Panteras Negras'
- 'Associação Zé Moniz'
- 'Plataforma das Comunidades Africanas Residentes em Cabo Verde'

⁵² IOM Office in Cape Verde

⁵³ Ibid.

⁵⁴ Ibid.

⁵⁵ Ibid.

2.3 Institutional Practices

2.3.1 National Institutions

The following examples of initiatives relating to emigrant communities have been introduced by national authorities in Cape Verde, return of investment and migrant skills, outreach and orientation of Cape Verdeans abroad being the main areas of focus:

Table 2.2 – Cape Verde: Initiatives by National Institutions			
National Institution	Initiative	Cooperation	Aim
Institute of Communities (IC) (PT) of the Ministry of Foreign Affairs, Cooperation and Communities (PT)	<i>'Diáspora para o Desenvolvimento de Cabo Verde' (DIAS de Cape Verde) (PT) Project.</i> (Dec 2007- Dec 2009)	Donor: <u>European Commission</u> (EN) and the <u>Portuguese Cooperation</u> (PT) Implementing Partner: <u>The International Organization for Migration</u> (IOM) (EN)	Key objectives: 1) To mobilise the human, social and professional resources of Cape Verdeans living abroad, towards the capacity-building of key development sectors in Cape Verde, such as those of health, education, infra-structures and tourism; 2) To promote and reinforce the ties between members of the Cape Verdean emigrant community and the public and private sectors both in Cape Verde and Europe; 3) To contribute to strengthening the transnational linkages of the Cape Verdean emigrant community in Portugal, Italy and the Netherlands. The main outputs of the project were: <ul style="list-style-type: none">- Mapping out of training needs in priority sectors;- Establishing the webpage www.diasdecaboverde.org, containing information about training missions and offering on-line application procedures for Cape Verdeans abroad interested in conducting trainings;- Implementation of training missions by Cape Verdeans abroad in selected sectors; etc.

IC (PT) of the Ministry of Foreign Affairs, Cooperation and Communities (PT)	<u>'Djunta mon pa disenvolvimentu de Cabo Verde' (DIAS 2 de Cape Verde)</u> (PT) Project.	Donor: <u>Spanish Cooperation</u> (ES)	Key objective (unofficial translation): To build on the Project 'DIAS de Cape Verde', by promoting continued mobilisation of human, social and professional resources of Cape Verdeans residing abroad, as a means to enhance and contribute to the capacity-building process of key sectors in Cape Verde.
IC (PT) of the Ministry of Foreign Affairs, Cooperation and Communities (PT)	(currently being implemented) <u>'Cabo Verde na Coraçón'</u> (PT) Programme, offering the possibility to Cape Verdean migrants and Cape Verdean descendants to visit Cape Verde during summer holidays.	Migrant and Youth Associations	Key objective (unofficial translation): To foster the link and national identity of Cape Verdean migrants and descendants, by creating opportunities for temporary return during summer holidays and interaction with, inter alia, the social, cultural and associative life in Cape Verde.
IC (PT) of the Ministry of Foreign Affairs, Cooperation and Communities (PT)	<u>'Diáspora Solidária'</u> (PT) Project, focusing on integration support to Cape Verdean migrants and descendants in African States, and notably São Tomé and Príncipe.	N/A	Key objective (unofficial translation): To support the better integration of Cape Verdean migrants and descendants residing in African States and notably São Tomé and Príncipe, through the implementation of vocational trainings, offering of scholarships, establishment of community centers, etc.

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<u>IC (PT) of the Ministry of Foreign Affairs, Cooperation and Communities (PT)</u>	Elaboration of the publication “20 Business Ideas for Cape Verde”	N/A	Key objective: To encourage, facilitate and orientate investments by Cape Verdean citizens abroad.
<u>IC (PT) of the Ministry of Foreign Affairs, Cooperation and Communities (PT)</u>	Elaboration of a “Manual for <u>Emigrants</u> ” (PT)	N/A	Key objective: To provide useful information on Cape Verde for Cape Verdeans abroad.
<u>Ministry of Youth and Sports (PT)</u>	The Youth Card Program (<i>‘Programa Cartão-Jovem’</i>)	Multiple Private and Public Institutions	Key objective (unofficial translation): To facilitate and enhance mobility and exchange of young Cape Verdeans in the country and abroad, by providing a range of special services and discounts for <i>inter alia</i> public transportation, purchase of computer and audiovisual equipment, accommodation, etc.
NB: This list is not exhaustive Sources: Interview with Institute of Communities; Answer to joint ICMPD-IOM Questionnaire from the Institute of Communities; Internet website of <u>Institute of Communities</u> ; ICMPD, 2009, Cape Verde – Needs Assessment in the Field of Asylum and Migration; and <u>Poverty Reduction and Growth Strategy Paper (GPRSP) II 2008-2011</u> of Cape Verde			

To facilitate and enhance return of migrant resources, provide orientation to Cape Verdean citizens abroad and foster the link between Cape Verde and its emigrant community, the Government of Cape Verde has furthermore put in place various support and outreach mechanisms targeting Cape Verdeans abroad. These include mechanisms such as:

Table 2.3 – Cape Verde: Support and Outreach Mechanisms		
Support Mechanism	Agency/Ministry	Aim
Establishment of <u>'Casa do Cidadão'</u> (PT)	Government of Cape Verde	<p>Key objectives (unofficial translation):</p> <ol style="list-style-type: none"> 1) To act as an intermediary between the Cape Verdean Public Services and Cape Verdean citizens; 2) To provide a multi-media platform containing relevant information on news, legislation, civic rights, administrative procedures, etc.; 3) To facilitate interaction between Cape Verde and Cape Verdeans residing abroad; etc. <p><u>Casa do Cidadão</u> further acts as an online one-stop-shop for potential investors, facilitating the creation process of enterprises. In Praia, it furthermore has a physical space which provides information and orientation to investors as well as services to facilitate the enterprise creation process by allowing the creation of a company within 24 hours.</p>
Foreign Currency Bank Account	Central Bank of Cape Verde (PT)	<p>Key objective:</p> <p>To attract and enhance return of migrants' financial capital.</p>
<p>NB: This list is not exhaustive</p> <p>Sources: Answer to joint ICMPD-IOM Questionnaire from the Institute of Communities; Internet website of <u>'Casa do Cidadão'</u>; and IOM Office in Cape Verde</p>		

2.3.2 International Institutions and Other Relevant Actors

The following examples of initiatives relating to emigrant communities have been introduced by international institutions and other relevant actors present in Cape Verde:

Table 2.4 – Cape Verde: Initiatives by International Institutions and Other Relevant Actors			
Agency	Initiative	Cooperation	Aim
<u>Portuguese Cooperation (PT)</u>	<u>Centro de Apoio ao Migrante no País de Origem (CAMPO)</u> (PT) (Started in Jan 2009 and was then upgraded to the below mentioned initiative: Strengthening the Capacity of Cape Verde to Manage Labour and Return Migration)	- <u>Institute of Communities (IC)</u> (PT)	Key objective: To promote legal mobility and circular migration between Cape Verde and Portugal.
<u>The Delegation of the European Union to the Republic of Cape Verde</u> (PT)	Strengthening the Capacity of Cape Verde to Manage Labour and Return Migration (Jan 2009 – Dec 2011) (Project within the framework of the Mobility Partnership established between the EU and Cape Verde)	- <u>Institute of Communities (IC)</u> (PT) - <u>Instituto de Emprego e Formação Profissional de Cape Verde (IEFP Capo Verde)</u> (PT) - <u>Alto Comissário para a Imigração e Diálogo Intercultural, I.P (ACIDI)</u> (PT) - <u>Instituto de Emprego e Formação Profissional de Portugal (IEFP PT)</u> (PT) - <u>Portuguese Cooperation</u> (PT) - <u>Spanish Cooperation</u> (ES) - <u>The International Organization for Migration (IOM)</u> (EN), Mission in Portugal	Overall objective: To build on the CAMPO initiative and promote legal mobility between Cape Verde and the EU by enhancing cooperation on Migration and Development and to combat irregular migration. The specific objectives are: 1) To facilitate matching of skills and available jobs/vacancies and to provide relevant information on legal possibilities for migration so as to promote the use of legal migration channels; and 2) To facilitate the reintegration of Cape Verdeans returning home from EU countries into Cape Verde's labour market and support these in making best possible use of the skills and resources acquired through the migration experience for their own benefit and the development of Cape Verde, particularly by promoting entrepreneurship.

<u>The International Organization for Migration (IOM)</u> (EN)	<u>Migrant Women for Development in Africa (WMIDA)</u> (EN) (Feb 2008 - Dec 2009)	Donor: <u>Italian Cooperation</u> (IT)	Key objective: To engage West African women migrants residing in Italy in the development of their countries of origin. The main output of the project was the selection of 12 entrepreneurial project proposals presented by migrant women and their associations in Italy, which received financial support for its implementation. Out of the 12 projects, one project was implemented in Cape Verde, focusing on the trade sector.
<u>UNDP in Cape Verde</u> (EN)	<u>EC/UN Joint Migration & Development Initiative in Cape Verde</u> (EN) 2008-2011	UN Country Team in Cape Verde, Delegation of the EU in Cape Verde and the Cape Verdean Government.	Key objectives: To support small scale actors to contribute to link migration and development in 16 selected countries of origin. Priority areas: (i) migrant remittances, (ii) migrant communities, (iii) migrants' capacities, and (iv) migrants' rights.
<u>Agence Française de Développement (AFD)</u> (EN)	Establishment of a website on remittance transfer costs in selected countries: www.envoirdargent.org (FR)	<u>Selected banks and money transfer operators</u> (FR)	Key objective: To provide persons with information on transfer costs and conditions between France and selected countries, so that these receive the opportunity to choose as freely and as objectively as possible, the financial institution and/or way to transfer their capital according to conditions of safety, speed and cost.
NB: This list is not exhaustive Sources: Answer to joint ICMPD-IOM Questionnaire from the Embassy of Portugal to Cape Verde; Interview with CAMPO Project Headquarter in Praia; Internet website of the International Organization for Migration (IOM); Internet website of UNDP; and www.envoirdargent.org , accessed on 12.03.10			

Main Challenges:

- The establishment of the Institute of Communities of the Ministry of Foreign Affairs of Cape Verde provides a leading Governmental Agency tasked with matters relating to emigrant communities and coordination with other Ministries and/or Ministerial Departments implicated in questions relating to Cape Verdeans abroad. With the recent establishment of the *Ministry of Emigrant Communities*, the institutional profile given to the Cape Verdean emigrant community significantly increases. One challenge faced in overcoming limitations towards the Cape Verdean emigrant community is, however, the **lack of an independent institutional body or mechanism** with enacted responsibilities to ensure inter-institutional coordination.
- The Institute of Communities has put in place various activities independently and in cooperation with International Stakeholders during recent years in order to enhance the return of migrant capacities for the development of Cape Verde, enhance outreach and orientation, and foster the link with Cape Verdean migrants and descendents. One challenge faced is, however, the **limited resources** of the Institute of Communities and the potential impediment this causes to the further development of its activities and to reaching its objectives.

The Egyptian Experience

MTM: A Dialogue in Action

Linking Emigrant Communities for More Development
Inventory of Institutional Capacities and Practices

Joint ICMPD-IOM Project

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1.1 History of Emigration

Modern emigration from Egypt dates back to the mid 1900's. Emigration from Egypt is mainly related to the movement of labour migrants. In terms of emigration flows, modern migration from Egypt can be divided into three main phases¹:

- 1950's and 1960's **First wave of emigration:** Mainly composed of highly skilled emigrants departing to Western Europe, North America and Australia.
- 1970's – end 1980's **Second wave of emigration:** Dominated by low-skilled emigrants departing to the Gulf States and Libya for a temporary or longer period of time. Three legal elements contributed to increased emigration during this phase:
 - The authorisation of permanent and temporary migration under Article 52 in the 1971 Constitution (EN).
 - The issuance of Law 73 of 1971, giving public sector employees the right to return to their jobs within one year of resignation. This was later extended to two years.
 - The promulgation of the Emigration and Sponsoring Egyptians Abroad Law No. 111 of 1983 (AR).
- End 1980's till today **Third wave of emigration:** During the 1980's, Egypt experienced a decrease of emigration towards the Gulf States due to, *inter alia*, depressed oil revenues following the Iran-Iraq war and a declining demand for construction workers in Arab countries. Subsequent to this period, a third migration stream has developed, mainly composed of irregular migrants departing to European countries. Migrants are typically fresh graduates and pre-university vocational graduates seeking to, in general, migrate on a temporary basis.

According to the national survey Attitudes of Egyptian Youth Towards Migration to Europe (EN) of 2006, modern emigration from Egypt is mainly related to labour and financial push and pull factors. Social, demographic and educational factors also play an important role, and continue to do so. (Table 1.1)

¹ Zohry, Ayman, 2005, Interrelationships between Internal and International Migration in Egypt: A Pilot Study; Answer to joint ICMPD-IOM Questionnaire from Dr. Ayman Zohry

Background

Table 1.1 – Egypt: Factors Influencing Egyptian Emigration

Push Factors	
Labour factors	Unemployment, notably among youth*
Economic factors	Lack of economic perspectives**
	Increase in price levels
	Uncertain living conditions
	Demand from family to provide financial support
Demographic factors	High population growth***
Pull Factors	
Labour factors	Attractive job opportunities
Economic factors	Consumption trends (in many cases introduced by Egyptian emigrants residing abroad through e.g. remittances used in marriages, construction of housing in rural areas, etc.)
Educational factors	Education/training opportunities
Social factors	Family reunification
	Role of networks (i.e. family, relatives, friends, professional and cultural associations)
<p>* In 2006, two million persons were unemployed in Egypt. This corresponds to 9.3% of the country's total labor force. In addition, approximately 600,000 new entrants to the labour market are estimated per year. (Source: Egypt's Human Development Report 2008 and EC Country Strategy Paper for Egypt 2007-2013)</p> <p>** Over the period 1990-2002, 44% of the Egyptian population was estimated to live on less than €1.7 a day (upper poverty line). In 2005, Egypt ranked 119 out of 177 countries according to UNDP's Human Development Index (HDI) (Source: EC Country Strategy Paper for Egypt 2007-2013)</p> <p>*** Annual population increase is estimated at 2 %. (Source: EC Country Strategy Paper for Egypt 2007-2013)</p> <p>NB: This list is not exhaustive</p> <p>Sources: Zohry, Ayman, 2006, <i>Attitudes of Egyptian Youth Towards Migration to Europe 2006</i>- IOM, Italian Cooperation and the Ministry of Manpower and Emigration; and <i>Egypt's Human Development Report 2008</i></p>	

1.2 Competent Authorities

Table 1.2 - Egypt: Main National Authorities with Competencies Relevant to Emigrant Communities

Agency	Ministry	Areas of Responsibility
Emigration Sector	<u>Ministry of Manpower and Emigration</u> (AR)	<p>To identify and provide legal opportunities for work to migrants, both in Egypt and abroad. Key objectives of current strategy of the Emigration Sector:</p> <ol style="list-style-type: none"> 1) Establish an Egyptian migration database that includes job opportunities abroad, numbers, statistics and a computerised system through the Internet to link Egyptians abroad to their country of origin; and 2) Reinforce the role of the "Union of Egyptians Abroad" and other civil society organisations that represent Egyptian emigrants abroad.

N/A	<u>Ministry of Foreign Affairs</u> (EN)	To provide services to Egyptians abroad and foreigners in Egypt. Service to Egyptians abroad includes i.e. free registration in consulates' records, repatriation of families in case of emergency, renewal of passport and other documents, and recording of civil events.
N/A	<u>Ministry of Interior</u> (EN)	To pursue the general policy of facilitating legal migration. Key responsibilities: 1) Facilitate administrative steps for Egyptians who want to travel abroad through e.g. the issuance of travel documents, migration visas and national certificates; 2) Introduce facilities for Egyptians abroad to ensure that they can enjoy a safe environment; and 3) Control migration from/to Egypt through its borders.
Inter-Institutional Coordination		
Agency	Ministry	Areas of Responsibility
The Higher Committee for Migration (HCM)	<u>Ministry of Manpower and Emigration</u> (AR) -HCM is headed by the Minister of Manpower and Emigration	To facilitate: 1) The establishment of professional training centres for potential migrants; 2) The organisation of specialised courses for the purpose of qualifying potential migrants; 3) The discussion of any facilitations to be granted to migrants, either before their departure, during their stay abroad or after their temporary or permanent return etc.

1.3 Countries of Destination

The Egyptian Ministry of Foreign Affairs and the Egyptian Ministry of Manpower and Emigration estimate that **4,727,396** Egyptians reside abroad². The **majority of Egyptian emigrants live in Arab countries** (70.8%), with the Kingdom of Saudi Arabia (KSA) being the main destination country³. Other important destination countries are Libya, Jordan, Kuwait, the United Arab Emirates (UAE) and Oman⁴. (Table 1.3)

Table 1.3 – Egypt: Estimated Distribution of Egyptian Emigrant Communities in Major Receiving Areas 2006				
Regions of Destination	Country	Emigrant Population	Total	Total (%)
Arab Countries	KSA	1,350,000	3,346,859	70.8
	Libya	950,000		
	Jordan	500,000		
	Kuwait	250,000		
	UAE	160,000		
	Oman	40,000		
	Other	96,859		

² Ibid.

³ Ibid.

⁴ Ibid.

Background

Europe	Detailed information in Table 1.4	Detailed information in Table 1.4	510,828	10.8
North America	USA	635,000	776,000	16.4
	Canada	141,000		
Oceania	Australia	80,350	83,350	1.7
	New Zealand	3,000		
Other	N/A	N/A	10,359	0.3

Sources: Zohry, Ayman, 2009, *The Migratory Patterns of Egyptians in Italy and France*

Europe, North America and Oceania are other important regions of destination of Egyptian emigrants⁵. According to the *Robert Schuman Centre for Advanced Studies* (EN) publication *The Migratory Patterns of Egyptians in Italy and France* (EN), 80% of Egyptian emigrants living in Europe are concentrated in four countries: Italy, the United Kingdom (UK), France and Greece. Other destination countries are Germany, the Netherlands, Austria, Switzerland, Sweden, Denmark, Cyprus, Spain and Belgium (Table 1.4).

Table 1.4 – Egypt: Estimated Distribution of Egyptian Emigrant Communities in Europe		
Countries of Destination	Emigrant Population	Emigrant Population (%)
Italy	210,000	41.1
United Kingdom	74,764	14.6
France	70,000	13.7
Greece	50,000	9.8
Germany	40,265	7.9
Netherlands	20,000	3.9
Austria	20,000	3.9
Switzerland	12,000	2.3
Sweden	3,510	0.7
Denmark	2,000	0.4
Cyprus	2,000	0.4
Spain	1,000	0.2
Belgium	1,000	0.2
Other	4,339	0.8

Sources: Zohry, Ayman, 2009, *The Migratory Patterns of Egyptians in Italy and France*

During recent years, European countries are becoming increasingly important destinations for Egyptian emigrants. According to the *EC Country Strategy Paper for Egypt 2007-2013* (EN), flows of emigration from Egypt to Europe include both legal and irregular migrants⁶.

⁵ Ibid.

⁶ *EC Country Strategy Paper for Egypt 2007-2013*

1.4 General Characteristics of Emigrant Communities

The Egyptian emigrant community is composed of highly and low skilled migrants. According to the World Bank (EN), 4.2% of Egyptian migrants have a tertiary education. In addition, approximately 2.1% of physicians trained in Egypt and 0.5% of nursing staff is estimated to have left the country. In comparison with the other countries covered by this Inventory, these figures are relatively low.

The **majority of Egyptian emigrants**, predominantly migrant workers, are concentrated in the **Gulf States**⁷. Highly skilled migrants (i.e. doctors, teachers, engineers) typically live in European and North American countries⁸. The structures of the destination labour markets and existing Egyptian migration networks abroad play an important role in migrants' choice of destination country. In the Gulf States, certified recruitment agencies usually regularise and manage emigration of labour migrants from Egypt. In the case of Europe, emigrants from Egypt commonly use social networks to gain access to a particular country⁹.

1.5 Estimated Remittance Flows

According to statistics produced by the World Bank, Egypt was ranked **one of the top 10 remittance-recipient developing countries** in 2008¹⁰. The same year, official remittances transfers from Egyptians abroad were estimated at **US\$9.5 billion**¹¹. This marked a significant increase from 2007 when remittances amounted to US\$7.6 billion. Moreover, in 2007/2008, remittances represented a significantly **higher income to the country in comparison to the earnings of the Suez Canal** (about US\$5.2 billion)¹².

Table 1.5 – Egypt: Estimated Use of Remittances in Major Areas

Area of Use	Household Use of Funds (%)
Daily household expenses (food, clothing and healthcare)	74
Construction (buying, building, renovating a house)	7.3
Financing the education of a household member	3.9
Other	14.8
Sources: Zohry, Ayman, 2003, <i>Contemporary Egyptian Migration 2003</i> - IOM, Italian Cooperation and the Ministry of Manpower and Emigration	

⁷ <http://remi.revues.org/index2664.html>, accessed on 11.02.10

⁸ Zohry, Ayman, 2009, *The Migratory Patterns of Egyptians in Italy and France*

⁹ <http://remi.revues.org/index2664.html>, accessed on 11.02.10

¹⁰ World Bank, Migration and Development Brief No. 8, November 11, 2008, Outlook for Remittance Flows 2008-2010: Growth expected to moderate significantly, but flows remain resilient

¹¹ Ibid.

¹² Ibid. and Answer to joint ICMPD-IOM Questionnaire from the Centre for Migration and Refugee Studies of the American University in Cairo

Background

Remittances are primarily used for **direct household expenses and healthcare**¹³. To a lesser extent, funds are spent on construction, acquisition of land or cattle, education or buying durable consumer goods (Table 1.5). Only limited shares of remittances are used for productive investment and creation of Small and Medium Enterprises (SMEs). According to Egypt's Human Development Report 2008 (EN), remittances constituted the initial capital for 1.4% of SMEs in 2003/2004.

Households headed by women with limited financial income are the most likely recipients of remittance transfers¹⁴. The likelihood for such women to receive remittances is the highest if a spouse or male relative is among the emigrants¹⁵. In contrast, households are less likely to receive remittances from emigrants that hold a secondary or higher level of education. This tendency can notably be observed among Egyptian emigrants in European countries¹⁶. In the case of Egyptian emigrants in Germany, one aspect explaining this is that many emigrants with higher level of education originate from wealthier upper middle-class families in Egypt. Commonly, their spouses and children either accompanied them or a family was founded in Germany. As a result, mainly distant relatives remained in the country of origin. Remittance transfers are thus not made regularly but linked to a specific need by i.e. a family member¹⁷.

1.6 Country Specificity

In 1983, Egypt promulgated the **Emigration and Sponsoring Egyptians Abroad Law no. 111**. The law is regarded as the **main migration law in Egypt** dealing with Egyptian emigrants abroad¹⁸. It consists of five chapters covering general provisions applicable to all migrants, temporary and permanent migration, migrant's rights, and concluding and transitional provisions¹⁹. For further details on this, see Inventory Findings.

¹³ Answer to joint ICMPD-IOM Questionnaire from the Centre for Migration and Refugee Studies of the American University in Cairo

¹⁴ Van Dalen et al., 2005, Remittances and their Effect on Emigration Intentions in Egypt, Morocco and Egypt

¹⁵ Ibid.

¹⁶ Ibid.

¹⁷ GTZ, 2006, Egyptian, Afghan, and Serbian Diaspora Communities - in Germany: How Do They Contribute to Their Country of Origin?

¹⁸ Zohry, Ayman, 2005, Interrelationships between Internal and International Migration in Egypt: A Pilot Study

¹⁹ Emigration and Sponsoring Egyptians Abroad Law No. 111 of 1983

CHAPTER 2 Inventory Findings

2.1 Legislative and Policy Framework pertaining to Emigrant Communities

2.1.1 National Legislation

The promulgation of the Emigration and Sponsoring Egyptians Abroad Law No. 111 of 1983 (AR) is regarded as the main migration law in Egypt²⁰. The law consists of five chapters:

- 1) General provisions applicable to all migrants
- 2) Permanent Emigration
- 3) Temporary Migration
- 4) Migrant's rights
- 5) Concluding and transitional provisions

The **main goal** of the Egyptian Emigration Law is to **maintain strong ties with Egyptians abroad**²¹. Overall, the law has two **objectives**²²:

- To arrange both a permanent and temporary emigration system; and
- To outline the provisions dealing with providing the necessary care and extending facilities to Egyptian emigrants before their departure from Egypt, after their arrival in host countries and to those who decide to return to Egypt.

Other than Law No. 111 of 1983, a single and comprehensive migration policy in Egypt does not exist²³.

2.1.1.1 Dual Citizenship

Law No. 26 of 1975 (AR) as amended by Law No. 154 of 2004 (AR) is the Egyptian Citizenship Law. The law defines Egyptian citizens and explains the procedures to be followed for non-Egyptians to be naturalised. Under Egyptian Law, acquiring another citizenship is prohibited unless the Egyptian citizenship is renounced. Circumstances however exist where it is possible to hold dual citizenship, pending approval by the Ministry of Interior.

Article 10 elaborates on the conditions set for an Egyptian to obtain dual citizenship: *'[...] a permission to acquire a foreign nationality may also comprise the permission for him, his wife and minor children to retain the Egyptian nationality. If within a period not exceeding one year from the date he acquires the foreign nationality, he declares his wish to benefit thereby, they shall retain their Egyptian nationality despite their obtaining of the foreign nationality.'*

²⁰ Zohry, Ayman, 2009, The Migratory Patterns of Egyptians in Italy and France

²¹ Ibid.

²² Ibid.

²³ Ibid.

Inventory Findings

Dual Citizenship Entitlements:

Egyptians who hold dual citizenship enjoy all civic rights except to be member of the People's Assembly and to be President of Egypt²⁴.

2.1.1.2 Financial Incentives

The Emigration and Sponsoring Egyptians Abroad Law No. 111 of 1983 (AR), details a series of financial initiatives to encourage Egyptian emigrants abroad to invest in Egypt.

Article 15 elaborates on these initiatives as follows: *'The returns of the investment of Egyptian migrants' deposits in one of the banks operating in Egypt shall be exempted from all taxes and fees. Egyptian migrants' or expatriates' capital utilized in projects or investments in the country shall be granted all the advantages decided for foreign capital operating in the same field, or national capital, which is better. If capital is to be treated in various ways according to the foreign capital nationality, then the capital of migrants contributing in the said fields shall be treated according to the most advantageous way.'*

2.1.2 International Legislation

As a country strongly affected by labour migration, Egypt is member of various international conventions relating to international migration and migrants abroad. These include *inter alia*:

- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families of 1990 (EN). Ratified by Egypt on 19 February 1993²⁵.

2.1.3 Bilateral Migration Agreements

To provide a legal framework for Egyptian citizens abroad, Egypt has signed bilateral agreements on labour migration with multiple countries. These include *inter alia*²⁶:

Arab Countries	Europe	Asia
<ul style="list-style-type: none">▪ Iraq▪ Jordan▪ Kuwait▪ Libya▪ Morocco▪ Qatar▪ Sudan▪ Yemen	<ul style="list-style-type: none">▪ Greece▪ Italy	<ul style="list-style-type: none">▪ China

²⁴ Answer to joint ICMPD-IOM Questionnaire from Dr. Ayman Zohry

²⁵ http://portal.unesco.org/shs/en/ev.php-URL_ID=3693&URL_DO=DO_TOPIC&URL_SECTION=201.html, accessed on 05.02.10

²⁶ LISTE - Liaison Information Systems and Tools for Emigration 2008 – IOM and Italian Ministry of Interior

2.2 Involved Stakeholders

2.2.1 Main National Institutions Charged with Emigrant Communities

Ministry of Manpower and Emigration – Emigration Sector

The post of Minister of State for Emigration Affairs and Egyptians Abroad was created by the Presidential Decree No. 574 of 1981 and was enacted to define the responsibilities of the Minister²⁷. In 1996, the Presidential Decree No. 165 was issued, transferring the responsibilities of the Minister of State for Emigration Affairs to the Ministry of Manpower and Employment – currently the Ministry of Manpower and Emigration (AR)²⁸.

The Emigration Sector of the Ministry of Manpower and Emigration undertakes responsibilities according to the following **objectives**²⁹:

- 1) To develop executive plans and policies to encourage Egyptian emigration and provide the opportunities that ensure its success, on the basis of the assumption that migration is a natural and stable phenomenon;
- 2) To sponsor Egyptians abroad, encourage them to create Egyptian gatherings, unions and clubs and focus on the 2nd and 3rd generation of migrants by fostering their ties to Egypt;
- 3) To achieve the maximum capitalisation of Egyptian potential abroad, whether in relation to scientific and research knowledge transfer or to the contribution in savings to Egyptian development strategies, and to support Egyptian capacities inside and outside of Egypt; and
- 4) To establish an integrated database on Egyptians abroad, emigration markets and migration, and to influence legislations in the countries of destination.

Table 2.1 - Egypt: Ministry of Manpower and Emigration

Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities*
1) Internet website of the <u>Ministry of Manpower and Emigration (MME)</u> (AR);	<u>Integrated Migration Information System (IMIS)</u> 2001-2005 (EN)
2) Visits of delegations and/or single representatives from the <u>Ministry of Manpower and Emigration</u> (AR) to destination countries where main emigrant communities reside; etc.	<u>IMIS Plus</u> 2008-2010 (EN)

²⁷ Answer to joint ICMPD-IOM Questionnaire from Dr. Ayman Zohry

²⁸ Ibid.

²⁹ <http://www.emigration.gov.eg/AboutUs/Objectives.aspx>, accessed on 25.01.10

Inventory Findings

Outreach Channels through Other National Institutions	Egyptians Abroad Conferences (EN)
1) Egyptian Embassies and Consulates Abroad; etc.	organised by the MME. The latest one was held in July 2009 in Cairo.
NB: This list is not exhaustive	
* Further details on initiatives under Chapter 2.3: Institutional Practices	
Source: Interview with the Ministry of Manpower and Emigration; and Ministry of Manpower and Emigration (MME)	

Ministry of Foreign Affairs

With regards to emigrant communities, the **aim** of the Egyptian [Ministry of Foreign Affairs](#) (EN) is to protect legal migrants from racial discrimination and guarantee the rights and dignity of the Egyptian community residing abroad, in full respect with the laws of destination countries³⁰. Through [Egyptian embassies and consulates](#) (EN), the Ministry of Foreign Affairs provides Egyptian citizens abroad with a number of services, *inter alia*³¹:

- Free registration in consulates' records during the first six months of their stay abroad;
- Repatriation of families in case of emergency;
- Renewal of passports and other documents;
- Authenticating formal documents; and
- Recording civil events (i.e. birth, death, divorce, marriage).

Table 2.2 - Egypt: Ministry of Foreign Affairs	
Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities
1) Internet website of the Ministry of Foreign Affairs (EN). The website provides information to Egyptians abroad on, <i>inter alia</i> : <ul style="list-style-type: none"> - How to obtain visas and residence permits; - Egyptian missions abroad in case of need; - Egyptian associations; - Legal rules in receiving countries; and - Legal regulations in case of law breaking. 2) Egyptian Embassies and Consulates Abroad; etc.	No information could be collected.
NB: This list is not exhaustive	
Source: Ali Sawi, 2005, Migration-Related Institutions and Policies in Egypt ; and www.mfa.gov.eg	

³⁰ Zohry, Ayman, 2009, [The Migratory Patterns of Egyptians in Italy and France](#)

³¹ Ibid.

Ministry of Interior

In relation to emigration, the **aim** of the Egyptian Ministry of Interior (EN) is to pursue a general policy to facilitate legal emigration³². The Ministry is in charge of facilitating administrative procedures for Egyptian migrants prior to their departure and supervise emigrants when applying for work visas, acquiring another nationality, emigrating, etc³³.

Moreover, the Ministry of Interior is in charge of introducing facilities for Egyptians abroad to ensure that they can enjoy a safe environment while abroad³⁴.

Table 2.3 - Egypt: Ministry of Interior

Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities
1) Internet website of the <u>Ministry of Interior</u> (AR); etc.	No information could be collected.
NB: This list is not exhaustive	
Source: Ali Sawi, 2005, <u>Migration-Related Institutions and Policies in Egypt</u> ; and Zohry, Ayman, 2009, <u>The Migratory Patterns of Egyptians in Italy and France</u>	

2.2.2 Inter-Institutional Coordination

The Higher Committee for Migration (HCM)

The High Committee for Migration (HCM) was formed by Resolution No. 2000 of 1997³⁵. The HCM is headed by the Minister of Manpower and Emigration. The following Ministries are **members of the HCM**³⁶:

- Ministry of Manpower and Emigration
- Ministry of Foreign Affairs
- Ministry of Education
- Ministry of Scientific Research
- Ministry of Interior
- Ministry of Economy
- Ministry of Planning
- Ministry of Defence
- Ministry of Information
- Ministry of Tourism and Civil Aviation
- Ministry of Insurance
- Ministry of Finance

The competencies of the HCM are stated in Article 5 of the Emigration and Sponsoring Egyptians Abroad Law No. 111 of 1983 (AR). Its **responsibilities** are as follows:

³² Ali Sawi, 2005, Migration-Related Institutions and Policies in Egypt

³³ Ibid.

³⁴ Ibid.

³⁵ Answer to joint ICMPD-IOM Questionnaire from Dr. Ayman Zohry

³⁶ Emigration and Sponsoring Egyptians Abroad Law No. 111 of 1983

Inventory Findings

- 1) To consider the establishment of professional centres for training potential migrants, especially in the fields of agriculture and industry;
- 2) To consider the organisation of specialised courses aiming at qualifying potential migrants;
- 3) To provide Egyptians abroad with the necessary cultural and national materials to maintain their ties with Egypt, in addition to providing means of diffusing the Arabic language among migrants' children and supporting efforts exerted by Egyptian religious entities to deepen the spiritual heritage among Egyptians abroad; and
- 4) To suggest facilitations to be granted to migrants, whether before their departure, during their residence abroad or after temporary or permanent return to Egypt.

The HCM is set to convene once every three months upon the request of its chairman³⁷. However, the HCM faces challenges to convene regularly and many of its tasks have not yet been implemented³⁸. This is notably the case for the establishment of professional training centres for potential migrants (responsibility no. 1 mentioned above)³⁹.

2.2.3 Main International Institutions Involved with Emigrant Communities

The International Organization for Migration (IOM) (EN) and its Regional Office to the Middle East in Cairo (EN) constitute one of the main international interlocutors of the Egyptian Government in questions relating to emigration.

Other international institutions involved in matters pertaining to migration are *inter alia*:

- UNDP in Egypt (EN)
- League of Arab States (AR), Population Policy and Migration Department
- The Delegation of the European Union to Egypt (EN): Through *inter alia* the Country Strategy Paper (CSP) 2007-2013 and National Indicative Programme (NIP) 2007-2010 (EN) of the European Union (EU) for Egypt, and the European Neighborhood Policy (ENP) (EN), strategic frameworks for cooperation are set out between the EU and Egypt. The three main thematic areas of the CSP 2007-2013 are⁴⁰:
 - 1) Supporting Egypt's reforms in the areas of democracy, human rights, good governance and justice;
 - 2) Developing the competitiveness and productivity of the Egyptian economy; and
 - 3) Ensuring the sustainability of the development process with effective social, economic and environmental policies and better management of natural resources.

³⁷ Answer to joint ICMPD-IOM Questionnaire from Dr. Ayman Zohry

³⁸ Ibid.

³⁹ Ibid.

⁴⁰ EC Country Strategy Paper for Egypt 2007-2013

The *first* thematic area on support to Egypt's reforms in the area of democracy, human rights, good governance and justice, relates to migration as one of the areas of cooperation between the EU and Egypt⁴¹. It elaborates that within the field of justice, one aim of the ENP Action Plan is to reinforce cooperation between Egypt and the EU on management of migration flows, both legal and irregular⁴². Its expected result and performance indicator relating to migration are described as follows⁴³:

Expected results:

- Strengthened capacity of Egypt to manage legal migration and to deal with irregular immigration flows and human trafficking.

Performance indicators:

- Dialogue with Egypt on various migration-related issues established.

2.2.4 Main Non-Governmental Institutions Involved with Emigrant Communities

In terms of data collection on matters relating to Egyptians abroad and identification of opportunities for return of migrant resources, the Egyptian Government commonly commissions the Center for Migration and Refugee Studies (CMRS) (EN) at The American University of Cairo (EN).

No information could be collected on other non-governmental institutions involved in matters pertaining to migration in Egypt.

⁴¹ Ibid.

⁴² Ibid.

⁴³ Ibid.

2.3 Institutional Practices

2.3.1 National Institutions

The following examples of initiatives relating to emigrant communities have been introduced by national authorities in Egypt, with social and financial development and outreach to Egyptians abroad being the main areas of focus:

Table 2.4 - Egypt: Initiatives by National Institutions			
National Institution	Initiative	Cooperation	Aim
Emigration Sector of the <u>Ministry of Manpower and Emigration (MME)</u> (AR)	<u>Integrated Migration Information System (IMIS)</u> 2001-2005 (EN)	Donor: <u>Italian Cooperation (EN)</u> Implementing Agency: <u>International Organization for Migration (IOM)</u> (EN)	To provide a technical tool that supports the Emigration Sector in the management of regular migration flows from Egypt, improving migrants' social status in destination countries and channeling human and financial resources generated by migration. The main outputs of the project were the setting up and launching of a website for job opportunities abroad and the creation of a portal for <u>Egyptian migrants (AR)</u> .
Emigration Sector of the <u>MME</u> (AR)	<u>IMIS Plus</u> 2008-2010 (EN)	Donor: <u>Italian Cooperation (EN)</u> Implementing Agency: <u>IOM (EN)</u>	Fine-tune the integrated information system set up in Phase I of the IMIS project, enhance socio-economic links with Egyptians abroad and promote a more effective management of Egyptian labour migration.

Emigration Sector of the <u>MME</u> (AR)	<u>Egyptians Abroad Conferences</u> (EN) organised by the MME. The latest one was held in July 2009 in Cairo.	<ul style="list-style-type: none"> - Ministry of Investment - Ministry of Communication - Ministry of Higher Education - Ministry of Education - Ministry of Foreign Affairs - Ministry of Interior - Ministry of Defense - Social Fund for Development - National Council for Youth - Banque Misr - Stock Market 	<p>To:</p> <ol style="list-style-type: none"> 1) Enhance the development process in Egypt and the Investment Environment and Conditions; 2) Enhance interaction with 2nd and 3rd generation migrants and their link to Egypt; 3) Provide opportunity for discussion on the recent development of the communication sector in Egypt; 4) Provide opportunity for discussion on political participation and the democracy process in Egypt. Participation in electoral process was notably discussed.
<p>NB: This list is not exhaustive</p> <p>Source: Interview with Ministry of Manpower and Emigration; and http://www.emigration.gov.eg/AboutUs/AboutIMISProject.aspx, accessed on 12.01.10</p>			

No information could be collected on institutional support mechanisms put in place by Egyptian authorities to enhance return of migrant resources to Egypt.

2.3.2 International Institutions and Other Relevant Actors

The following examples of initiatives relating to emigrant communities have been introduced by international institutions and other relevant actors present in Egypt:

Table 2.5 - Egypt: Initiatives by International Institutions and Other Relevant Actors			
Agency	Initiative	Cooperation	Aim
<u>The International Organization for Migration (IOM)</u> (EN), <u>Regional Office to the Middle East in Cairo</u> (EN)	Research project: Dynamics of the Egyptian Diaspora - Strengthening Development Linkages (currently being implemented)	<u>Ministry of Manpower and Emigration (MME)</u> (AR)	To explore the potential role of Egyptian emigrants abroad in the development of their communities of origin.
	Research project (under <u>IMIS</u> (EN) project): Migrants' Opportunities for Investment in Egypt (currently being implemented)	<u>MME and the Center for Migration and Refugee Studies (EN) at The American University of Cairo</u> (EN)	To explore the patterns of remittance transfers and use at the level of households in high-migration areas and the potential of such remittances to be pooled and used for community-based development projects.
	Project: Enhancing Existing Bonds between the Egyptian Diaspora and their Homeland (currently being implemented)	MME	To: 1) Assist the Egyptian Government in conducting fact-finding assessments in various countries hosting a significant Egyptian emigrant community; 2) Assist the MME to link emigration policy with economic and social development and enhance existing bonds between Egyptian emigrants abroad and their country of origin.
	<u>IOM is Focal Point of the EC/UN Joint Migration & Development Initiative in Egypt</u> (EN) 2008-2011	<u>UN Country Team in Egypt, Delegation of the EU in Egypt and the Egyptian Government.</u>	To support small scale actors to contribute to link migration and development in 16 selected countries of origin. Priority areas: (i) migrant remittances, (ii) migrant communities, (iii) migrants' capacities, and (iv) migrants' rights.

DFID (EN)	Establishment of a website on remittance transfer costs in selected countries: www.sendmoneyhome.org	N/A	Key objectives: To provide persons with up-to-date comparative information on transfer costs between various countries.
NB: This list is not exhaustive Source: IOM Regional Office to the Middle East in Cairo; http://www.egypt.iom.int/Doc/Migration%20and%20Development%20Fact%20Sheet.pdf , accessed on 26.01.10; http://www.migration4development.org/content/egypt , accessed on 26.01.10; and www.sendmoneyhome.org , accessed on 06.03.10			

Main Challenges:

- The Egyptian authorities acknowledge the importance of Migration & Development and the return of migrant resources (human, social and financial) for the development of Egypt. One obstacle faced is the **lack of data** on the profile of Egyptian emigrant communities for knowledge-based policy development.
- In addition to the financial incentives elaborated in the Emigration and Sponsoring Egyptians Abroad Law of 1983, the **absence of a various range of investment incentives** to enhance return of remittances affects the readiness of Egyptian emigrants to invest in the productive sector in Egypt.
- The establishment of the Higher Committee for Migration (HCM) provides the basis for inter-institutional coordination. One obstacle faced is the **limited institutional capacities** of the HCM to carry out its enacted responsibilities.
- Egyptian emigrants residing abroad face integration challenges. As recognised by Egyptian authorities, increased attention should be put on *inter alia* **outreach activities** to inform migrant workers abroad about their rights.

The Ethiopian Experience

MTM: A Dialogue in Action

Linking Emigrant Communities for More Development
Inventory of Institutional Capacities and Practices

Joint ICMPD-IOM Project

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1.1 History of Emigration

Ethiopia, a landlocked country located in the Horn of Africa, has a long history of regional immigration, emigration and transit. Emigration from Ethiopia *beyond* the Horn of Africa dates back to the 1970's. Modern emigration from Ethiopia is predominantly related to the movement of refugees and displaced persons and can be divided into three main phases¹:

- 1974-1982 **First wave of emigration:** Composed of refugees and displaced persons following the overthrow of Emperor Haile Selassie and installation of the *Derg* military regime. Refugees who fled the military regime typically went to neighbouring countries before being resettled in the West, where emigrant communities developed.
- 1982-1991 **Second wave of emigration:** Mainly composed of persons pursuing family reunification in Western countries.
- 1991 till today **Third wave of emigration:** Dominated by emigration of highly skilled persons following the fall of the *Mengistu* regime in 1991.

As a consequence of emigration, Ethiopia has experienced loss of skilled manpower and shortage of qualified personnel in various professional fields, particularly in the health sector². Between 1980 and 1991, Ethiopia lost about 74.6% of its human capital³. During the same period, more than a third of Ethiopia's doctors left the country, notably to the United States of America (USA) and Western Europe⁴. Today, loss of professionals still occurs. According to the International Organization for Migration (IOM) (EN), Ethiopia ranks first among African countries in terms of loss of medical and other professionals⁵.

Factors influencing Ethiopian emigration are both internal (push) and external (pull). Since the 1970's emigration from Ethiopia has mainly been a consequence of political instability and armed conflicts. However, economic, environmental, labour, social and demography-related factors have also played an important role, and continue to do so. (Table 1.1)

¹ Terrazas, Aaron Matteo, 2007, *Beyond Regional Circularity: The Emergence of an Ethiopian Diaspora*

² http://www.ethemb.se/ee_community.html, accessed on 15.02.10

³ <http://www.irinnews.org/report.aspx?reportid=49412>, accessed on 16.12.09

⁴ Ibid.

⁵ Ibid.

Background

Table 1.1 – Ethiopia: Factors Influencing Ethiopian Emigration

Push Factors	
Political factors	Armed conflicts
Economic factors	Lack of economic perspectives*
	Slow growth in the agriculture sector in rural areas**
	Slow economic growth in urban areas
Demographic factors	High population growth***
Environmental factors	Droughts and famine
	Environmental degradation
Pull Factors	
Political factors	Higher degree of political liberty and human security
Labour factors	Attractive job opportunities
Social factors	Family reunification
	Education/training opportunities
<p>* 34% of the Ethiopian population lived below the poverty line in 2005. The same year the income per capita was US\$155. (Source: EC Country Strategy Paper for Ethiopia 2008-2013)</p> <p>** Agricultural GDP rose by 1.4% per year during the last 40 years, a rise being below population growth. (Source: EC Country Strategy Paper for Ethiopia 2008-2013)</p> <p>*** Annual population increase is estimated at 2.5 – 3%. (Source: EC Country Strategy Paper for Ethiopia 2008-2013)</p> <p>NB: This list is not exhaustive</p> <p>Sources: EC Country Strategy Paper for Ethiopia 2008-2013; Terrazas, Aaron Matteo, 2007, <i>Beyond Regional Circularity: The Emergence of an Ethiopian Diaspora</i>; and http://www.irinnews.org/report.aspx?reportid=49412, accessed on 16.12.09</p>	

1.2 Competent Authorities

Table 1.2 - Ethiopia: Main National Authorities with Competencies Relevant to Emigrant Communities

Agency	Ministry	Areas of Responsibility
<u>The Ethiopian Expatriates Affairs General Directorate</u> (EN)	<u>Ministry of Foreign Affairs of Ethiopia</u> (EN)	<p>To foster the relationship between Ethiopians abroad and Ethiopia: Key objectives:</p> <ol style="list-style-type: none"> 1) Serve as a liaison between different Ministries and Ethiopians abroad; 2) Encourage the active involvement of the Ethiopian expatriates in socio-economic activities of Ethiopia; 3) Safeguard the rights and privileges of Ethiopians abroad; and 4) Mobilise the Ethiopian community abroad for a sustained and organised image building.

Diaspora Coordinating Office	Ministry of Capacity Building	To provide support services to other Ministries and the public sector in general by coordinating temporary voluntary return of highly-skilled Ethiopians abroad.
Employment Service Promotion Directorate	<u>Ministry of Labour and Social Affairs</u> (EN)	To: 1) Protect Ethiopian migrant workers abroad; 2) Help citizens in accessing employment opportunities both in the country and elsewhere; 3) Formulate policies aimed at protecting the rights of migrant workers; and 4) Facilitate legal migration.
<u>The Ethiopian Investment Agency (EIA)</u> (EN)	Ministry of Trade and Industry	To promote, coordinate and facilitate investments in Ethiopia.
Customs Authority	The Ministry of Trade and Industry	To regulate the import of goods.

1.3 Countries of Destination

According to the EC Country Strategy Paper for Ethiopia 2008-2013 (EN), the Ethiopian emigrant community includes several hundred thousands of highly qualified Ethiopian professionals. Other estimates indicate that the emigrant community includes over a million Ethiopians⁶.

Table 1.3 – Ethiopia: Ethiopian Foreign Born (2000)			
Country of Residence	Number	Country of Residence	Number
USA	73,066	Ghana	2,499
Israel	58,900	Switzerland	1,972
Saudi Arabia	21,992	Zambia	1,661
Canada	14,486	Kuwait	1,483
Sweden	11,281	Yemen	1,233
Germany	9,542	Burkina Faso	1,201
Jordan	8,781	Serbia & Montenegro	1,108
UK	8,122	Belgium	1,022
Netherlands	7,592	Russia	919
Italy	6,310	Zimbabwe	791
Sudan	5,112	India	783
DRC	4,196	Iraq	735
France	3,715	Kenya	723

⁶ EC Country Strategy Paper for Ethiopia 2008-2013

Background

Australia	3,544	Uzbekistan	721
UAE	3,363	Finland	694
Pakistan	3,211	New Zealand	657
Lebanon	3,088	South Africa	638
Ivory Coast	2,511	Egypt	636
Greece	2,507	Nigeria	617

NB: This list is not exhaustive

Sources: Terrazas, Aaron Matteo, 2007, *Beyond Regional Circularity: The Emergence of an Ethiopian Diaspora*

The majority of Ethiopian migrants reside in the USA and Israel⁷. In the case of Europe, Ethiopians are concentrated in Sweden, Germany and the Netherlands, to where they were typically admitted under refugee resettlement programs⁸. Other important European countries of destination are the United Kingdom (UK), Italy, France, Greece, Switzerland and Belgium. In the Middle East and Africa, key countries where Ethiopians reside are Saudi Arabia, Jordan, Sudan, the Democratic Republic of Congo (DRC), the United Arab Emirates (UAE) and Lebanon.

Data on foreign-born Ethiopian descendants further confirms the main destinations where Ethiopian emigrant communities reside (Table 1.3). Taking descendants into consideration when estimating Ethiopian emigrant communities, estimate numbers increase. According to the *Migration Policy Institute* (EN) survey *Beyond Regional Circularity: The Emergence of an Ethiopian Diaspora* (EN), Ethiopia-born expatriates and descendants are estimated at 460,000 in the United States and 105,500 in Israel, whilst 90,000 are estimated to live in Saudi Arabia, followed by 30,000 in Italy and 30,000 in Lebanon.

1.4 General Characteristics of Emigrant Communities

The Ethiopian emigrant community is mainly composed of highly skilled migrants, and to a lesser extent of low-skilled persons. According to the *World Bank* (EN), 17% percent of Ethiopian expatriates have a tertiary education⁹. In addition, 25.6% of physicians trained in Ethiopia and 16.8% of nursing staff is estimated to have left the country¹⁰. The majority of highly skilled Ethiopians abroad reside in Western countries. Low-skilled labour migrants mainly live in the Middle East.

Ethiopian expatriates are usually considered to have a high level of organisation. In many cities where Ethiopian expatriates reside, they have established outreach mechanisms through *inter alia* media (i.e. community newspapers, radio programmes, the “Ethiopian Yellow Pages” in Washington D.C.). These mechanisms contribute to foster the link to their country of origin and maintain national identity¹¹.

Moreover, Ethiopian expatriates are well organised in self-help associations. These associations provide a range of services to *inter alia* assist new migrants and improve living conditions of Ethiopians

⁷ Terrazas, Aaron Matteo, 2007, *Beyond Regional Circularity: The Emergence of an Ethiopian Diaspora*

⁸ Ibid.

⁹ World Bank, 2008, *Migration and Remittances Factbook for Ethiopia*

¹⁰ Ibid.

¹¹ http://www.ethiomedias.com/press/reconfiguring_ethiopia.html, accessed on 15.02.10

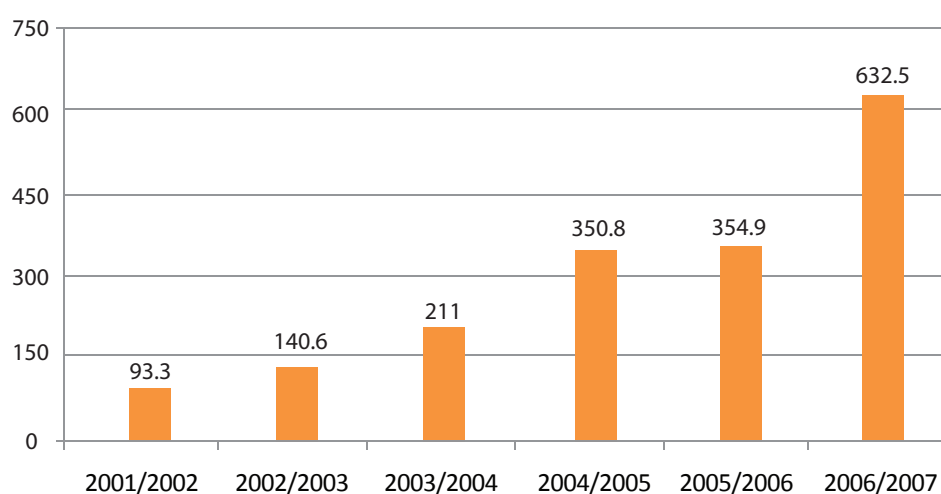
residing abroad. Other provided services are job placement, career-counselling, after-school tutoring, parenting classes, the provision of language courses for younger generations, etc¹².

Ethiopian emigrant communities are also organised through Ethiopian houses of worship established in destination countries. These are mostly Ethiopian Orthodox churches, and to a lesser extent mosques and Protestant churches¹³. At international level, transnational forums for Ethiopian expatriates exist, the most viable being annual business forums, annual sport-tournaments and associations with trans-local missions¹⁴.

1.5 Estimated Remittance Flows

Remittances play an important role in the Ethiopian economy, notably as a source of foreign investment, key to the economic and social development of the country¹⁵. According to statistics produced by the National Bank of Ethiopia (EN), official remittance transfers from Ethiopian expatriates amounted to US\$632.5 million in 2006/2007¹⁶. In comparison with previous years, this represents a significant increase (Graph 1.1).

Graph 1.1 - Ethiopia: Flow of Remittances 2001-2007, in US\$ million



Sources: Alemu, Getnet, Proceedings of the Sixth International Conference on the Ethiopian Economy. Ethiopian Economics Association (EEA)

¹² Ibid.

¹³ Ibid.

¹⁴ Ibid.

¹⁵ Alemu, Getnet, 2009, Proceedings of the Sixth International Conference on the Ethiopian Economy. Ethiopian Economics Association (EEA)

¹⁶ Ibid.

Background

Official remittance transfers are done through banks and money transfer operators, *inter alia*, Western Union, MoneyGram, Maniflo and Adam Funds¹⁷. However, the informal remittance transfer system is the most commonly used channel, the main methods being handover through friends, relatives and ‘hawala’ operators¹⁸.

More than 50% of remittances used for investments in Ethiopia are made up by Ethiopian emigrants in the USA and Canada¹⁹. According to the Ethiopian Investment Agency (EIA), Ethiopian expatriates mainly invest into real estate and construction²⁰. Other important sectors are manufacturing, health, education, trade, agriculture and hotels. The majority of emigrant investments are made in the capital region. During the period 1992-2008, an average of 90.2% of emigrant investments was concentrated in Addis Ababa. Other important regions of investment are Amhara, Oromia, Tigray, Dire Diwa and the Southern Nations, Nationalities and People Region (SNNPR)²¹.

1.6 Country Specificity

While Ethiopia does not recognise dual citizenship to Ethiopians who hold foreign citizenship, the Government of Ethiopia in 2002 introduced the ***Ethiopian Origin Identity Card*** (“yellow card”). According to the Diaspora Coordinating Office of the Ministry of Capacity Building, this card entitles Ethiopian expatriates to all rights linked to Ethiopian citizenship, except for the right to vote and undertake employment at Ministerial level²². The card is valid for five years and can be renewed every second year thereafter. For further details on this, see Inventory Findings.

¹⁷ Ibid.

¹⁸ Ibid.

¹⁹ http://siteresources.worldbank.org/INTPROSPECTS/Resources/334934-1110315015165/Chacko_Gebre.pdf, accessed on 16.12.09

²⁰ Ibid.

²¹ Ibid.

²² Interview with the Diaspora Coordinating Office of the Ministry of Capacity Building

2.1 Legislative and Policy Framework pertaining to Emigrant Communities

2.1.1 National Legislation

The Proclamation No. 354/2002 of 2003, *"The Immigration Proclamation"*, is the main legal framework in Ethiopia relating to migration²³. The law elaborates on national provisions pertaining to the entry and exit of Ethiopian citizens and foreigners to and from Ethiopia. Overall, it covers the following areas:

- 1) Entry to Ethiopia;
- 2) Departure from Ethiopia;
- 3) Deportation of Foreigners from Ethiopia;
- 4) Travel, Documents and Visas;
- 5) Registration of Foreigners and Residence Permit; and
- 6) Miscellaneous Provisions.

Other than the Immigration Proclamation, a single and comprehensive migration policy in Ethiopia does not exist. With regards to emigrant communities, the Ethiopian Government is, however, currently in the midst of elaborating a "Diaspora Policy"²⁴. A first draft of this policy is finalised, and consultations with representatives of the Ethiopian emigrant community are foreseen to take place early 2010, prior to continued elaboration²⁵.

2.1.1.1 Dual Citizenship

Citizenship law in Ethiopia is governed by the Constitution of the Federal Democratic Republic of Ethiopia of 1994 (EN) and Proclamation No. 378/2003 on Ethiopian Nationality (EN). The proclamation elaborates on the acquisition of Ethiopian nationality and explains the procedures to be followed for non-Ethiopians to be naturalised. It further describes that Ethiopian citizens residing abroad do not have the possibility to hold dual citizenship, should they voluntarily acquire a foreign nationality²⁶.

Article 20/1 describes the loss of Ethiopian nationality upon acquisition of another nationality:

"[...] any Ethiopian who voluntarily acquires another nationality shall be deemed to have voluntarily renounced his Ethiopian nationality."

²³ Interview with the Ethiopian Expatriates Affairs (EEA) General Directorate of the Ministry of Foreign Affairs of Ethiopia; and Answer to the Joint ICMPD-IOM Questionnaire of the EEA

²⁴ Interview with the Ethiopian Expatriates Affairs (EEA) General Directorate of the Ministry of Foreign Affairs of Ethiopia

²⁵ Ibid.

²⁶ Proclamation No. 378/2003 on Ethiopian Nationality

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Ethiopian Origin Identity Card

In February 2002, the Ethiopian Government, however, initiated Proclamation No. 270/2002 “Providing Foreign Nationals of Ethiopian Origin with certain Rights to be Exercised in their Country of Origin Proclamation” (EN). The aim of this proclamation is to provide a means of granting Ethiopians that hold foreign citizenship almost the same rights and entitlements as an Ethiopian citizen, by making accessible to foreign nationals of Ethiopian origin an **Ethiopian Origin Identity Card (“Yellow Card”)**²⁷.

Rights, privileges and restrictions granted through the Ethiopian Origin Identity Card are as follows²⁸:

Rights and privileges:

- Entry to Ethiopia without a visa;
- Abolition of residence permit requirement to live in Ethiopia;
- Access to employment opportunities in Ethiopia without the need for a work permit;
- Right to invest as a domestic investor, with corresponding benefits;
- Access to economic, social and administrative services available to Ethiopian citizens; etc.

Restrictions:

- Holders of the identity card do not have the right to vote or stand for elections to any office at Governmental level; and
- Holders of the identity card do not have the right to work in the National Defence, Security, Foreign Affairs and other similar political establishments.

The Ethiopian Origin Identity Card is valid for five years and can be renewed every second year thereafter.

2.1.1.2 *Financial Incentives*

The Ethiopian Investment Code provides various legal incentives to enhance investment in Ethiopia. These include *inter alia*²⁹:

- 100% customs exemption on importation of machinery and equipment for investment projects;
- Income tax exemption for new manufacturing, agro-industry and agricultural investment for a period between 2 to 7 years, depending on volume of export and location of investment;
- 100% customs exemption on importation of spare parts whose value does not exceed 15% of the total value of capital goods imported; etc.

²⁷ Belai H., Bathseba, May 2007, *Enabling Diaspora Engagement in Africa: Resources, Mechanisms and Gaps – Case Study: Ethiopia*

²⁸ Proclamation No. 270/2002 “Providing Foreign Nationals of Ethiopian Origin with certain Rights to be Exercised in their Country of Origin Proclamation”

²⁹ Website of Ethiopian Investment Agency (EIA); Website of Ethiopian Ministry of Revenue; and Belai H., Bathseba, May 2007, *Enabling Diaspora Engagement in Africa: Resources, Mechanisms and Gaps – Case Study: Ethiopia*

In addition, since 2001, returning Ethiopian expatriates have had the right to import personal belongings such as furniture, appliances and personal vehicles etc. free of duty³⁰. This edict covers Ethiopian citizens or foreign nationals of Ethiopian origin who have lived abroad for over 5 years³¹. In July 2006, a directive was, however, issued by the Ethiopian Ministry of Revenue (EN), lifting the privilege of duty free car imports³². This is reportedly due to abuse of this privilege, such as illegal transfers to third parties without taxes paid to the Government³³.

Another incentive put in place by the Ethiopian Government to encourage investment and return of Ethiopians abroad, has furthermore been the issuance of plots of urban land to non-resident Ethiopians and persons of Ethiopian origin for the construction of residential houses³⁴. In 2009, the Ethiopian Government, however, lifted all existing incentives put in place for Ethiopians abroad. It is uncertain whether incentives will be re-established³⁵.

Remittance Transfers

With the aim to enhance the formal remittance transfer system in Ethiopia and facilitate remittance transfers through official channels, in 2006, the National Bank of Ethiopia issued Directive No. FXD/30/2006 "*Provisions for International Remittance Services*"³⁶. The directive includes modalities such as³⁷:

- Increased transparency of remittance services through disclosure of terms and tariffs, transfer time, exchange rates, etc.;
- Provide for competitive rates by prohibiting exclusive contracts between international money transfer operators and domestic commercial banks;
- Usage of bank-to-bank transfers through SWIFT;
- Encourage the opening of separate work units aimed to facilitate remittance transfers at national and commercial banks in Ethiopia; etc.

2.1.2 International Legislation

As a country strongly affected by movement of refugees, Ethiopia has inter alia ratified the following international conventions relating to international migration and migrants abroad:

- 1951 Convention relating to the Status of Refugees (EN) and the 1967 Protocol (EN). Ratified by Ethiopia on 10 November 1969.

³⁰ Belai H., Bathseba, May 2007, Enabling Diaspora Engagement in Africa: Resources, Mechanisms and Gaps – Case Study: Ethiopia

³¹ Ibid.

³² Ibid.

³³ Interview with Association of Ethiopian Microfinance Institutions (AEMFI)

³⁴ Hunzinger, Laurence, March 2007, Migration & Development Linkage in Ethiopia: A pro-active governmental approach

³⁵ Interview with IOM

³⁶ Directive No. FXD/30/2006; and Belai H., Bathseba, May 2007, Enabling Diaspora Engagement in Africa: Resources, Mechanisms and Gaps – Case Study: Ethiopia

³⁷ Ibid.

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Ethiopia is yet to ratify the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families of 1990 (EN).

2.1.3 Bilateral Migration Agreements

No information could be collected.

2.1.4 Bilateral Agreement on Investment

To provide a legal framework for investments in Ethiopia, the Ethiopian Government has signed bilateral agreements on investments with the following countries³⁸:

▪ Algeria	▪ Iran	▪ Sudan
▪ Austria	▪ Israel	▪ Sweden
▪ China	▪ Italy	▪ Switzerland
▪ Denmark	▪ Kuwait	▪ Tunisia
▪ Finland	▪ Libya	▪ Turkey
▪ France	▪ Malaysia	▪ Yemen
▪ Germany	▪ The Netherlands	

³⁸ Website of Addis Ababa Chamber of Commerce

2.2 Involved Stakeholders

2.2.1 Main National Institutions Charged with Emigrant Communities

Ministry of Foreign Affairs of Ethiopia - The Ethiopian Expatriates Affairs General Directorate

The Ethiopian Expatriates Affairs (EEA) General Directorate (EN) was established in 2002 within the Ministry of Foreign Affairs of Ethiopia (EN), with the task to foster the relationship with Ethiopian emigrant communities and encourage their engagement in activities in Ethiopia³⁹.

The EEA of the Ministry of Foreign Affairs of Ethiopia has the following objectives⁴⁰:

- 1) To serve as a liaison between different Ministries and Ethiopians abroad;
- 2) To encourage the active involvement of Ethiopian expatriates in socio-economic activities of Ethiopia;
- 3) To safeguard the rights and privileges of Ethiopians abroad; and
- 4) To mobilise the Ethiopian community abroad for a sustained and organised image building.

To achieve these objectives, the EEA is focusing its main activities on the following areas⁴¹:

- Dissemination of information to the Ethiopian community abroad through various media outlets;
- Conducting of research, aimed to identify challenges of Ethiopians abroad in order to improve legislation that is instrumental for their increased participation in nation building;
- Ensuring the well being, safety and security as well as the rights and privileges of Ethiopians abroad; and
- Keeping the Ethiopian emigrant community informed of issues relevant to them.

Ethiopian Embassies and Consulates

With the aim to enhance the link between Ethiopia and Ethiopian emigrant communities residing in main destination countries, Ethiopia has defined a new role for its diplomatic and consular missions. The country has *inter alia* deployed diplomats to missions, whose mandate focuses specifically on matters relating to Ethiopians abroad⁴²:

- a) Forming links with Ethiopian expatriates;
- b) Registration of Ethiopians abroad; and
- c) Establishment of departments within selected missions, dedicated to the engagement of Ethiopian emigrant communities.

³⁹ Internet website of the Ethiopian Expatriates Affairs (EEA) General Directorate of the Ministry of Foreign Affairs of Ethiopia: www.mfa.gov.et/Ethiopians_Origin_Abroad/Ethiopia_Origin.php ; and Belai H., Bathseba, May 2007, *Enabling Diaspora Engagement in Africa: Resources, Mechanisms and Gaps – Case Study: Ethiopia*

⁴⁰ Internet website of the Ethiopian Expatriates Affairs (EEA) General Directorate of the Ministry of Foreign Affairs of Ethiopia: www.mfa.gov.et/Ethiopians_Origin_Abroad/Ethiopia_Origin.php

⁴¹ Ibid.

⁴² Ibid. and Belai H., Bathseba, May 2007, *Enabling Diaspora Engagement in Africa: Resources, Mechanisms and Gaps – Case Study: Ethiopia*

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As a result, in 2007, 13 embassies had established desks dedicated to emigrant community outreach. The purpose of these offices is⁴³:

- To adapt the Ministry of Foreign Affairs' general plan on engagement of Ethiopians abroad to the local context and implement the ensuing specific plan of action;
- To provide accurate, correct and updated information on Ethiopia;
- To organise research on their respective communities through questionnaires and meetings;
- To create links with and within the emigrant community; and
- To inform Ethiopians abroad about privileges set up by the Government in order to incite them to contribute to Ethiopian development.

Table 2.1 - Ethiopia: The Ethiopian Expatriates Affairs General Directorate of the Ministry of Foreign Affairs of Ethiopia

Outreach Channels of the Ethiopian Expatriates Affairs General Directorate	Initiatives Relating to Emigrant Communities*
1) Internet website of the <u>Ethiopian Expatriates Affairs General Directorate of the Ethiopian Ministry of Foreign Affairs</u> (EN);	Joint Constituency Building Forum, June 2006.
2) Visits of delegations and/or single representatives from the Ministry of Foreign Affairs to destination countries where main emigrant communities reside;	Publication of an Information Booklet for Ethiopians & Foreign Nationals of Ethiopian Origin Living Abroad
3) Ethiopian Embassies and Consulates Abroad;	Publication of the ' <u>Ethiopian Investment Guide</u> ' (EN)
4) Liaising with Migrant Associations in destination countries;	Organisation of the Annual 'Ethiopian Diaspora Day' in Addis Ababa and abroad
5) Emigrant Communities Knowledge Networks;	Other Activities Relating to Emigrant Communities
6) Media;	Support to the 2006 launch of broadcasted TV Programmes via satellite. (Run by the Ethiopian Television (ETV))
7) ICTs; etc.	Information dissemination through Embassies and Consulates on Investment Opportunities and Financial Incentives in Ethiopia to Ethiopians abroad

NB: This list is not exhaustive

* Further details on initiatives under Chapter 2.3: Institutional Practices

Sources: Internet website of the Ethiopian Expatriates Affairs (EEA) General Directorate of the Ministry of Foreign Affairs of Ethiopia: www.mfa.gov.et/Ethiopians_Origin_Abroad/Ethiopia_Origin.php; Answer to the Joint ICMPD-IOM Questionnaire of the EEA; Embassy of Ethiopia in Washington D.C.; Embassy of Ethiopia in Sweden; Belai H., Bathseba, May 2007, Enabling Diaspora Engagement in Africa: Resources, Mechanisms and Gaps – Case Study: Ethiopia; Hunzinger, Laurence, March 2007, Migration & Development Linkage in Ethiopia: A pro-active governmental approach

⁴³ Belai H., Bathseba, May 2007, Enabling Diaspora Engagement in Africa: Resources, Mechanisms and Gaps – Case Study: Ethiopia

Ministry of Capacity Building – Diaspora Coordinating Office

In recognition to the potential of the involvement of Ethiopians abroad in capacity building programs, the Ministry of Capacity Building in 2005 established the Diaspora Coordinating Office⁴⁴. The main objective of this office is as follows⁴⁵:

- To build and foster relationships with groups and individuals in the Ethiopian emigrant community, with a focus on attracting knowledge and material transfer for capacity building.

The Diaspora Coordinating Office is charged with overseeing various capacity building initiatives within Government Services, as well as within the public sector, with Health, Education, Water and Sanitation being the sectors of priority⁴⁶.

Table 2.2 - Ethiopia: The Diaspora Coordinating Office of the Ministry of Capacity Building	
Outreach Channels of the Diaspora Coordinating Office	Initiatives Relating to Emigrant Communities*
1) Emigrant Communities Knowledge Networks;	Needs Assessments within Ethiopian Priority Sectors
2) Website of the IOM <u>MIDEth Programme</u> (EN); etc.	Coordination and financing of Temporary Voluntary Return Programmes of highly skilled Ethiopians abroad
Outreach Channels through other National Institutions	Other Activities Relating to Emigrant Communities
1) Ethiopian Embassies and Consulates Abroad; etc.	Information dissemination through Embassies and Consulates to Ethiopians abroad on the possibility of temporary voluntary return to Ethiopia offered in the framework of the <u>MIDEth Programme</u> (EN) of the <u>International Organization for Migration (IOM)</u> (EN)
NB: This list is not exhaustive	
* Further details on initiatives under Chapter 2.3: Institutional Practices	
Sources: Interview with the Diaspora Coordinating Office of the Ethiopian Ministry of Capacity Building	

2.2.2 Inter-Institutional Coordination

To provide the basis for inter-institutional coordination and dialogue on matters relating to Ethiopians abroad, a Technical Committee of Federal Government Institutions on emigrant community issues was established in 2006 under the auspices of the Ethiopian Expatriates Affairs General Directorate of the Ministry of Foreign Affairs of Ethiopia⁴⁷.

⁴⁴ Interview with the Diaspora Coordinating Office of the Ethiopian Ministry of Capacity Building

⁴⁵ Belai H., Bathseba, May 2007, Enabling Diaspora Engagement in Africa: Resources, Mechanisms and Gaps – Case Study: Ethiopia

⁴⁶ Interview with the Diaspora Coordinating Office of the Ethiopian Ministry of Capacity Building

⁴⁷ Belai H., Bathseba, May 2007, Enabling Diaspora Engagement in Africa: Resources, Mechanisms and Gaps – Case Study: Ethiopia

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The technical committee is chaired by the State Minister of Foreign Affairs, and is composed of department heads of the following national institutions⁴⁸:

- Ministry of Foreign Affairs
- Ministry of Trade and Industry
- Ministry of Culture and Tourism
- Ministry of Labour and Social Affairs
- Revenue and Customs Authority
- Department of Immigration
- National Bank of Ethiopia

The main responsibility of the Committee is to follow up on the provision of efficient and effective services to Ethiopians abroad as per each institution's annual plan with regards to engagement of the emigrant community. It is set to convene on a monthly basis to review activities performed and identify matters that require due follow up⁴⁹.

2.2.3 Regional Governments Involved with Emigrant Communities

To anchor national policy relating to Ethiopians abroad at regional level and decentralise implementation of national activities, each of Ethiopia's 9 Regional States and 2 Administrative Cities has since 2006 created an office specifically tasked to deal with emigrant communities activities: ***Diaspora Coordinating Offices***⁵⁰.

Each office has elaborated an annual action plan relating to emigrant communities. These cover items such as⁵¹:

- Modalities to provide services to Ethiopians abroad;
- Guidelines for the formulation of clear directives as regards the provision of land for construction of housing, investment, etc.;
- Plans to open emigrant community desks in major towns and districts in each region;
- The establishment of regional databases regarding implemented and foreseen development projects, as a means to provide Ethiopians abroad with information on each regional activities; etc.

The referral mechanism used to ensure coordination between national institutions and regional offices charged with emigrant communities is direct dissemination of information from Ministries to regional focal points at regional offices⁵².

⁴⁸ Ibid.

⁴⁹ Ibid.

⁵⁰ Interview with the Diaspora Coordinating Office of the Ethiopian Ministry of Capacity Building

⁵¹ Hunzinger, Laurence, March 2007, Migration & Development Linkage in Ethiopia: A pro-active governmental approach; and Belai H., Bathseba, May 2007, *Enabling Diaspora Engagement in Africa: Resources, Mechanisms and Gaps – Case Study: Ethiopia*

⁵² Interview with the Diaspora Coordinating Office of the Ethiopian Ministry of Capacity Building

2.2.4 Main International Institutions Involved with Emigrant Communities

International institutions involved in matters pertaining to migration in Ethiopia are *inter alia*:

- [UNDP in Ethiopia](#) (EN)
- [The International Organization for Migration \(IOM\)](#) (EN)

Other international stakeholders are:

- [IGAD](#) (EN)
- [The African Union](#) (EN) and its [African Citizens Directorate \(CIDO\)](#) (EN): Through, *inter alia*, the [African Common Position on Migration and Development](#) (EN) of 2006, the African Union provides a policy framework outlining the following priority areas pertaining to migration⁵³:
 - Migration and Development
 - Human Resources and Brain Drain
 - Labour Migration
 - Remittances
 - African Diaspora
 - Migration and Peace, Security and Stability
 - Migration and Human Rights
 - Migration and Gender
 - Children and Youth
 - Elderly Persons
 - Regional Initiatives

To attend to issues relating to Migration and Development, and ensure that challenges posed by migration to Africa and developed countries are addressed, the Common Position further puts forward recommendations for actions at three levels⁵⁴: National, Continental and International.

- [The Delegation of the European Union to Ethiopia](#) (EN): By the endorsement of strategic frameworks such as the [Country Strategy Paper \(CSP\) and National Indicative Programme \(NIP\) 2008-2013](#) (EN) of the European Union (EU) for Ethiopia, a mechanism for cooperation is set out between the EU and Ethiopia. The three main areas of focus of the CSP and NPI 2008-2013 for Ethiopia are⁵⁵:
 - 1) Transport and Regional Integration
 - 2) Rural Development and Food Security
 - 3) Macro-Economic Support and Governance

⁵³ [African Common Position on Migration and Development](#)

⁵⁴ Ibid.

⁵⁵ [EC Country Strategy Paper 2008-2013](#)

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In addition, in 2009, the EU jointly with Ethiopia inaugurated the **EU-Ethiopia Platform on Migration**⁵⁶. Its creation is based on the concept that development has an influence on migration and that enhanced dialogue on matters relating to migration is key⁵⁷. The EU-Ethiopia Platform on Migration entails 5 subgroups⁵⁸:

Subgroup	Chair
Anti-Trafficking	<ul style="list-style-type: none">- Ethiopian Ministry of Justice- The Netherlands
Legal Migration	<ul style="list-style-type: none">- Ethiopian Ministry of Labour and Social Affairs- Spain- The United Kingdom
Diaspora	<ul style="list-style-type: none">- Ethiopian Ministry of Foreign Affairs- Ethiopian Ministry of Capacity Building- The United Kingdom
Border Management	<ul style="list-style-type: none">- Ethiopian Department of Immigration- The Netherlands- Sweden
Refugees and Returnees	<ul style="list-style-type: none">- Ethiopian Administration for Refugee and Returnee Affairs (ARRA)- Germany

2.2.5 Main Non-Governmental Institutions Involved with Emigrant Communities

Numerous non-governmental organisations are present in Ethiopia. The involvement of these organisations in matters pertaining to migration, notably emigrant communities, is, however, limited due to factors such as limited resources and/or institutional capacities to systematically engage in projects relating to emigrant communities⁵⁹.

Examples of non-governmental organisations working with Ethiopians abroad are⁶⁰:

- Hibret Lelimat Ma'ekel (EN)
- Forum International for Ethiopians Living in Diaspora (FIELD)
- Ethiopia Diaspora Investment and Export Centre

⁵⁶ Interview with the British Embassy to Ethiopia and Embassy of Italy to Ethiopia

⁵⁷ Ibid.

⁵⁸ Ibid.

⁵⁹ Interview with Hibret Lelimat Ma'ekel

⁶⁰ Presentation of Mehari Taddele Maru, Exemplary Initiatives for and by Diaspora: The Case of Ethiopia

2.3. Institutional Practices

2.3.1 National Institutions

The following examples of initiatives relating to emigrant communities have been introduced by national authorities in Ethiopia, return of investment and migrant skills, outreach and orientation of Ethiopians abroad being the main area of focus:

Table 2.3 - Ethiopia: Initiatives by National Institutions			
National Institution	Initiative	Cooperation	Aim
Ethiopian Expatriates Affairs (EEA) General Directorate (EN) of the Ethiopian Ministry of Foreign Affairs	Joint Constituency Building Forum, June 2006.	<ul style="list-style-type: none"> - Federal Government Agencies - Diaspora Coordinating Offices of Regional Governments and Administrative Cities 	<ul style="list-style-type: none"> - To discuss and agree on how to engage Ethiopian emigrant communities; and - To put in place a mechanism so as to avoid administrative bottlenecks and provide timely and adequate information to facilitate and coordinate the contribution of Ethiopians abroad to the socio-economic development of Ethiopia; etc. <p>The main output of the meeting was the:</p> <ul style="list-style-type: none"> - Establishment of a Steering Committee; - Endorsement of an Indicative Plan.
EEA General Directorate (EN) of the Ethiopian Ministry of Foreign Affairs	Publication of an Information Booklet for Ethiopians & Foreign Nationals of Ethiopian Origin Living Abroad	N/A	To provide useful information on Ethiopia for Ethiopians abroad.
EEA General Directorate (EN) of the Ethiopian Ministry of Foreign Affairs	Publication of the 'Ethiopian Investment Guide' (EN)	N/A	To provide to Ethiopians abroad information on investment incentives and opportunities, investment regimes, the economic environment in Ethiopia, contact details to national institutions, embassies and consulates, etc.
EEA General Directorate (EN) of the Ethiopian Ministry of Foreign Affairs	Organisation of the Annual 'Ethiopian Diaspora Day' in Addis Ababa and abroad	N/A	To foster the link between Ethiopia and Ethiopians living abroad, etc.

Diaspora Coordinating Office of the Ministry of Capacity Building	Needs Assessments within Ethiopian Priority Sectors	International Organization for Migration (IOM) (EN)	To identify needs and gaps within Ethiopian sectors of priority, as a basis for outlining of temporary voluntary return programmes targeting highly skilled Ethiopians abroad.
Diaspora Coordinating Office of the Ministry of Capacity Building	Coordination and financing of Temporary Voluntary Return Programmes of highly skilled Ethiopians abroad.	<ul style="list-style-type: none"> - Government Agencies; - Public Institutions; etc. 	<p>To provide support services to Ministries and public institutions through the coordination and financing of temporary voluntary return programmes (between 6-24 months) of highly skilled Ethiopians.</p> <p>The activities are covered by the Ministry of Capacity Building, covering flight and housing costs of returnees.</p>
<p>NB: This list is not exhaustive</p> <p>Sources: Interview with the Diaspora Coordinating Office of the Ethiopian Ministry of Capacity Building; Internet website of the Ethiopian Expatriates Affairs (EEA) General Directorate of the Ministry of Foreign Affairs of Ethiopia: www.mfa.gov.et/Ethiopians_Origin_Abroad/Ethiopia_Origin.php; Embassy of Ethiopia in Washington D.C.; Embassy of Ethiopia in Sweden; Belai H., Bathseba, May 2007, Enabling Diaspora Engagement in Africa: Resources, Mechanisms and Gaps – Case Study: Ethiopia; and Hunzinger, Laurence, March 2007, Migration & Development Linkage in Ethiopia: A pro-active governmental approach</p>			

To facilitate and enhance return of migrant resources, the Government of Ethiopia has furthermore put in place various institutional support mechanisms targeting Ethiopians abroad. These include mechanism such as:

Table 2.4 - Ethiopia: Institutional Support Mechanisms		
Support Mechanism	Agency/Ministry	Aim
<u>The Ethiopian Investment Agency (EIA)</u> (EN)	Ministry of Trade and Industry	To promote, coordinate and facilitate investments in Ethiopia.
<u>Foreign Currency Bank Account</u> (EN)	<u>National Bank of Ethiopia</u> (EN)	Provide non-resident Ethiopians and non-resident foreign nationals of Ethiopian origin (i.e. foreign nationals holding an Ethiopian Origin Identity Card) with the possibility to open a foreign currency account, as a means to encourage foreign direct investment in Ethiopia, etc.
NB: This list is not exhaustive		
Sources: Website of The Ethiopian Investment Agency (EIA): http://www.ethiomarket.com/eic/ ; and Internet website of the Ethiopian Expatriates Affairs (EEA) General Directorate of the Ministry of Foreign Affairs of Ethiopia: www.mfa.gov.et/Ethiopians_Origin_Abroad/Ethiopia_Origin.php		

In addition to the above-mentioned initiatives, Public Institutions in Ethiopia have and/or foresee to put in place the following initiatives:

Table 2.5 - Ethiopia: Initiatives by Public Institutions			
National Institution	Initiative	Cooperation	Aim
<u>University of Addis Ababa</u> (EN)	Opening of an Alumni & Diaspora Office (Opening is yet to take place)	N/A	<ul style="list-style-type: none"> - To enhance exchange and return of Ethiopian academics residing abroad; and - To provide an institutional framework for research on Ethiopian emigrant communities.
<u>University of Addis Ababa</u> (EN)	Implementation of “block trainings” of Ethiopian academics abroad	N/A	<p>To provide opportunities for post-graduate Ethiopians abroad to undertake short-term teaching modules at the University.</p> <p>The activities are covered by the University of Addis Ababa.</p>
NB: This list is not exhaustive Sources: Interview with the University of Addis Ababa			

2.3.2 International Institutions and Other Relevant Actors

The following examples of initiatives relating to emigrant communities have been introduced by international institutions and other relevant actors present in Ethiopia:

Table 2.6 - Ethiopia: Initiatives by International Institutions			
Agency	Initiative	Cooperation	Aim
<u>The International Organization for Migration (IOM)</u> (EN)	Migration for Development in Ethiopia (MIDEth) (currently being implemented)	<u>Donor: UNDP in Ethiopia</u> (EN)	To support the Ethiopian Government's ongoing efforts to strengthen the institutional capacities for facilitating the return of Ethiopian professionals to address human resources constraints in the country. The project aims at institutionalising a system for mobilisation and utilisation of relevant human, financial and other resources of the Ethiopian emigrant community and other suitable qualified professionals. A particular focus is given on the health sector.
<u>UNDP in Ethiopia</u> (EN)	<u>EC/UN Joint Migration & Development Initiative in Ethiopia</u> (EN) 2008-2011	UN Country Team in Ethiopia, Delegation of the EU in Ethiopia and the Ethiopian Government.	Key objectives: To support small scale actors to contribute to link migration and development in 16 selected countries of origin. Priority areas: (i) migrant remittances, (ii) migrant communities, (iii) migrants' capacities, and (iv) migrants' rights.

<p><u>The Delegation of the European Union to Ethiopia</u> (EN)</p>	<p>EU-Ethiopia Platform on Migration</p> <p>(currently being implemented)</p>	<ul style="list-style-type: none"> - Ethiopian Ministry of Foreign Affairs - Ethiopian Ministry of Capacity Building - Ethiopian Ministry of Labour and Social Affairs - Ethiopian Ministry of Justice - Ethiopian Department of Immigration - Ethiopian Administration for Refugee and Returnee Affairs (ARRA) - Germany - The Netherlands - Sweden - Spain - The United Kingdom 	<p>To provide a dialogue platform on the following matters relating to migration:</p> <ul style="list-style-type: none"> - Anti-Trafficking - Legal Migration - Diaspora - Border Management - Refugees and Returnees 	<p>Key objectives:</p> <p>To provide persons with up-to-date comparative information on money transfer costs between various countries.</p>
<p><u>DFID</u> (EN)</p>	<p>Establishment of a website on remittance transfer costs in selected countries: www.sendmoneyhome.org</p>	<p>N/A</p>	<p>NB: This list is not exhaustive</p> <p>Sources: <u>The International Organization for Migration (IOM)</u>; <u>UNDP in Ethiopia</u>; Interview with the British Embassy to Ethiopia and Embassy of Italy to Ethiopia; <u>DFID</u>; and www.sendmoneyhome.org, accessed on 06.03.10</p>	

Main Challenges:

- The establishment of the Ethiopian Expatriates Affairs (EEA) General Directorate of the Ministry of Foreign Affairs of Ethiopia provides a leading Governmental Agency tasked with matters relating to emigrant communities. The **absence of an office at a level higher than that of a department within a Ministry** renders it challenging to increase the profile accorded to the Ethiopian emigrant community.
- The Government of Ethiopia acknowledges the potential role and contribution that emigrant communities can play for the socio-economic development of Ethiopia. One obstacle faced is the **lack of comprehensive data** on the profile of Ethiopian emigrant communities for knowledge-based policy development.
- The *Diaspora Coordinating Offices* established within Regional Governments and Administrative Cities provides a decentralised structure to anchor national policy relating to Ethiopians abroad at regional level and facilitates national activities pertaining to Ethiopians abroad. One challenge faced is the absence of adequate resources to **further enhance the institutional capacities of the Diaspora Coordinating Office** as to continue to strengthen the involvement of regional stakeholders.
- The Ethiopian Government is actively making efforts to encourage and facilitate the return of migrants' skills to address the human resources constraint in the country. One challenge faced is, however, the **lack of resources** of National Authorities to further develop its activities.

The Ghanaian Experience

MTM: A Dialogue in Action

Linking Emigrant Communities for More Development
Inventory of Institutional Capacities and Practices

Joint ICMPD-IOM Project

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1.1 History of Emigration

Ghana's contemporary migration patterns are complex and dynamic as with most African countries¹. Modern emigration from Ghana can be characterised by four distinct phases²:

- 1950's and 1970's **First wave of emigration:** From pre-colonial times up to the 1960's, Ghana was an attractive migration pole especially for West Africans due to its relative economic prosperity. In the first decade after independence in 1957, Ghana's international migration was minor in statistical terms. Ghanaians moved mainly to English-speaking countries (the United Kingdom (UK) and the United States of America (USA)) for study and business purposes. In the 1970's, more and more Ghanaians left the country to escape difficult living conditions and economic hardships.
- 1970's–end 1980's **Second wave of emigration:** Ghanaians moved primarily to neighbouring countries, especially Nigeria and Côte d'Ivoire. The increasing emigration of Ghanaians within the West African region during this period can be linked to e.g. the enactment in 1979 of the ECOWAS Protocol on the free movement of persons, residence, and establishments (EN). Furthermore, political turmoil during the military regimes resulted in large-scale emigration of Ghanaians. While early Ghanaian emigration was mainly characterised by skilled workers, by the 1980's, many semi-skilled and low skilled workers left the country as well³.
- End 1980's–1990's **Third wave of emigration:** Since the 80's and 90's, a turning point in Ghana's international migration has been noticed, with an increasing shift towards Europe and North America although the emigration of Ghanaians to West Africa and other African countries still remains important⁴. While in the 60's, student migration was followed by the return to the country of origin after the completion of studies, since the 80's, there has been an increased international permanent migration of highly skilled from Ghana to Europe and North America, resulting in an outflow of knowledge in critical sectors such as health and education.

¹ Bump, Micah, 2006, Ghana: Searching for Opportunities at Home and Abroad Institute for the Study of International Migration, Georgetown University

² Anarfi et al., 2003, describes these phases as follows: (i) period of minimal emigration; (ii) period of initial emigration; (iii) phase of large-scale emigration; and (iv) period of intensification and diasporisation of Ghanaians. This section related to the history of Ghana's emigration was elaborated based on Anarfi et al. study. See Anarfi et al. 2003 Migration from and to Ghana: A Background Paper. Migration DRC Working Paper: No. C4. Sussex: Development Research Centre on Migration, Globalization and Poverty

³ Bump, Micah, 2006, Ghana: Searching for Opportunities at Home and Abroad Institute for the Study of International Migration, Georgetown University

⁴ Quartey, Peter, 2009 Migration in Ghana A country Profile, International Organization for Migration

⁵ Ibid.

Background

- 1990's till today **Fourth wave of emigration:** The patterns of international migration from Ghana have become more complex. The Ghanaian emigrant community is disseminated in various regions of the world with the UK, the USA, Canada, Germany, and the Netherlands representing the main destination countries for Ghanaians. Ghana's political stability and relative economic growth in the last decade has stimulated return migration especially among highly skilled Ghanaian nationals abroad. Nevertheless, there is an intensification of migratory pressures especially among young people as migration is considered a coping strategy⁵ for individuals and families to address poverty and difficult living conditions.

Table 1.1 – Ghana: Factors Influencing Ghanaian Emigration

Push Factors	
Labour factors	Unemployment*
	Lower wages
	Lack of job satisfaction
Economic factors	Lack of economic perspectives**
	Impacts of structural adjustment programmes
Demographic factors	Large share of young adults in the total population***
Environmental factors	Climate change
Pull Factors	
Labour factors	Attractive working conditions and opportunities in terms of career development
	Skill shortage and labour demand in some OECD countries
Economic factors	Better remuneration conditions
Educational factors	Education/training opportunities
Social factors	Family reunification
	Social networks
<p>* In 2000, unemployment in Ghana was estimated at 10.4%. (Sources: Quartey, Peter, 2009 Migration in Ghana: A country Profile, International Organization for Migration)</p> <p>** Over the period 2000-2007, 53.6% of the Ghanaian population was estimated to live on less than US\$2 a day. In 2007, Ghana ranked 152 out of 182 countries according to UNDP's Human Development Index (HDI). (Sources: Human Development Report 2009)</p> <p>*** Average population growth was estimated at 2.7%. (Sources: Quartey, Peter, 2009 Migration in Ghana: A country Profile, International Organization for Migration)</p> <p>NB: This list is not exhaustive</p> <p>Sources: Answer to joint ICMPD-IOM Questionnaire from the Ministry of Interior; Ministry of Tourism; Ghana Immigration Service; Ministry of Trade and Industry; Ministry of Employment and Social Welfare; Quartey, Peter, 2009, Migration in Ghana A country Profile. International Organization for Migration; GTZ, 2009, The Ghanaian Diaspora in Germany; Anarfi et al. 2003 Migration from and to Ghana: A Background Paper. Migration DRC Working Paper: No. C4. Sussex: Development Research Centre on Migration, Globalization and Poverty</p>	

1.2 Competent Authorities

Table 1.2 - Ghana: Main National Authorities with Competencies Relevant to Emigrant Communities		
Agency	Ministry	Areas of Responsibility
<u>Ghana Immigration Service (GIS)</u> (EN)	<u>Ministry of Interior</u> (EN)	Key responsibilities: 1) Advise the government of Ghana on issues related to immigration and emigration; 2) Implement laws, policies and regulations pertaining to immigration to Ghana and emigration of Ghanaian nationals; 3) Process applications made by non-Ghanaians to obtain Ghanaian citizenship and process applications made by Ghanaian nationals related to renunciation of Ghanaian citizenship and dual citizenship; 4) Data collection through immigration and emigration entry and exit forms. The process of this data is done in cooperation with the Ghanaian Institute for Statistics; etc.
N/A	<u>Ministry of Foreign Affairs and Regional Integration</u> (EN)	Key responsibilities: 1) Promote and protect the interest of Ghanaian citizens abroad; 2) Collect and analyse data pertaining to Ghanaian emigrants (Migration Bureau); 3) Process the issuance of Ghanaian passport and entry visas to foreigners intending to visit Ghana; etc.
N/A	<u>Ministry of Tourism</u> (EN)	Key responsibilities: 1) Link up with Ghanaian emigrants to promote tourism and investments in Ghana; 2) Encourage Ghanaian emigrants to return and invest in Ghana; etc.
N/A	<u>Ministry of Trade and Industry</u> (EN)	Key responsibility: Provide incentives in order to promote investment in trade and industry and encourage emigrant communities to be involved in business investment related activities; etc.
N/A	<u>Ministry of Employment and Social Welfare</u> (EN)	Key responsibility: Coordinate and implement activities and policy formulations relating to labour migration; etc.
N/A	<u>Ministry of Health</u> (EN)	Key responsibility: Mobilise Ghanaian health professionals abroad to strengthen the national health system and alter outflow of skilled persons in the health sector into inflow of knowledge through knowledge transfer and return of Ghanaian health professionals.
<u>Ghana Investment Promotion Centre</u> (EN)	Special Office of the President	Key responsibility: Mobilise the Ghanaian emigrant community for investment and business creation in Ghana through cooperation with emigrant communities associations and other relevant institutions.

Background

1.3 Countries of Destination

The available statistics do not provide an exact picture of the volume and magnitude of Ghanaian emigration. According to estimates from the Ghanaian Ministry of Foreign Affairs and Regional Integration (EN), in 2008, Ghanaian migrants were residing in more than 33 countries around the world, the majority being English-speaking⁶.

Table 1.3 – Ghana: Estimated Distribution of Ghanaian Emigrant Communities in Major Non-African Destination Countries

Year	Country	Emigrant Population
2006	United Kingdom	96,650
2000	USA	67,190
2005	Italy	34,499
2004	Germany	20,636
2001	Canada	17,070
2007	Netherlands	12,196
2006	Spain	12,068
1999	France	4,096

Sources: Quartey, Peter, 2009, Migration in Ghana A country Profile, International Organization for Migration

Estimates from the World Bank (EN) point to 1.7 million Ghanaians residing abroad, representing 7.6% of the total population⁷. According to census-based data (census around 2000), the number of Ghanaians residing abroad was 957,883, which represent approximately 4.6% of the total population⁸. Other estimates point to 3 million Ghanaians residing abroad⁹.

ECOWAS (EN) countries¹⁰ represent the main destination countries for Ghanaian emigrants in the African continent, although Ghanaians are increasingly involved in international migration outside Africa. Neighbouring countries (Cote d'Ivoire, Nigeria, and Burkina Faso) concentrate about 55% of the total number of Ghanaian emigrants¹¹. South Africa and Sierra Leone are other important destination countries for Ghanaians in the African continent¹².

Outside the African continent, the UK, the USA, Canada, Germany, the Netherlands, Sweden, and increasingly Italy and Spain, are major countries of destination of Ghanaian nationals abroad. Due to linguistic ties, Ghanaians migrate mostly to English-speaking countries. **Ghanaians represent the UK's largest African immigrant community.**

⁶ Ghana Immigration Service; Ghana Living Standard Surveys (GLSS); and Presentation of the Ministry of Tourism of Ghana during the MTM Expert Launching Meeting in The Hague, Netherlands, on 23-24 June 2009

⁷ World Bank Migration and Remittances Factbook on Ghana

⁸ Quartey, Peter, 2009, Migration in Ghana A country Profile, International Organization for Migration

⁹ Black, R., et al., 2003, Migration, Return and Small Enterprise Development in Ghana: A Route Out of Poverty?, Sussex Migration Working Paper, University of Sussex, Brighton, UK

¹⁰ ECOWAS Member States are Benin, Burkina Faso, Cape Verde, the Ivory Coast, Gambia, Ghana, Guinea Conakry, Guinea Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, and Togo

¹¹ Quartey, Peter, 2009, Migration in Ghana A country Profile, International Organization for Migration

¹² Development Research Centre (DRC), University of Sussex 2007 Global Migrant Origin Database, March 2007

1.4 General Characteristics of Emigrant Communities

Ghanaian emigrants originate from various parts of the country, the Brong Ahafo Region, the Central Region, the Ashanti Region and the Greater Accra Region constituting the main areas of origin¹³. Emigrants from Ghana are predominantly male. However, recent trends suggest a growing feminisation of Ghanaian international migration¹⁴. According to data from the German Federal Statistical Office (EN), the share of female migrants within the Ghanaian migrant group in Germany has increased steadily from 1980 (21%) to 2000 (40.4%) and 2004 (44%)¹⁵.

Ghanaians living abroad are of various categories, including, inter alia, refugees/asylum seekers, students, undocumented migrants, persons admitted through family reunification, and labour migrants, including highly skilled migrants¹⁶.

Skilled emigration from Ghana has raised concerns over its negative impacts on the country. The outflow of skilled persons is said to negatively affect critical sectors such as health and education. The number of **Ghanaian born physicians residing abroad** is estimated up to 1,639 and account to **56% of the total number of physicians in Ghana**¹⁷. The UK and the USA concentrate 87% of the total Ghanaian-born physicians abroad¹⁸. Ghanaian-born nurses working abroad (4,766), mainly in the USA and the UK, represent 24% of the total Ghanaian nursing workforce¹⁹.

1.5 Estimated Remittance Flows

The Bank of Ghana (EN) and the World Bank (EN) have used different methodologies to quantify the volume and magnitude of remittances in Ghana, thus resulting in divergent estimates. According to estimates from the Bank of Ghana, in 2005, the remittances accounted to US\$1.5 billion in Ghana, constituting a 300% increase to the 1999 US\$479 million inflow. The World Bank estimated an increase of remittances from US\$32 million in 2006 to US\$128 million in 2007²⁰.

Ghanaian emigrants send money through various channels (friends, bringing cash during visits, cash, Money Transfer Operators (MOTs), etc.)²¹. According to estimates, remittance inflows via informal transfer channels represent about 64% of the total volume of remittances in Ghana²².

¹³ Interview with the Ghana Immigration Service

¹⁴ Anarfi et al. 2003 Migration from and to Ghana: A Background Paper. Migration DRC Working Paper: No. C4. Sussex: Development Research Centre on Migration, Globalization and Poverty

¹⁵ GTZ, 2009, The Ghanaian Diaspora in Germany

¹⁶ Bos-Jones, R., 2005, The Dutch perspective on contemporary migration, edited by Takyiwaa Manuh, At Home in the World? International Migration and Development in Contemporary Ghana and West Africa, sub-Saharan Publishers, Accra (Ghana), quoted by Quartey, Peter, 2009, Migration in Ghana A country Profile, International Organization for Migration

¹⁷ Clemens M. and G. Pettersson, 2007, New Data on African Health Professionals Abroad, Working Paper No. 95, Center for Global Development, Washington DC

¹⁸ Ibid.

¹⁹ Ibid.

²⁰ Quartey, Peter, 2009, Migration in Ghana A country Profile, International Organization for Migration

²¹ Orozco, M., et al., 2005, Diasporas, Development and Transnational Integration: Ghanaians in the US, UK and Germany, Institute for Study in International Migration and Inter-American Dialogue.

²² Mazzucato, Valentina et al., 2008, Remittances in Ghana: Origin, Destination and Issues of Measurement, in: International Migration vol. 48.

Background

The Ghana Living Standards Survey Report of the Fifth Round (2008) (EN) stated that economically stronger regions such as the Ashanti Region benefit from more inwards remittances than economically poorer regions e.g. Northern, Upper East, and Upper West Region. Overall, remittances, whether in-kind or in cash, play a fundamental role in improving the living standards of families and communities in Ghana²³.

Remittances are primarily used to cover basic needs (food, clothing, child rearing, healthcare, etc.), family festivities, and funerals. Other activities financed by remittances include school fees and business investment, mainly in real estate, agriculture and tourism²⁴. Ghanaian emigrants also send goods (electric appliances, entertainment centres, computers, and IT equipment) for economic and private purposes²⁵.

1.6 Country Specificity

With the current political stability and relative economic prosperity, there are evidence of increasing return migration, including among others highly skilled nationals and descendants of Ghanaian emigrants. These returns, whether on a temporary or a permanent basis, risk of having spill-over effects on the economic growth and social welfare of Ghana. If institutionalised and strengthened, these practices can contribute to convert outflow of knowledge into optimal inflow of knowledge.

²³ Ghana Living Standards Survey Report of the Fifth Round (2008)

²⁴ Orozco, M., et al., 2005, Diasporas, Development and Transnational Integration: Ghanaians in the US, UK and Germany, Institute for Study in International Migration and Inter-American Dialogue.

²⁵ Schroder, 2006 in GTZ, 2009 The Ghanaian Diaspora in Germany

2.1 Legislative and Policy Framework pertaining to Emigrant Communities

2.1.1 National Legislation

Various legislative frameworks relating to migration have been established in Ghana. Primary national legislation pertaining to migration to and from Ghana and/or emigrant communities includes, *inter alia*²⁶:

- The Constitution of the Republic of Ghana of 1992 (EN): Under its articles, it elaborates on the right of Ghanaians to emigrate and the right of persons to circulate freely within Ghana.

Article 21/1/g reads as follows: *'All persons shall have the right to freedom of movement which means the right to move freely in Ghana, the right to leave and to enter Ghana and immunity from expulsion from Ghana'*.

- Immigration Act of 2000 (Act 573) (EN): The law pertains to immigration and the procedure to be followed to gain immigrant status in Ghana. It also contains provisions on the entry and departure to and from Ghana for both Ghanaian nationals and foreign citizens. Overall, issues regulated in the Immigration Act are:
 - Entry and Departure to Ghana;
 - Residence and Employment of Foreign Nationals;
 - Deportation;
 - Exemption, Detention and Petition; and
 - Miscellaneous Provisions and Offences.
- National Population Policy of Ghana, as revised in 1994 (EN): It encompasses two key areas of focus for the Government of Ghana with regard to international migration²⁷:
 - Periodical review and updating of laws and procedural rules governing immigration and emigration as to ensure these are in consonance with contractual obligations under international agreements and that migration flows do not adversely affect the nation's manpower and other developmental needs; and
 - Cooperation, negotiation and liaison of the Government of Ghana with other national Governments and International Agencies as to ensure that the lives, properties and rights of its nationals who travel to reside or work abroad, whether temporarily or permanently, are fully protected in accordance with laws, norms and conventions of international practice.

²⁶ See Quartey, Peter, 2009, Migration in Ghana A country Profile, International Organization for Migration

²⁷ National Population Policy of Ghana, as revised in 1994

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In the context of a policy framework on migration, a **Draft Migration Policy** is currently being elaborated by the Government of Ghana. Contributing to this development is the work undertaken by the National Migration Unit established within the Ministry of Interior. (For further details on this, see Chapter 2.2.2: Inter-Institutional Coordination)

2.1.1.1 Dual Citizenship

Dual citizenship is governed by The Citizenship Act 2000 (Act 591) (EN) and the Citizenship Regulations of 2001 (LI 1690) (EN). Under the Citizenship Act, a Ghanaian residing abroad has the possibility to hold dual citizenship, and do not lose his/her citizenship upon the voluntary acquirement of a foreign nationality.

Article 16 of the Citizenship Act describes the right of a Ghanaian to hold dual citizenship: *“A citizen of Ghana may hold the citizenship of any other country in addition to his citizenship of Ghana.”*

Dual Citizenship Entitlements

Ghanaian emigrants with dual citizenship do not require a visa during visits to Ghana. They enjoy all rights and obligations entitled to other Ghanaians, with the exception that they can't be elected for President or Vice President of the country, Minister of State, or Head of any Security Institution²⁸.

The right to vote for eligible non-resident Ghanaians is enshrined in the Representation of the People (amendment) Act 669 (EN). It describes that Ghanaians living abroad are able to register to vote in public elections and referenda.

2.1.1.2 Financial Incentives

In the National Population Policy of Ghana, as revised in 1994 (EN), the Government of Ghana accents the vital role of remittances in Ghana's socio-economic development and the importance to optimise the transfer of resources (pecuniary and non-pecuniary) carried out by migrants for the development of their country of origin²⁹:

‘The Government will adopt fiscal and legislative policies or rules which will ensure that the nation as a whole, and more specifically the communities or families from which migrants originate, derive maximum benefit from the financial and other resources transferred periodically by the migrants.’

In the context of legislative frameworks put in place to enhance return of emigrants' resources, main legislations in Ghana include, *inter alia*:

²⁸ Answer to the Joint ICMPD-IOM Questionnaire of the Ghana Immigration Service

²⁹ National Population Policy of Ghana, as revised in 1994

- The Foreign Exchange Act of 2006 (Act 723) (EN): It details a series of initiatives to incite foreign investors and Ghanaian nationals residing abroad to invest in Ghana. The Bank of Ghana (EN) is in charge of the implementation of this Act.
- Ghana Investment Act (EN): It is the main law regulating foreign direct investment in Ghana³⁰. The Act allows for, inter alia, foreign participation in certain business segments in Ghana and for personal remittance transfers.
- The Ghana Investment Promotion Centre (Promotion of Tourism) Instrument of 2005 (L.I. 1817) (EN): Includes fiscal incentives relating to specific establishments and investment projects.

In addition, the Ministry of Finance and Economic Planning of Ghana (EN) in 2007, launched the Golden Jubilee Saving Bond (EN), also referred to as 'The Ghana Savings Bond' to promote savings and investments by Ghanaians residing in Ghana and abroad. By launching the Golden Jubilee Savings Bond, the Government of Ghana aims to enhance investments in infrastructure projects and foster a long-term savings and investment culture among Ghanaian citizens³¹.

2.1.2 International Legislation

Ghana has ratified various international conventions and regional agreements relating to international migration and migrants abroad. These include, *inter alia*:

- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families of 1990 (EN) (Ratified by Ghana on 7 September 2000³²)
- ECOWAS Protocol on Free Movement of Persons, Right of Residence and Establishment of 1979 (EN)
- ECOWAS Protocol on the Definition of Community Citizens of 1982 (EN)
- The Cotonou Convention of June 2000 (EN)

2.1.3 Bilateral Migration Agreements

Ghana has draft bilateral agreements on labour migration with³³:

- Italy;
- Spain;
- Cuba; and
- Libya.

³⁰ Emeafa Hardcastle / Dode Seidu (2010) Ghana Legal Provisions Compiled by: Embassy of Switzerland Accra, January, accessed on 10.03.10; Answer to the Joint ICPMD – IOM Questionnaire of the Ministry of Trade and Industry

³¹ <http://www.mofep.gov.gh/bond31207.htm>, accessed on 31.03.10

³² http://portal.unesco.org/shs/en/ev.php-URL_ID=3693&URL_DO=DO_TOPIC&URL_SECTION=201.html, accessed on 05.02.10

³³ In 2008, these agreements were not finalised and not yet in force. (Source: IOM, 2008, LISTE - Liaison Information Systems and Tools for Emigration)

2.2 Involved Stakeholders

2.2.1 Main National Institutions Charged with Emigrant Communities

Currently, there is no dedicated Ministry or sub-Ministerial entity charged with emigrant communities in Ghana³⁴. Listed below are therefore the Ghanaian Ministries identified as the most involved in matters pertaining to Ghanaians living abroad at present³⁵.

Ministry of Interior

The Ghanaian Ministry of Interior (EN) is the leading institution in charge of coordination and implementation of activities and policy formulation related to emigration and immigration in Ghana. The Ministry hosts and supervises the activities of, among others, the following sub-entities³⁶:

- 1) National Migration Unit (EN): Established to coordinate the activities of Governmental Institutions involved in matters pertaining to migration.
- 2) Ghana Immigration Service (GIS) (EN): Established as the agency of the government of Ghana to advise on and to ensure the implementation of laws and regulations pertaining to immigration and related issues. In relation to Ghanaian citizens abroad, the GIS is further responsible for³⁷:
 - Processing operations relating to the acquisition of dual citizenship and renunciation of citizenship;
 - Providing information to Ghanaian nationals on dual citizenship and renunciation of citizenship; etc.
- 3) Ghana Refugees Board: Responsible for the management of activities relating to refugees in Ghana, including the granting of refugee status to asylum seekers.

The Ghana Immigration Service (GIS), in July 2006, set up a Migration Information Bureau (EN). This entity is part of the Migration Management Bureau under the GIS. The Migration Information Bureau is charged with gathering and analysing data pertaining to immigrants coming to Ghana as well as Ghanaian emigrants. The Bureau further provides information to potential migrants on the conditions in selected destination countries of Ghanaian nationals abroad, regulations guiding entry, residence and employment abroad.

³⁴ Interview with the Ministry of Tourism, the Ministry of Employment and Social Welfare, the Ministry of Health, etc.

³⁵ Ibid.

³⁶ Internet website of Ministry of Interior: <http://mint.gov.gh>

³⁷ Ibid.

Table 2.1 - Ghana: Ministry of Interior

Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities*
1) Internet website of the Ministry of Interior: http://mint.gov.gh (EN) 2) Ghana Immigration Service (GIS) and its dedicated internet website: www.ghanaimmigration.org (EN)	Establishment of the <u>National Migration Unit</u> (EN) to ensure Inter-Institutional Coordination on migration-related issues
	Undertaking of <u>data collection and analysis on migration to and from Ghana</u> (EN) (available at <u>GIS webpage</u> (EN))
	Sensitisation on safe migration and perils of irregular migration through the <u>Migration Information Bureau</u> (EN). This is undertaken in cooperation with <u>IOM</u> (EN), <u>UNDP</u> (EN), etc.
Outreach Channels through Other National Institutions	Other Activities Relating to Emigrant Communities
1) Ghanaian Embassies, High Commissions and Consulates Abroad; etc.	Information on acts and regulations related to migration and citizenship (available at <u>GIS webpage</u> (EN))
NB: This list is not exhaustive * Further details on initiatives under Chapter 2.3: Institutional Practices Sources: Answer to joint ICMPD-IOM Questionnaire of Ghana Immigration Service; Internet website of the Ministry of Interior, Ghana: http://mint.gov.gh ; and Internet website of the Ghana Immigration Service: www.ghanaimmigration.org	

Ministry of Tourism

The Ghanaian Ministry of Tourism is charged with making Ghana an attractive destination for Ghanaian emigrants as well as African-Americans and other African nationals who wish to invest in the country. In April 2006, the mandate of the Ministry of Tourism (EN) was expanded to include "*Developing and Maintaining Diaspora Relations*".

Through the Ministry of Tourism, the Government of Ghana strives to nurture the links between Ghanaian emigrants as well as communities of African-Americans and/or African origin in other regions, by encouraging them to visit, invest, bring their children and plan their retirement in Ghana³⁸.

Table 2.2 - Ghana: Ministry of Tourism

Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities*
1) Internet website of the Ministry of Tourism: www.touringghana.com (EN) 2) Liaising with Ghanaian emigrant associations, African-American associations, etc.	Annual organisation of "Emancipation Day" celebrations

³⁸ Answer to the Joint ICMPD – IOM Questionnaire of the Ministry of Tourism; and Quartey, Peter, 2009, Migration in Ghana A Country Profile, International Organization for Migration

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Outreach Channels through Other National Institutions	Other Activities Relating to Emigrant Communities
2) Ghanaian Embassies, High Commissions and Consulates Abroad; etc.	Provide information on touristic and related investment opportunities to Ghanaians abroad through Embassies and/or Consulates and/or Migrant Associations.
NB: This list is not exhaustive * Further details on initiatives under Chapter 2.3: Institutional Practices Sources: Answer to joint ICMPD-IOM Questionnaire of the Ghanaian Ministry of Tourism; Internet website of the Ministry of Tourism: www.touringghana.com	

Ministry of Foreign Affairs and Regional Integration

The Ministry of Foreign Affairs and Regional Integration (EN) is responsible for promoting and protecting the interests of Ghanaian nationals abroad. It is furthermore responsible for the preparation of bilateral agreements between Ghana and other partner countries in various fields, including emigration. Through Ghanaian Embassies, High Commissions and Consulates (EN), the Ministry of Foreign Affairs and Regional Integration further provides Ghanaians abroad with a number of services, *inter alia*:

- Registration in consulates' records;
- Recording of civil events (i.e. birth, death, marriage, divorce);
- Renewal of passports;
- Information on Dual Citizenship Applications;
- Authentication of formal documents; and
- Providing news and information on activities organised in Ghana and/or the respective destination country addressing Ghanaians living abroad.

To collect and analyse data related to Ghanaian emigrants, a *Migration Bureau* was further established in 2008 within the Ministry of Foreign Affairs. Following restructurings of the Ministry in early 2009, due to the change of Government in Ghana, the Migration Bureau was changed to a desk and integrated into the Consular Bureau³⁹.

³⁹ IOM Office in Ghana

Table 2.3 - Ghana: Ministry of Foreign Affairs and Regional Integration

Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities
1) Internet website of the Ministry of Foreign Affairs and Regional Integration: www.ghana.gov.gh (EN); 2) Ghanaian Embassies, High Commissions and Consulates Abroad; 3) Liaising with Migrant Associations in destination countries; 4) ICTs; etc.	Regular organisation of cultural activities through Embassies and/or Consulates.
	Other Activities Relating to Emigrant Communities Information dissemination to potential investors on: 1) Investment opportunities in Ghana; 2) Government regulatory industries; 3) Incentives and advantages for doing business in Ghana; etc.
NB: This list is not exhaustive Sources: Internet website of Ministry of Foreign Affairs and Regional Integration: www.ghana.gov.gh ; Embassy of Ghana to the United States of America; and Ghana High Commission to the United Kingdom	

2.2.2 Inter-Institutional Coordination

Structures put in place by the Government of Ghana to ensure inter-institutional coordination on migration-related matters include, *inter alia*:

■ National Migration Unit

Officially set up in July 2008, the National Migration Unit (EN), under the Ghanaian Ministry of Interior (EN), is enacted with the responsibility to coordinate Government activities relating to migration and contribute to economic and social development of Ghana by supporting Governmental efforts to better integrate migration into national developmental frameworks. It operates through three main bodies⁴⁰:

- An Inter-Ministerial Committee;
- The Secretariat; and
- Thematic Working Groups.

The main areas of focus of the National Migration Unit are⁴¹:

- Migration and Economic Development;
- Labour and Irregular Migration; and
- Migration Policy, Information and Research.

⁴⁰ Internet website of Ministry of Interior: <http://mint.gov.gh>

⁴¹ Quartey, Peter, 2009, Migration in Ghana A Country Profile, International Organization for Migration

Inventory Findings

Overall, it is composed of twelve representatives from the following national institutions:

- 1) Ministry of Interior (EN) – Lead Institution
- 2) Ministry of Foreign Affairs and Regional Integration (EN)
- 3) Ministry of Tourism (EN)
- 4) Ministry of Finance and Economic Planning (EN)
- 5) Ministry of Employment and Social Welfare (EN)
- 6) Ministry of Health (EN)
- 7) Ministry of Women and Children Affairs (EN)
- 8) Ministry of Trade and Industry (EN)
- 9) Ministry of Justice (EN)
- 10) Ghana Immigration Service (GIS) (EN)
- 11) Bank of Ghana (EN)
- 12) National Development Planning Commission (EN)

One of the current key activities undertaken by the National Migration Unit is the contribution to the *elaboration of a Migration Policy Framework for Ghana*⁴². This is based on the acknowledgement of the Ghanaian Government to put in place a comprehensive policy on migration and to better harmonise existing legislative and policy framework governing migrations⁴³.

Moreover, recognising the need to increase the profile of emigrant communities, one of the objectives of the National Migration Unit is to, in the near future, establish a ***Directorate for Ghanaians Abroad*** within the Unit⁴⁴.

■ Technical Working Group (TWG) and Inter-Ministerial Working Group (IMWG) on Labour Migration

Established within the Ministry of Employment and Social Affairs (EN), the Technical Working Group (TWG) and Inter-Ministerial Working Group (IMWG) have been established for the formulation of a labour migration policy. National institutions involved in the TWG and IMWG include⁴⁵:

⁴² Interview with the Ministry of Interior

⁴³ Ibid.

⁴⁴ Interview with the Ministry of Tourism

⁴⁵ Interview with the Ministry of Employment and Social Affairs

- Ministry of Employment and Social Affairs (EN) – Lead Institution
- Ministry of Interior (EN)
- Ministry of Foreign Affairs and Regional Integration (EN)
- Attorney General
- Ghana Immigration Service (GIS) (EN)

2.2.3 Main International Institutions Involved with Emigrant Communities

International institutions involved in migration issues in Ghana include, *inter alia*:

- The International Organization for Migration (IOM) (EN)
- The International Labour Organization (ILO) (EN)
- UNDP in Ghana (EN)
- UNFPA in Ghana (EN)

Other key international stakeholders are:

- The Delegation of the European Union to the Republic of Ghana (EN): Through strategic frameworks such as the Country Strategy Paper (CSP) and National Indicative Programme (NIP) 2008-2013 (EN) of the European Union (EU) for Ghana, a strategic framework for cooperation between Ghana and the EU is set out. The current focal areas of the EU-Ghana cooperation, elaborated in the CSP are⁴⁶:
 - Transport connectivity and regional integration;
 - Governance: strengthening the local government systems, the practice of democracy and engaging civil society in national dialogue; and
 - Supporting the general budget, with a strong focus on the objectives of the Millennium Development Goals and public finance management.

⁴⁶ EC Country Strategy Paper and National Indicative Programme 2008-2013

Inventory Findings

In addition, the European Union aims to support the Government of Ghana on trade facilitation, migration, and environmental and technical cooperation. With regard to emigrant communities more specifically, a smaller part of the NIP is concerned with the thematic area labelled 'Migration, Diaspora and Security'⁴⁷. The articulated objective of the engagement in this particular thematic area is to⁴⁸:

"Ensure that migration and the human and financial resources of the Diaspora contribute effectively to national development, minimizing the costs of the "brain drain" (particularly in the health sector) while maximizing Diaspora contributions. Increase the capacity of police and migration agencies for law enforcement while enhancing their accountability and respect for human rights."

In order to achieve these objectives, the EC will support initiatives of the public and private sector as well as the civil society that aim to engage Ghanaians residing abroad in Ghana's development⁴⁹.

⁴⁷ Ibid. Less than 1% of the total NIP

⁴⁸ Ibid.

⁴⁹ Ibid.

2.3. Institutional Practices

2.3.1 National Institutions

The following examples of initiatives relating to emigrant communities have been introduced by national authorities in Ghana, return of investment and migrant skills, data collection, inter-institutional coordination, sensitisation, and outreach to Ghanaians abroad being the main areas of focus:

Table 2.4 - Ghana: Initiatives by National Institutions			
National Institution	Initiative	Cooperation	Aim
<u>Ministry of Interior (EN)</u>	Establishment of the <u>National Migration Unit (EN)</u>	Government of Ghana	Key objective: To put in place an entity responsible for coordination of Government activities pertaining to migration.
<u>Ministry of Interior (EN)</u>	Undertaking of data collection and analysis on migration to and from <u>Ghana (EN)</u> (available at <u>GIS webpage (EN)</u>)	N/A	Key objectives: 1) To gather data on migration patterns and trends to and from Ghana; 2) To establish a centralised data collection system (through a common IT platform); etc.
<u>Ministry of Interior (EN)</u>	Sensitisation on safe migration and perils of irregular migration through the <u>Migration Information Bureau (EN)</u>	<u>Multiple International and Other Relevant Stakeholders (EN)</u>	Key objective: To curb irregular migration and promote legal migration through the gathering and dissemination of information on migration.
<u>Ministry of Tourism (EN)</u>	Organisation of "Emancipation Day" celebrations	Multiple National Institutions	Key objectives: 1) To make Ghana a homeland for migrants of African descent; and 2) To render Ghana an attractive destination for tourism and investment from Ghanaian nationals abroad and African emigrant communities more generally.

NB: This list is not exhaustive

Sources: Answer to joint ICMPD-IOM Questionnaire of Ghana Immigration Service; Internet website of the Ministry of Interior: <http://mint.gov.gh>; Internet website of the Ghana Immigration Service: www.ghanaimmigration.org; Answer to joint ICMPD-IOM Questionnaire of the Ghanaian Ministry of Tourism; Internet website of the Ministry of Tourism: www.touringghana.com; <http://www.modernghana.com/newsp/198279/1/pagnum1/the-emancipation-day-celebration-stimulates-tourism.html#continue>, accessed on 24.03.10; and Quartey, Peter, 2009, Migration in Ghana A country Profile, International Organization for Migration

In addition to the above-mentioned initiatives, the Government of Ghana has put in place the following institutional support mechanism targeting Ghanaian citizens abroad:

Table 2.5 - Ghana: Institutional Support Mechanisms

Support Mechanism	Agency/Ministry	Aim
<u>Ghana Investment Promotion Centre (GIPC)</u> (EN)	Special Office of the President	Key objective: To mobilise the emigrant community for investment and business in Ghana through cooperation with emigrant community associations and other relevant institutions.
<p>NB: This list is not exhaustive</p> <p>Sources: Internet website of <u>Ghana Investment Promotion Centre (GIPC)</u>; Quartey, Peter, 2009, <u>Migration in Ghana A country Profile</u>, International Organization for Migration</p>		

Playing an important role for investment facilitation and promotion, the Ghana Investment Promotion Centre (GIPC) has put in place various initiatives, such as:

Table 2.6 - Ghana: Initiatives by National Agencies

Agency	Initiative	Cooperation	Aim
<u>Ghana Investment Promotion Centre (GIPC)</u> (EN)	Establishment of the Non-Resident Ghanaian Secretariat at GIPC	Government of Ghana	Key objective: To coordinate activities and serve as a centre for programmes and issues involving Ghanaians living abroad, with a view to build on the potential of Ghanaian emigrants' resources for national development.

<u>Ghana Investment Promotion Centre (GIPC) (EN)</u>	Organisation of a Homecoming Summit in Accra in 2001	Government of Ghana, Multiple National Institutions and Ghanaian Migrant Associations Abroad	<p>Key objectives:</p> <ol style="list-style-type: none"> 1) To link the Ghanaian emigrant community with national counterparts; 2) To provide recommendations and suggest measures on how to convert outflow of knowledge into inflow of know-how; and 3) To enhance the contribution of Ghanaian nationals living abroad toward homeland development. <p>It is estimated that 1,600 Ghanaians, mainly professionals, participated in the Homecoming Summit. The high level of participation is reported to have influenced the decision of the Government of Ghana to establish the Non-Resident Ghanaian Secretariat at GIPC.</p>
<u>Ghana Investment Promotion Centre (GIPC) (EN)</u>	Missions to main destination countries of Ghanaians abroad (UK, USA, etc.)	Government of Ghana	<p>Key objective:</p> <p>To attract investment of Ghanaians abroad for job creation, upgrading of skills, improvement of the infrastructure and social and economic development, etc.</p>
<p>NB: This list is not exhaustive</p> <p>Sources: Internet website of Ghana Investment Promotion Centre (GIPC); Internet website of Ghana Business News; Quartey, Peter, 2009, <u>Migration in Ghana A country Profile</u>, International Organization for Migration</p>			

2.3.2 International Institutions and Other Relevant Actors

The following examples of initiatives relating to emigrant communities have been introduced by international institutions and other relevant actors present in Ghana:

Table 2.7 - Ghana: Initiatives by International Institutions and Other Relevant Actors			
Agency	Initiative	Cooperation	Aim
International Organization for Migration (IOM) (EN)	<u>Migration for Development in Africa (MIDA)</u> (EN) (Jan 2006 - Dec 2007)	Donor: <u>Italian Cooperation</u> (IT)	Key objective: To enhance the contribution of the Ghanaian emigrant community in Italy in order to: - Support the development of regions of origin; - Channel remittances towards productive activities favoring connections between the community in regions of origin of emigration and the Ghanaian emigrant community in order to share knowledge and experiences; etc.
	<u>Migrant Women for Development in Africa (WMIDA)</u> (EN) (Feb 2008 - Dec 2009)	Donor: <u>Italian Cooperation</u> (IT)	Key objective: To engage West African women migrants residing in Italy in the development of their countries of origin. The main output of the project was the selection of 12 entrepreneurial project proposals presented by migrant women and their associations in Italy, which received financial support for its implementation. Out of the 12 projects, two projects were implemented in Ghana, focusing on the agricultural sector.

	The Migration for Development in Africa Ghana Health Project (EN) Phase III (2008-2012) (Phase II: 2005-2008) (Phase I: 2003-2004)	Donor: Dutch Ministry of Foreign Affairs (EN) Implemented by IOM (EN) under the supervision of the Ministry of Health (EN) and in cooperation with the Dutch Embassy in Accra, the Ghanaian Embassy in The Hague and Ghanaian emigrant community groups in the Netherlands, the United Kingdom and Germany.	Overall objective: To contribute to the development of the health sector in Ghana. Specific objectives: 1) To facilitate the temporary return of Ghanaian health professionals from Netherlands and other European Union countries and their temporary placement in various health institutions in Ghana in order to strengthen national health system; and 2) To provide Ghanaian local health professionals with internship opportunities in the health sector in the Netherlands and the UK. Since 2005, the project has realised the temporary return of 120 Ghanaian professionals.
UNDP in Ghana (EN)	EC/UN Joint Migration & Development Initiative in Ghana (EN) 2008-2011	UN Country Team in Ghana, Delegation of the EU in Ghana and the Ghanaian Government.	Key objectives: To support small scale actors to contribute to link migration and development in 16 selected countries of origin. Priority areas: (i) migrant remittances, (ii) migrant communities, (iii) migrants' capacities, and (iv) migrants' rights.
UNFPA in Ghana (EN)	Study on Female Cross-Border Migration in Ghana (EN)	- IOM (EN); - Ghana Immigration Service (GIS) (EN) - University of Ghana (EN)	Key objective: To investigate the causes, challenges and dynamics of Ghanaian female migration and their contribution to the development of their country of origin, and to formulate policy recommendations to enhance their development potential.
European Commission (EN) and Italian Cooperation (IT)	AENEAS Labour Migration Project (EN) (2006)	Implemented by IOM (EN) under the supervision of the Ministry of Employment and Social Affairs (EN)	Key objectives: 1) To assess legislation, policies and institutional frameworks pertaining to labour migration in Ghana; 2) To assist in the drafting of a Ghanaian labour migration policy; etc.
DFID (EN)	Establishment of a website on remittance transfer costs in selected countries: www.sendmoneyhome.org	N/A	Key objective: To provide persons with up-to-date comparative information on transfer costs between various countries.
NB: This list is not exhaustive Sources: Internet website of the International Organization for Migration (IOM); UNDP in Ghana: http://www.migration4development.org/content/study-female-cross-border-migration-ghana , accessed on 24.03.10; www.sendmoneyhome.org , accessed on 24.03.10, and Presentation of the Ministry of Tourism of Ghana during the MTM Expert Launching Meeting in the Hague 23-24 June 2009			

Inventory Findings

Main Challenges:

- Currently, no dedicated Ministry of sub-Ministerial entity exists in Ghana. Following the Ghanaian Government's acknowledgement on the importance of Migration & Development and of establishing an institutional body in charge of matters relating to the Ghanaian emigrant community, one challenge faced is, however, the **limited financial resources** of the Government to deal with the growing importance of migration on the national agenda.
- The Government of Ghana has put in place various inter-institutional frameworks to ensure coordination between national authorities implicated in migration-related matters, as well as entities to collect data on immigration and emigration. One challenge faced is, however, the **lack of comprehensive data** on migration and Ghanaian emigrant communities for a knowledge-based migration policy, which Ghana is currently elaborating.

The Lebanese Experience

MTM: A Dialogue in Action

Linking Emigrant Communities for More Development
Inventory of Institutional Capacities and Practices

Joint ICMPD-IOM Project

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1.1 History of Emigration

Lebanon has a long history of emigration. Modern emigration from Lebanon dates back to the second half of the 19th century. Overall, modern emigration from Lebanon can be divided into four main phases¹:

- 1870 -1940's **First wave of emigration:** This wave was mainly directed towards West Africa, North and South America. It was predominantly composed of Christians seeking better economic opportunities abroad. A significant growth of the population living in the region of Mount Lebanon and a growing educated population² looking for employment opportunities encouraged further emigration. In addition, the British and French mandates contributed to the increase of migration flows from Lebanon to West African countries during this period. Emigrants to African countries were predominantly males who were engaged in commercial activities. The period between the two World Wars is known to have produced a relatively small number of migrants from Lebanon, mainly due to the world economic recession and the restrictive immigration policies in North American countries.
- 1940's-1974 **Second wave of emigration:** Emigration flows were directed to North and South America, West Africa, Australia, the Gulf States and Western Europe. This period is marked by a notable increase of skilled and highly skilled migrants and a more balanced sectarian distribution of the emigrant population. Since the 1960's, Lebanon also experienced the development of emigration flows towards the Gulf States, following the economic boom of the oil sector and the significant investments in infrastructure development in this region.

¹ Hourani, Guita; 2007, *Lebanese Diaspora and Homeland Relations*; Hourani, Guita; Sensenig-Dabbous, Eugene, 2007, *Insecurity, Migration and Return: The Case of Lebanon Following the Summer 2006 War*; Labaki, Boutros, 2006, *The Role of Transnational Communities in Fostering Development in Countries of Origin, The Case of Lebanon*; Murphy, Kara, 2006, *The Lebanese Crisis and Its Impact on Immigrants and Refugees, Migration Information Source*; Tabar, Paul, 2009, *Immigration and Human Development: Evidence from Lebanon*, Human Development Research Paper 2009/35; Hamburg Institute of International Economics, November 2007, *Focus Migration: Country Profile of Senegal*.

N.B. The Ministry of Foreign Affairs and Emigrants noted following periods of Lebanese emigration: 1811-1840; 1920-1939; 1945-1975; 2000 till today. (Source: Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs and Emigrants)

² The investment in education was the outcome of social and financial capital transmitted by Lebanese migrants from the first waves of migration from Lebanon. (Source: Tabar, Paul, 2009, *Immigration and Human Development: Evidence from Lebanon*, Human Development Research Paper 2009/35)

Background

- 1975-1989 **Third wave of emigration:** Increased emigration to Africa, Australia, Europe, North America and the Gulf States, following, *inter alia*, political instability and economic hardship in Lebanon during this time period. This emigration wave was characterised by emigrants from all socio-economic categories, commonly migrating in family constellations. During this period, between 600,000 and 900,000 people were estimated to have migrated from Lebanon. This emigration was often facilitated by the broad Lebanese migrant communities established abroad.
- 1990 till today **Fourth wave of emigration:** Since the 1990's, Arab States in general and Gulf States in particular, have become increasingly important destinations for Lebanese migrants, notably highly skilled Lebanese.

Since the first wave in the 19th century, migration flows from Lebanon have reoccurred on a regular basis and remain significant even today. Recent emigration waves are composed mainly of young, educated and highly qualified Lebanese migrants, thus posing a threat of brain drain. The feminisation of migration also constitutes a recent trend in migration from Lebanon, as a growing number of women attempts to migrate independently with the aim to find employment opportunities abroad³.

Push factors influencing Lebanese emigration are both internal and external, and are mainly stimulated by socio-economic, political and historical circumstances. The cause of modern migration from Lebanon may thus be found in a variable combination of political, financial and social factors.

Table 1.1 – Lebanon: Factors Influencing Lebanese Emigration

Push Factors	
Economic factors	Unemployment, notably among youth*
	Deficient salary conditions within the national labour market
Political factors	Political instability**
Pull Factors	
Labour factors	Demand for labour in Gulf States***
	Attractive job opportunities
Educational factors	Education/training opportunities****
Social factors	Family reunification
	Role of networks (i.e. family, relatives, friends)
	Attraction to 'western lifestyle'
* In 2007, the unemployment rate was estimated to 15-20%. In addition, the unemployment rate for new entrants into the labour market was estimated to be twice the national average. (Source: EC Country Strategy Paper for Lebanon 2007-2013 and National Indicative Programme 2007-2010)	
** E.g. armed conflicts, internal conflict and civil strife (1973, 1985, 1975-1990, July 2006 and May 2007)	

³ According to the Ministry of Foreign Affairs and Emigrants, recent emigration waves are composed of equal proportion of men and women. (Source: Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs and Emigrants)

*** Following the boom in the oil industry and the significant investments in infrastructure development in the Gulf States.

**** Traditionally, France attracted young Lebanese from better socio-economic backgrounds, while emigration to East European countries was stimulated by availability of free tertiary education (Source: Tabar, Paul, 2009, *Immigration and Human Development: Evidence from Lebanon*. Human Development Research Paper 2009/35)

NB: This list is not exhaustive

Sources: Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs and Emigrants; *Country Strategy Paper (CSP) for Lebanon 2007-2013 and National Indicative Programme (NIP) 2007-2010*; and CARIM, January 2010, *Migration Profile: Lebanon*

1.2 Competent Authorities

Table 1.2 - Lebanon: Main National Institutions with Competencies Relevant to Emigrant Communities

Agency	Ministry	Areas of Responsibility
<u>Directorate General of Emigrants</u> (EN)	<u>Ministry of Foreign Affairs and Lebanese Emigrants</u> (EN)	Key responsibilities: 1) To foster the relationship between Lebanese abroad and Lebanon, 2) To promote the cultural heritage of Lebanon through educational and cultural programmes; 3) To consolidate links among the Lebanese communities abroad (i.e. through the <i>World Lebanese Cultural Union</i> *, by supporting the establishment of Lebanese unions and associations around the world, etc.); and 4) To promote projects and policies which channel a share of the Lebanese emigrant communities' contributions into local development projects.
Tourism Promotion Department	<u>Ministry of Tourism</u> (EN)	Key responsibility: To promote Lebanon's cultural heritage, seasonal tourism by Lebanese expatriates, and encourage investments in Lebanon, notably in the tourism sector.
<u>The Investment Development Authority of Lebanon</u> (EN)	N/A	Key responsibilities: 1) To promote and facilitate investments of Lebanese expatriates in Lebanon; 2) To sign bilateral agreements with countries having large Lebanese communities to create a legal framework whereby investors and investments are granted the most favourable treatment; and 3) To develop the programme " <i>Targeting Lebanese Expatriates</i> " (TLE), aimed at encouraging and attracting Lebanese nationals residing abroad to invest in Lebanon.
<u>Council for Development and Reconstruction</u> (EN)	N/A	Key responsibility: To act as the executing agency of the UNDP TOKTEN Project on behalf of the Lebanese Government, promote the project throughout Lebanese ministries and public institutions, and co-ordinate fund raising efforts for the project with UNDP.

* For further details on this, see Inventory Findings: 2.2.4. Main Non-Governmental Institutions

Background

1.3 Countries of Destination

The World Bank estimates that **621,903** Lebanese citizens resided abroad in 2005, with the United States of America (USA) being the main destination country. Taking descendants into consideration when estimating Lebanese emigrant communities, this number must be revised upwards. According to United Nations Development Program (UNDP) estimates⁴, the Lebanese emigrant community⁵ consists of more than 14 million people worldwide. This estimate includes 6 million people of Lebanese descent in Brazil, 3 million in other Latin America countries, 3 million in North America and an estimated 0.5 million in Africa, Europe, Australia and Arab States⁶. Moreover, data from a survey conducted by the Saint Joseph University (EN) indicates that 466,019 Lebanese citizens are estimated to have emigrated between 1992 and 2007⁷.

Lebanese emigrant communities are widely dispersed (Table 1.3). The **majority resides in Arab States** (34.9%), with the Kingdom of Saudi Arabia being the main destination country. In 2003, the total number of Lebanese migrants living in the Kingdom of Saudi Arabia was estimated at 150,000, followed by 65,000 in the United Arab Emirates, 34,000 in Kuwait and 17,000 in other Gulf States⁸.

Table 1.3 – Lebanon: Estimated Distribution of Lebanese Emigrant Communities in Destination Regions

Regions of Destination	Emigrant Population	Emigrant Population (%)
Arab States	162,663	34.9%
Europe	104,619	22.4%
North America	103,271	22.2%
Australia	41,462	8.9%
Africa	36,716	7.9%
South/Central America	14,682	3.2%
Others	2,605	0.6%
Total	466,019	100%

NB: This estimate focuses on Lebanese citizens who migrated between 1992 and 2007

Sources: Kasparian, Choghig, 2008, 'L'émigration des jeunes Libanais et leurs projets d'avenir', St. Joseph University (cited by Tabar, Paul, 2009, *Immigration and Human Development: Evidence from Lebanon*. Human Development Research Paper 2009/35)

In the case of Europe, Germany is the main destination country⁹, hosting the second largest Lebanese community. France is another important destination country in Europe, given traditional language and cultural ties with Lebanon. A significant Lebanese population further resides in Australia, Brazil and Canada.

⁴ United Nations Development Program, National Human Development report: Lebanon 2001-2002

⁵ Lebanese-born migrants and descendants

⁶ Ibid.

⁷ Kasparian, Choghig, 2008, 'L'émigration des jeunes Libanais et leurs projets d'avenir', St. Joseph University (cited by Tabar, Paul, 2009, *Immigration and Human Development: Evidence from Lebanon*. Human Development Research Paper 2009/35)

⁸ Ibid.

⁹ It is estimated that 41,000 Lebanese migrants resided in Germany in 2005 (Source: *Facility for Euro-Mediterranean Investment and Partnership (FEMIP)*, 2006, *Study on improving the efficiency of workers' remittances in Mediterranean countries*)

1.4 General Characteristics of Emigrant Communities

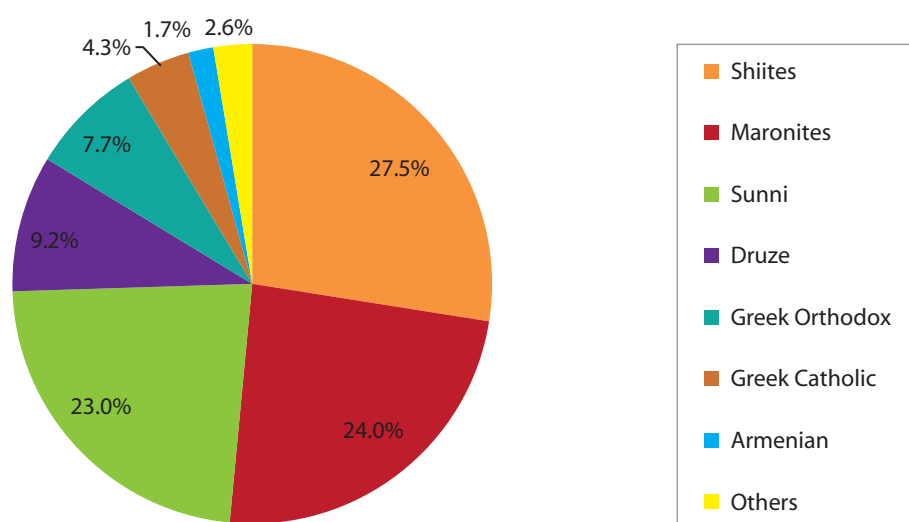
The Lebanese emigrant community is mainly composed of highly skilled migrants. According to the [World Bank](#), 29.7% of Lebanese expatriates have a tertiary education. This is one of the higher figures in comparison with other countries covered by this Inventory.

Two distinct patterns of Lebanese emigration have developed over the last years. Migration to Arab States is mainly temporary, while migration to the rest of the world tends to be permanent. The majority of Lebanese emigrants in Arab States are male migrant workers. Families of these emigrants remain in Lebanon, and instead, emigrants tend to make frequent visits to their home country¹⁰.

Lebanese migrants base their choice of destination country mainly on social networks and personal contacts¹¹. Lebanese migrant communities are organised in several forms at national level, by region, village or town, by confession or family affiliations in Lebanon, or by economic and professional activity in the country of destination¹².

The size and religious composition of the Lebanese emigrant communities is seen to have changed over the years. With Lebanese of Christian faith having constituted an important group during the mid 1900's, Lebanese migrants today tend to be affiliated to Muslim beliefs (Graph 1.1).

Graph 1.1 - Lebanon: Estimated Denominational Composition of Emigrant Communities



NB: This estimate focuses on Lebanese citizens who migrated between 1992 and 2007

Sources: Estimates of Kasparian, Choghig, 2008, St. Joseph University, (cited by Tabar, Paul, 2009, [Immigration and Human Development: Evidence from Lebanon](#), Human Development Research Paper 2009/35); UNDP Human Development Report 2009

¹⁰ Labaki, Boutros, 2006, [The Role of Transnational Communities in Fostering Development in Countries of Origin, The Case of Lebanon](#)

¹¹ Hourani, Guita; Sensenig-Dabbous, Eugene, 2007, [Insecurity, Migration and Return: The Case of Lebanon Following the Summer 2006 War](#)

¹² Ibid.

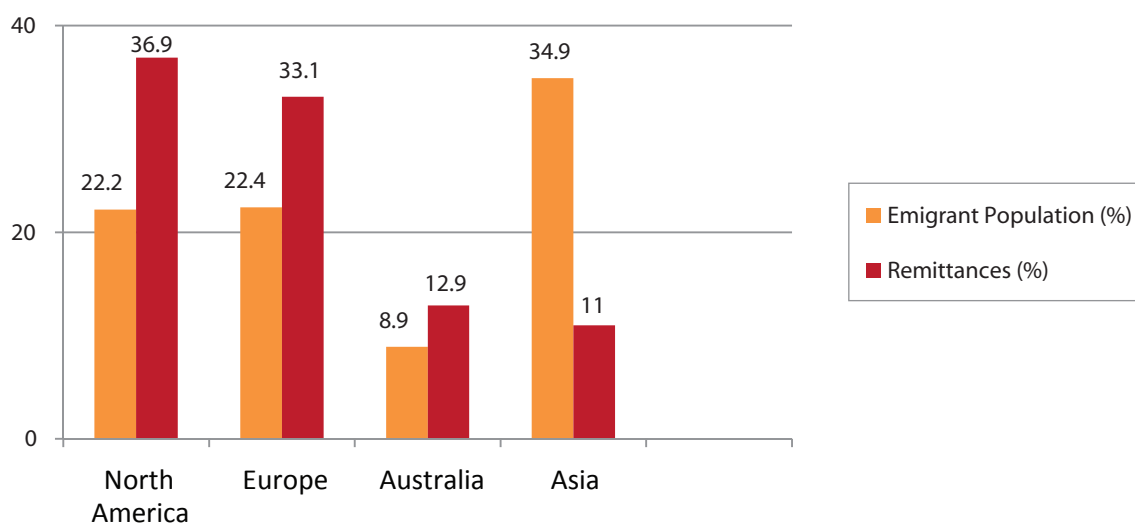
Background

1.5 Estimated Remittance Flows

The remittance inflow from Lebanese migrants worldwide is substantial, amounting to **US\$5,769 billion** in 2007¹³. Lebanon ranks among the **top ten recipient countries of migrants' remittances** in the Middle East and North Africa (MENA) region. Remittances are of considerable economic importance for Lebanon, representing **24.4% of Lebanon's GDP**¹⁴. This represents an average remittance transfer of US\$1,407 per Lebanese migrant residing abroad.

The largest remittance inflow originates from Lebanese emigrants in North America (about 36.9%), where 22.2% of Lebanon's total emigrant population reside, followed by remittances transfers from Lebanese emigrants in Europe (Graph 1.2). According to the study Improving the efficiency of workers' remittances in Mediterranean countries (EN), carried out by the Facility for Euro-Mediterranean Investment and Partnership (FEMIP) (EN) in 2006, official remittance transfers, in the case of Germany, are carried out mainly through money transfer operators. As regards financial transfers through the banking system, this is facilitated by a large number of bank branches in Lebanon and overseas bank offices of Lebanese banks in destination countries where main Lebanese emigrant communities reside¹⁵.

Graph 1.2 - Lebanon: Estimated Remittance Flows from Destination Countries (%) in Relation to Emigrant Population



NB: This estimate focuses on Lebanese citizens who migrated between 1992 and 2007

Sources: Estimates of Kasparian, Choghig, 2008, St. Joseph University

¹³ UNDP Human Development Report 2009

¹⁴ Ibid.

¹⁵ 950 bank branches in Lebanon represent a high bank/per capita ration. (Source: Interview with the Economic Research and Analysis Department at Byblos Bank)

Remittances are mainly used by families and individuals for **household consumption**. Other forms of financial capital transmitted by Lebanese nationals abroad are donations, scholarships, investments into education centres and local infrastructure, and support to the tourist industry through visits of Lebanese nationals during holiday seasons¹⁶.

The monetary policy ensuring a stable exchange rate for the past 18 years, the absence of controls on the movement of capital and foreign exchange, the developed banking systems, as well as the minimum government interference and limited restrictions on investment in Lebanon, all have indirectly contributed to the inflow of remittances and investments from Lebanese emigrants¹⁷.

1.6 Country Specificity

The main characteristic of the link between emigrant communities and development in the Lebanese context is the **strong role of civil society**. The strong tradition of support to Lebanon from Lebanese emigrants is reflected in substantial financial flows and social remittances contributing to Lebanon's economic development and advancement. The Government of Lebanon recognizes the significant impact of emigration on the country, including the important role of Lebanese emigrants in the development of the country. The relation between Lebanon and its emigrant communities has led to the passing of a number of government policies which have resulted in, *inter alia*, the possibility to hold dual citizenship, the lack of restrictions on the movement of citizens, and, a liberal economic regime, thus creating a favourable business environment in Lebanon.

¹⁶ Ibid.

¹⁷ Ibid.

2.1 Legislative and Policy Framework Pertaining to Emigrant Communities

2.1.1 National Legislation

Various legislative and regulatory frameworks pertaining to Lebanese emigrant communities have been introduced in Lebanon. A single comprehensive policy pertaining to Lebanese emigrant communities does not exist in Lebanon, however, the Ministry of Foreign Affairs and Emigrants reports that a long-term strategy pertaining to Lebanese emigrants is currently being developed¹⁸.

2.1.1.1 Dual Citizenship

The Decree No. 15 of 1925 (EN), as amended by Law of 11/1/1960 (EN), is known as the Lebanese Nationality Law. The law defines Lebanese nationality and lays out procedures to be followed by foreign women married to Lebanese men wishing to be naturalised.

Dual citizenship is recognised by Lebanon. The Law of 1946 (EN), as amended by Decree No. 10828 of 1962 (EN), regulates the acquisition of foreign citizenship and the loss of Lebanese nationality. Article 1.1 elaborates on the loss of Lebanese nationality by a Lebanese citizen, stating that only through authorisation by decree Lebanese citizenship can be renounced by Lebanese citizens having obtained a foreign nationality.

The Decree No. 10828 of 1962 (EN) facilitates the acquisition of foreign nationality in countries, where acquisition of the local citizenship requires Lebanese citizens to renounce other citizenships. Subsequently, after such an acquisition, another Decree is issued at the request of the same person¹⁹. This Decree cancels the first Decree and allows Lebanese citizens who acquired a foreign citizenship to retain their Lebanese citizenship²⁰.

Article 2 elaborates on the conditions set for a person of Lebanese origin wishing to be naturalised: *"Any person of Lebanese origin who is residing outside Lebanon and who has opted not to take Lebanese citizenship, may, in the event that he returns permanently to Lebanon, apply to be considered as a Lebanese and the Cabinet is authorized to issue a regulation to that effect."*

¹⁸ Interview with the Ministry of Foreign Affairs and Emigrants; and Answer to joint ICMPD-IOM Questionnaire from the Ministry of Foreign Affairs and Emigrants

¹⁹ Immigration and Refugee Board of Canada, LBN41974.E, 19 September 2003, available at: <http://www.unhcr.org/refworld/docid/485ba86b28.html>, accessed on 28.02.10

²⁰ Ibid.

Dual Citizenship Entitlements:

Lebanese who hold dual citizenship enjoy all civic rights applicable to Lebanese citizens residing in Lebanon²¹, including the right to vote during parliamentary elections. Law No. 25 of 2008 (EN) allows emigrants to vote *in absentia* (outside country voting)²² in parliamentary elections.

2.1.1.2 Financial Incentives

Since 2001, the Lebanese Government has passed a number of laws and decrees in an effort to encourage investment in Lebanon. These legal incentives, aiming to promote investment in Lebanon, include, *inter alia*:

- Legislative Decree No. 11614 of 1969 as amended by Law No. 296 of 2001 on the Foreign Acquisition of Property and Property Rights in Lebanon (EN): It defines the access to real estate for Lebanese and foreign nationals and eases legal restrictions on foreign property ownership, thus encouraging investments in Lebanon, particularly in industry and tourism. The law further lowers real estate registration fees for both Lebanese and foreign nationals.
- Law No. 318 of 2001 on Combating Money Laundering (EN)
- Law No. 440 of 2002 on Arbitration between the State and Private Entities in Lebanon (EN)
- Law No. 360 of 2001 on Investment Development in Lebanon (EN) (referred to as the 'Investment Law'): It regulates the investment promotion of domestic and foreign entities in Lebanon and stipulates a series of incentives, such as tax exemptions granted for investments in fields of technology, information, telecommunications and media, tourism, industry and agriculture. The law foresees the division of Lebanon into three investment zones located outside Beirut, subject to different regulations.

The above-mentioned investment law further established the public agency Investment Development Authority of Lebanon (IDAL) (EN). IDAL is among other tasks, entrusted with the development of a program aimed at encouraging and attracting Lebanese emigrants to invest in Lebanon. In this context, IDAL is currently preparing the project Targeting Lebanese Expatriates (TLE) (EN), aimed at encouraging Lebanese emigrants to invest in Lebanon.

²¹ Military service is not obligatory in Lebanon (Sources: Interview with the Ministry of Foreign Affairs and Emigrants)

²² The right to absent voting to the Lebanese abroad will be effective in 2013 general elections (Sources: Tabar, Paul, 2009, Immigration and Human Development: Evidence from Lebanon. Human Development Research Paper 2009/35)

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2.1.1.3 International Investment Promotion and Protection Agreements

In order to provide a legal framework for investments of Lebanese citizens abroad, Lebanon has signed Promotion and Reciprocal Protection of Investment Agreements (EN) with multiple countries. These include, *inter alia*:

Africa	Asia	Europe	Other
<ul style="list-style-type: none">▪ Benin▪ Chad▪ Egypt▪ Gabon▪ Guinea▪ Mauritania▪ Morocco▪ Sudan▪ Tunisia	<ul style="list-style-type: none">▪ Armenia▪ Azerbaijan▪ Bahrain▪ China▪ Iran▪ Jordan▪ Kuwait▪ Malaysia▪ Pakistan▪ Sultanate of Oman▪ Syria▪ United Arab Emirates▪ Yemen	<ul style="list-style-type: none">▪ Austria▪ Belarus▪ Belgium/Luxembourg▪ Bulgaria▪ Cyprus▪ Czech Republic▪ Finland▪ France▪ Germany▪ Greece▪ Hungary▪ Iceland▪ Italy▪ Netherlands▪ Romania▪ Russia▪ Slovak Republic▪ Spain▪ Sweden▪ Switzerland▪ Turkey▪ Ukraine▪ United Kingdom	<ul style="list-style-type: none">▪ Canada▪ Chile▪ Cuba

2.1.1.4 Conventions for the Avoidance of Double Taxation

To promote the exchange of goods, services, the inflow of capital as well as technology, and to prevent double taxation, Lebanon has signed Conventions for the Avoidance of Double Taxation with 33 countries, as laid out in the table below:

Africa	Asia	Europe	Other
<ul style="list-style-type: none"> ▪ Algeria ▪ Egypt ▪ Gabon ▪ Morocco ▪ Senegal ▪ Sudan ▪ Tunisia 	<ul style="list-style-type: none"> ▪ Armenia ▪ Bahrain ▪ Iran ▪ Jordan ▪ Kuwait ▪ Malaysia ▪ Pakistan ▪ Qatar ▪ Sultanate of Oman ▪ Syria ▪ Yemen ▪ United Arab Emirates 	<ul style="list-style-type: none"> ▪ Belarus ▪ Bulgaria ▪ Cyprus ▪ Czech Republic ▪ France ▪ Italy ▪ Malta ▪ Poland ▪ Romania ▪ Russia ▪ Turkey ▪ Ukraine 	<ul style="list-style-type: none"> ▪ Canada* ▪ Cuba
*Yet to be ratified			

2.1.2 International Legislation

As a country with a significant emigrant community, Lebanon has, inter alia, ratified the following international conventions relating to international migration and migrants abroad:

- 49 International Labour Organisation (ILO) Conventions (EN), including seven fundamental conventions²³.

Lebanon has not ratified the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families of 1990 (EN).

2.1.3 Bilateral Migration Agreements

Lebanon has signed a bilateral agreement on labour migration with Syria (1994). This remains the only agreement of its kind signed by Lebanon²⁴.

²³ These include: Forced Labour Convention, Right to Organize and Collective Bargaining Convention, Equal Remuneration Convention, Abolition of Forced Labour Convention, Discrimination (Employment and Occupation) Convention, Minimum Age Convention (C138), and Worst Forms of Child Labour Convention.

²⁴ CARIM, 2010 Migration Profile: Lebanon

2.2 Involved Stakeholders

2.2.1 Main National Institutions Charged with Emigrant Communities

Ministry of Foreign Affairs and Emigrants

The Ministry of Foreign Affairs and Emigrants is the primary national authority responsible for questions relating to Lebanese citizens residing abroad. The former Ministry of Emigrants was created by Law No. 213 of 1993. With the coming into force of Law No. 247 of 2000, the Ministry of Emigrants was incorporated into the Ministry of Foreign Affairs, thus establishing the Ministry of Foreign Affairs and Emigrants (EN). The original structure of the Ministry of Emigrants was preserved within the newly established Ministry and was renamed as the Directorate of Emigrants (EN).

In the context of Lebanese emigrants, the main objective of the Ministry of Foreign Affairs and Emigrants is to protect the interest of Lebanese citizens living abroad and to foster their ties with Lebanon. To achieve this objective, the Ministry of Foreign Affairs and Emigrants has established a framework for linking up with Lebanese nationals abroad based on the following principles²⁵:

- 1) *Sincerity and transparency in communication with Lebanese emigrants*: Embassies and consulates represent Lebanon abroad, protect the interests of Lebanese emigrants, and play an important role in facilitating linkages between Lebanon and Lebanese emigrants. Every Lebanese citizen is entitled to consular and diplomatic protection. The Government of Lebanon recognises that cooperation with Lebanese emigrants is crucial to build stronger relations with host countries and to improve inter-governmental cooperation.
- 2) *Public and Private Sectors*: The Government of Lebanon acknowledges the positive role of emigrant communities for development. Among policies used to link emigrants to the development of Lebanon, the Ministry of Foreign Affairs encourages close cooperation between private and public sectors.
- 3) *Educational ties of emigrants*: Maintaining the link of the young generation of Lebanese emigrant communities with Lebanon by establishing Lebanese schools and institutes teaching the Arabic language.
- 4) *Emigrants' Associations*: Encouraging Lebanese emigrants to create Lebanese local unions, associations and clubs, in order to consolidate links among Lebanese emigrants. Through Lebanese embassies, the Ministry of Foreign Affairs and Emigrants organises cultural and social events to promote Lebanon's cultural heritage. The Government of Lebanon also provides grants to the World Lebanese Cultural Union (EN) for its cultural activities²⁶.
- 5) *Role of Remittances*: Remittances from Lebanese emigrants are of considerable economic importance to Lebanon. The Government does not interfere in the inflow of remittances from Lebanese emigrants. Through its support to the UNDP LIVE LEBANON (EN) initiative, the Government of Lebanon, however, has been increasing its efforts to channel parts of the contributions of Lebanese emigrant communities into development projects.

²⁵ Interview with the Ministry of Foreign Affairs and Emigrants

²⁶ For further information see 2.2.4: Main Non-Governmental Institutions

- 6) *Dual Citizenship*: The role of dual citizenship has been an important factor in strengthening cultural, social and economic links between Lebanese emigrants and their home country.

Directorate of Emigrants

The Directorate of Emigrants (EN) was established in 2000 by Law No. 247. Its main objective is to enhance cultural and educational bonds with Lebanese emigrants²⁷. Outreach activities of the Directorate of Emigrants are carried out mainly through Lebanese diplomatic representations abroad. The authority participates in various international dialogues and research networks addressing emigrant affairs. Moreover, the Directorate of Emigrants cooperates with international organisations in the domain of Lebanese emigration²⁸.

Table 2.1 - Lebanon: Directorate of Emigrants - Ministry of Foreign Affairs and Emigrants

Outreach Channels of the Directorate of Emigrants	Initiatives Relating to Emigrant Communities*
1) Internet website of the Directorate of Emigrants: www.emigrants.gov.lb/eng/ (EN);	Development of an <u>Emigrants Map</u> (AR) providing information on Lebanese communities around the world
2) Information and awareness raising campaigns targeting emigrant communities;	Lebanese Emigrant Youth Camp in Lebanon
3) Liaising with Migrant Associations in destination countries (e.g. <u>World Lebanese Cultural Union</u> (EN));	
4) Emigrant Community Knowledge Networks;	
5) ICTs; etc.	
Outreach Channels through Other National Institutions	Other Activities Relating to Emigrant Communities
1) Lebanese Embassies and Consulates Abroad;	Organisation of cultural and social activities through Embassies and/or Consulates
2) <u>Investment Development Authority in Lebanon</u> (IDAL) (EN); etc.	Coordination with UNDP and Lebanese diplomatic representation for support to the <u>LIVE LEBANON</u> (EN) initiative
	Support to the <u>Targeting Lebanese Expatriates - TLE</u> (EN) project
NB: This list is not exhaustive	
* Further details on initiatives under Chapter 2.3: Institutional Practices	
Sources: Website of the Directorate of Emigrants: www.emigrants.gov.lb/ ; <u>Investment Development Authority in Lebanon</u> (IDAL); and <u>World Lebanese Cultural Union</u>	

²⁷ Dovelyn Rannveig, Aguinas, 2009, *Closing the Distance – How Governments Strengthen Ties with Their Diaspora*

²⁸ Interview with the Ministry of Foreign Affairs and Emigrants

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Directorate of Political and Consular Affairs

To provide protection and assistance to Lebanese citizens residing abroad, the Ministry of Foreign Affairs and Emigrants has established the Consular Section at the Directorate of Political and Consular Affairs. Through Lebanese Embassies and Consulates, the Consular Section further provides Lebanese citizens abroad with a number of services, *inter alia*²⁹:

- Information on activities organised in Lebanon and/or the respective destination country addressing Lebanese residing abroad;
- Information on political and economic developments in Lebanon;
- Information on investment opportunities;
- Tourism information;
- Renewal of passports and other documents;
- Authenticating of formal documents;
- Recording of civil events (i.e. birth, death, divorce, marriage);
- Registration of Lebanese citizenship; and
- Registration for outside country voting in Lebanese elections.

Table 2.2 - Lebanon: Directorate of Political and Consular Affairs - Ministry of Foreign Affairs and Emigrants

Outreach Channels of the Directorate of Political Affairs	Initiatives Relating to Emigrant Communities
1) Internet website of the Ministry of Foreign Affairs: www.foreign.gov.lb (EN). The website provides information to Lebanese abroad on: <ul style="list-style-type: none">- Consular information (visa, marriage, divorce, death, citizenship, passport);- Lebanese missions abroad in case of need; etc.	Coordination with the Lebanese <u>Ministry of Tourism</u> for organisation of international exhibitions and cultural activities targeting Lebanese emigrants through Embassies and/or Consulates in countries where significant Lebanese emigrant communities reside.
2) Lebanese Embassies and Consulates Abroad; etc.	

Sources: Website of the Ministry of Foreign Affairs: www.foreign.gov.lb; and Ministry of Tourism

²⁹ Website of the Embassy of Lebanon in Washington: <http://www.lebanonembassyus.org/>

2.2.2 Inter-Institutional Coordination

National institutions cooperate and coordinate on various initiatives related to Lebanese emigrant communities through joint meetings. However, no single institution or mechanism tasked with ensuring inter-departmental coordination exists in Lebanon³⁰.

2.2.3 Main International Institutions Involved with Emigrant Communities

The United Nations Development Programme (UNDP) (EN) in Lebanon is the primary international interlocutor collaborating with the Government of Lebanon on programmes targeting Lebanese emigrants.

Other international institutions involved in matters pertaining to Lebanese emigrant communities and migration include, *inter alia*:

- UNESCWA (EN), Social Development Division, Population and Social Development Section
- The Delegation of the European Union to Lebanon (EN): Lebanon signed the Euro-Mediterranean Partnership agreement in 2002. The EU-Lebanon Association Agreement adopted in 2002 and entered into force in 2006, included Lebanon into the European Neighbourhood Policy (ENP). Through strategic framework such as the ENP Action Plan, Country Strategy Paper (CSP) 2007-2013 and National Indicative Programme (NIP) 2007-2010, mechanisms are also provided to accompany Lebanon in its reform process. On the area of migration, the Action Plan, CSP and NIP sets out medium and long term objectives. These include:
 - 1) Support to Palestinian refugees in Lebanon;
 - 2) Judicial and security cooperation;
 - 3) Cooperation on migration and asylum; and
 - 4) Management of migration flows.

³⁰ Interview with the Ministry of Foreign Affairs and Emigrants

Inventory Findings

2.2.4 Main Non-Governmental Institutions Involved with Emigrant Communities

The strong tradition of support to Lebanon from Lebanese emigrants is reflected in a large number of community-based, national and international migrant organisations. The areas of involvement of Lebanese non-governmental organisations include, *inter alia*:

- 1) Health;
- 2) Education;
- 2) Local Infrastructure Support;
- 3) Social Services;
- 4) Cultural Activities; and
- 5) Religious endowments.

Civil society organisations and Lebanese research institutions are the primary collectors of statistics on Lebanese emigration. The main Lebanese research institutions addressing emigrant affairs include, *inter alia*:

- 1) The Lebanese Emigration Research Center (LERC) at the Notre Dame University (EN);
- 2) The Institute for Migration Studies (IMS) at the Lebanese American University (EN);
- 3) The Saint Joseph University in Beirut (USJ) (EN); and
- 4) The Lebanese Institute for Economic and Social Development (ILDES) (EN).

The World Lebanese Cultural Union (WLCU) (EN) has played a crucial role in organising Lebanese emigrants worldwide. WLCU was established as a non-profit and non-political organisation in 1959 with the aim of consolidating links among Lebanese emigrants and promoting cultural linkages with Lebanon. WLCU has established an elaborate network with representations around the world. The WLCU (although only moderately active at present³¹) provides a model for fostering ties between emigrants from different ethnic and sectarian communities and their home country.

³¹ Report of the High Level Committee on the Indian Diaspora, 2000, Other Diaspora: A Global Perspective

2.3 Institutional Practices

2.3.1 National Institutions

The following examples of initiatives relating to emigrant communities have been introduced by national authorities in Lebanon, promotion of cultural linkages, encouraging investment in Lebanon and seasonal tourism being the main areas of focus:

Table 2.3 - Lebanon: Initiatives by National Institutions			
National Institution	Initiative	Cooperation	Aim
<u>Directorate of Emigrants of the Ministry of Foreign Affairs and Emigrants (EN)</u>	Lebanese Emigrant Youth Camp in Lebanon	<u>World Lebanese Cultural Union (EN)</u>	Key objective: To promote cultural linkages between the young generation of Lebanese emigrant communities and Lebanon.
<u>Directorate of Emigrants of the Ministry of Foreign Affairs and Emigrants (EN)</u>	<u>Emigrants Map (EN)</u>	N/A	Key objective: Development of an <u>Emigrants Map (AR)</u> , providing information on Lebanese communities around the world.
<u>Ministry of Tourism (EN)</u>	Promotion of tourism in Lebanon targeting Lebanese residing abroad	<ul style="list-style-type: none"> - <u>Ministry of Foreign Affairs and Emigrants (EN)</u>; - <u>Investment Development Authority in Lebanon (IDAL) (EN)</u>; and - Private sector 	Key objectives: 1) To promote Lebanon's cultural heritage and encourage seasonal tourism by Lebanese emigrants; and 2) To encourage Lebanese emigrants to investment in tourism-related project. For this purpose, the Ministry of Tourism created the following website: www.destinationlebanon.com , which provides visitors with tourism and travel information including facts, maps, history, culture, transport and weather in Lebanon.

Inventory Findings

Investment Development Authority in Lebanon (IDAL) (EN)	Targeting Lebanese Expatriates - TLE (EN)	Directorate of Emigrants (EN)	Key objective: To enhance and facilitate investment of Lebanese emigrants in Lebanon. The project is articulated around three phases with the following activities: <u>Phase I</u> : To carry out a survey collecting information on the destination and profile of Lebanese emigrants and map out the potential for business opportunities in Lebanon. <u>Phase II</u> : To propose legislative changes facilitating the transfer of expertise and resources of Lebanese emigrants to Lebanon. <u>Phase III</u> : To prepare an outreach strategy to inform potential investors among Lebanese emigrants on incentives and investment opportunities in Lebanon.
NB: This list is not exhaustive Sources: Website of the Directorate of Emigrants: www.emigrants.gov.lb ; Investment Development Authority in Lebanon (IDAL); and Ministry of Tourism			

2.3.2 International Institutions and Other Relevant Actors:

The following examples of initiatives relating to emigrant communities have been introduced by international institutions and other relevant actors present in Lebanon:

Table 2.4 - Lebanon: Initiatives by International Institutions and Other Relevant Actors			
Agency	Initiative	Cooperation	Aim
UNDP in Lebanon (EN)	<u>LIVE LEBANON</u> (EN)	<ul style="list-style-type: none"> - Directorate of Emigrants of the Ministry of Foreign Affairs and Emigrants (EN); - Ministry of Tourism (EN); - Italian Development Cooperation (EN); - Local municipalities; - NGOs; - Lebanese embassies worldwide; - Foreign missions in Lebanon; - Businesses; - Cultural organisations with links to Lebanese emigrant communities; etc. 	<p>Key objectives:</p> <ol style="list-style-type: none"> 1) To promote and facilitate Lebanese emigrant contribution to the development of Lebanon's underprivileged areas via Internet. 2) To create a partnership network between civil societies, local and foreign authorities, the private sector and Lebanese emigrants to promote the project. <p>The website www.livelebanon.net serves as a platform for the project, allowing visitors to make online donations to development and community projects throughout Lebanon and following up on the projects as they are being implemented.</p>
	<u>Transfer of Knowledge Through Expatriate Nationals</u> (TOKTEN) (EN)	<u>Council for Development and Reconstruction (CDR)</u> (EN) is the national counterpart agency for the project;	<p>Key objectives:</p> <p>The TOKTEN (EN) programme encourages knowledge and skills transfer of Lebanese emigrants wishing to work as consultants on short-term projects prioritising development needs of Lebanon. Its objectives are:</p> <ol style="list-style-type: none"> 1) To enhance the capacity of national institutions through technical expertise and policy advice; 2) To promote and facilitate volunteering among Lebanese emigrants; etc.

<u>The Lebanese International Business Council (LIBC)</u> (EN)	<u>Planet Lebanon</u> (EN) Lebanese-Arab Expatriates Networking Conference	<u>Directorate of Emigrants of the Ministry of Foreign Affairs and Emigrants</u> (EN)	<p>Key objective: The conference aims to develop and advance business opportunities by strengthening the links between Lebanese and Arab business communities worldwide.</p> <p>The upcoming conference Planet Lebanon 2010 includes the following panels:</p> <ol style="list-style-type: none"> 1) <u>Strategic Lebanese Involvement in the World Economy</u> (EN); 2) <u>Strengthening Ties among Lebanese Diaspora to Stimulate Economic Development in the Middle East</u> (EN); 3) <u>The Diaspora Gateway for a Prosperous Lebanon</u> (EN); and 4) <u>Challenges of the 21st Century: Shaping Tomorrow's Globalization</u> (EN);
<p>NB: This list is not exhaustive</p> <p>Sources: Internet website of <u>UNDP</u> in Lebanon; <u>www.livelebanon.net</u>; and <u>Lebanese International Business Council (LIBC)</u></p>			

Main Challenge:

- The Ministry of Foreign Affairs and Emigrants constitutes the leading national institution responsible for questions relating to Lebanese citizens residing abroad. With the presence of multiple national institutions involved in matters relating to migration and/or Lebanese emigrant communities, one obstacle faced is, however, the **absence of an institutional body or mechanism enacted with the responsibility to ensure inter-institutional coordination.**

The Malian Experience

MTM: A Dialogue in Action

Linking Emigrant Communities for More Development
Inventory of Institutional Capacities and Practices

Joint ICMPD-IOM Project

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1.1 History of Emigration

Mali, a landlocked and drought-prone sub-Saharan country, has since the 4th century been a country of immigration, emigration and transit¹. Modern emigration from Mali dates back to the mid 1900's. It is mainly related to the movement of male migrants following the independence from France in the 1960's. Overall, modern migration from Mali can be divided into three main phases²:

- 1960's First wave of emigration: Mainly composed of unmarried, low-skilled men from rural areas. Men who migrated typically went to West and Central African countries such as Côte d'Ivoire, Ghana and Gabon. Other common destinations were Europe, notably France.
- 1970's and 1980's Second wave of emigration: Increased migration of intellectuals and technicians to West African and European countries. During this period, Mali also experienced a feminization of migration flows. Notwithstanding this development, Malian men continue to be the primary group of Malian emigrants.
- 1990's till today Third wave of emigration: Increased emigration of Malians to North America, including the United States of America (USA). Since the 1990's, Malian emigration continues to be diverse, including migration flows towards West and Central Africa, Europe and North America. Migrants are typically young men departing for a period of three to seven years, returning with savings to marry. Depending on the work and living conditions in the destination country, the migrant usually re-migrates for another period of time.

Factors influencing Malian emigration are both internal (push) and external (pull). Historical emigration from Mali has mainly been related to cultural and economic factors such as pilgrimage, commercial trade of ethnic groups and cultural traditions that, *inter alia*, promote mobility as a means to reach maturity³. Modern Malian emigration continues to be influenced by these factors, however to a lesser extent. Instead, political, social and environmental factors have come to play an important role. (Table 1.1)

¹ Findley, Sally E., 2004, *Mali: Seeking Opportunity Abroad*

² Answer to joint ICMPD-IOM Questionnaire from the Ministry of Malians Abroad and African Integration, the [EC Country Strategy Paper for Mali 2008-2013](#) and Findley, Sally E., 2004, *Mali: Seeking Opportunity Abroad*

³ Dovelyn Rannveig, Aguinas, 2009, [Closing the Distance – How Governments Strengthen Ties with Their Diaspora](#)

Background

Table 1.1 – Mali: Factors Influencing Malian Emigration

Push Factors	
Political factors	Political instability
Economic factors	Vulnerable national economy*
	Lack of economic perspectives**
Labour factors	Unemployment
Environmental factors	Droughts
	Desertification in agricultural areas
Demographic factors	High population growth***
Pull Factors	
Political factors	Higher degree of political liberty and human security
Labour factors	Attractive job opportunities
Social factors	Education/training opportunities
	Access to higher quality of public health services
<p>* As an exporter of raw materials, Mali's economy is exposed to fluctuations in world commodities prices, in particular of gold and cotton. (Source: http://ec.europa.eu/europeaid/where/acp/country-cooperation/mali/mali_en.htm, accessed on 05.01.10)</p> <p>** Over the period 2000-2007, 77.1% of the Malian population was estimated to live on less than US\$2 a day. In 2007, Mali ranked 178 out of 182 countries according to UNDP's Human Development Index (HDI) (Source: EC Country Strategy Paper for Mali 2008-2013 and UNDP Human Development Report 2009)</p> <p>*** Annual population increase is estimated at 3 %. In 2006, Mali's population was estimated at 12.7 million. Until 2015, Mali's population is expected to increase up to 18 million. (Source: EC Country Strategy Paper for Mali 2008-2013)</p> <p>NB: This list is not exhaustive</p> <p>Sources: Dovelyn Rannveig, Aguinas, 2009, Closing the Distance – How Governments Strengthen Ties with Their Diaspora; Findley Sally E., 2004, <i>Mali: Seeking Opportunity Abroad</i>; and the EC Country Strategy Paper for Mali 2008-2013</p>	

1.2 Competent Authorities

Table 1.2 - Mali: Main National Institutions with Competencies Relevant to Emigrant Communities

Agency	Ministry	Areas of Responsibility
Directorate General for Malians Abroad (DGME)*	<u>Ministry for Malians Abroad and African Integration</u> (FR)	To protect Malians abroad, encourage emigrant involvement in development activities, facilitate reintegration of return migrants and deportees, and coordinate skill-transfer programmes run by international organisations.
High Council for Malians Abroad (HCME)**	<u>Ministry for Malians Abroad and African Integration</u> (FR) oversees operations of the High Council.	To serve as the official representative of Malian emigrant communities before national political authorities and encourage emigrant participation in economic, social and cultural development, and environmental protection.

N/A	<u>Ministry of Foreign Affairs and International Cooperation</u> (FR)	To manage consular and diplomatic relations with countries of destination, and external relations with emigrant communities etc.
Division for Co-development Expertise***	<u>Ministry of Economy and Finances</u> (FR)	To implement the <u>Co-development Programme</u> (EN) established between France and Mali. The programme aims at facilitating initiatives and return of resources of emigrants for the development of Mali.
<u>Agency for Promotion of Investments (API)</u> (FR)****	<u>Ministry of Economy, Industry and Trade</u> (FR) *****	To encourage the development of direct investments and contribute to the development and regularisation of industrial sectors. Through its " <u>Guichet Unique</u> " (FR), API offers a one-stop-desk for the creation of companies, investment assistance etc.
<p>* Official French title: Délégation Générale des Maliens de l'Extérieur (DGME)</p> <p>** Official French title: Haut Conseil des Maliens de l'Extérieur (HCME)</p> <p>*** Official French title: Cellule Technique du Co-développement</p> <p>**** Official French title: Agence pour la Promotion des Investissements – Mali (API)</p> <p>***** Official French title: Ministère de l'Industrie, des Investissements et du Commerce</p>		

1.3 Countries of Destination

The Government of Mali estimates that **4 million Malians** reside abroad, representing approximately **one quarter of Mali's total population**. The majority resides in other African countries (3.5 million), with Côte d'Ivoire being the main destination country (2 million)⁴. Other important destination countries are Senegal, Ghana, Nigeria, Mauritania, The Democratic Republic of Congo (DRC), Angola, Gabon, Cameroun, Equatorial Guinea and the Central African Republic⁵.

Table 1.3 – Mali: Estimated Distribution of Malian Emigrant Communities in Destination Regions

Regions of Destination	Emigrant Population (%)
West Africa	82.7%
Europe	4.5 %
Central Africa	3.8 %
North America	0.3%
North Africa	0.1%
Other	8.6%

Sources: IOM, *Irregular Migration from West Africa to the Maghreb and the European Union: An Overview of Recent Trends*

⁴ Dovelyn Rannveig, Aguinas, 2009, *Closing the Distance – How Governments Strengthen Ties with Their Diaspora*

⁵ Ibid.

Background

According to the [International Organization for Migration \(IOM\)](#) (EN), 13.4% of Malian emigrants reside outside of Africa (Table 1.3). 4.5% of Malians are estimated to live in European countries, notably France (120,000), Belgium, Spain and Italy⁶. Countries in the Middle East, Asia and North America are other destinations which have become increasingly important. This is notably the case of Saudi Arabia, China, Thailand, Canada and the USA⁷.

However, **Malian emigration continues to predominantly take place at regional level**. Reasons explaining this predominance of regional migration are a) the establishment of the [Economic Community of West African States \(ECOWAS\)](#) (EN) to which Mali is a member, allowing free movement of persons and goods between member states⁸, and b) bilateral agreements permitting Malian migrants to move freely between Mali and its neighbouring countries Burkina Faso, Guinea, Mauritania and Niger⁹.

The majority of Malians migrate directly from rural areas to foreign destinations (about 60%¹⁰). According to the Ministry of Malians Abroad and African Integration and the Malian Ministry of Foreign Affairs and International Cooperation, migration corridors exist between certain regions of origin and destination countries. Malians from southern regions typically migrate to Côte d'Ivoire and Spain, while Malians in northern regions usually migrate to Ghana. Malians from the western region of Kayes typically migrate to Gabon, France¹¹ and Spain (Table 1.4).

Table 1.4 – Mali: Migration Corridors between Regions of Origin and Destination Countries

Region of Origin	Country of Destination
Ségou	Côte d'Ivoire, Spain
Sikasso	Côte d'Ivoire, Spain
Gao	Ghana
Timbouctou	Ghana
Kayes	Gabon, France, Spain
NB: This list is not exhaustive	
Sources: Answer to joint ICMPD-IOM Questionnaire from the Ministry of Malians Abroad and African Integration and the Malian Ministry of Foreign Affairs	

1.4 General Characteristics of Emigrant Communities

The Malian emigrant community is composed of high and low-skilled migrants. According to the [World Bank](#) (EN), 11.5% of Malian migrants have a tertiary education¹². In addition, 22.9% of physicians

⁶ Ibid.

⁷ Ibid.

⁸ [Treaty of ECOWAS and Protocol A/P.1/5/79 relating to Free Movement of Persons, Residence and Establishment](#)

⁹ Sally E., 2004, Mali: Seeking Opportunity Abroad

¹⁰ Raunet, Mireille, 2005, OECD Publication: [Migration, Remittances and Development](#)

¹¹ According to the Division for Co-development Expertise of the Ministry of Economy and Finances, about 90% of Malian emigrants residing in France originate from the region of Kayes

¹² [World Bank Migration and Remittances Factbook for Mali](#)

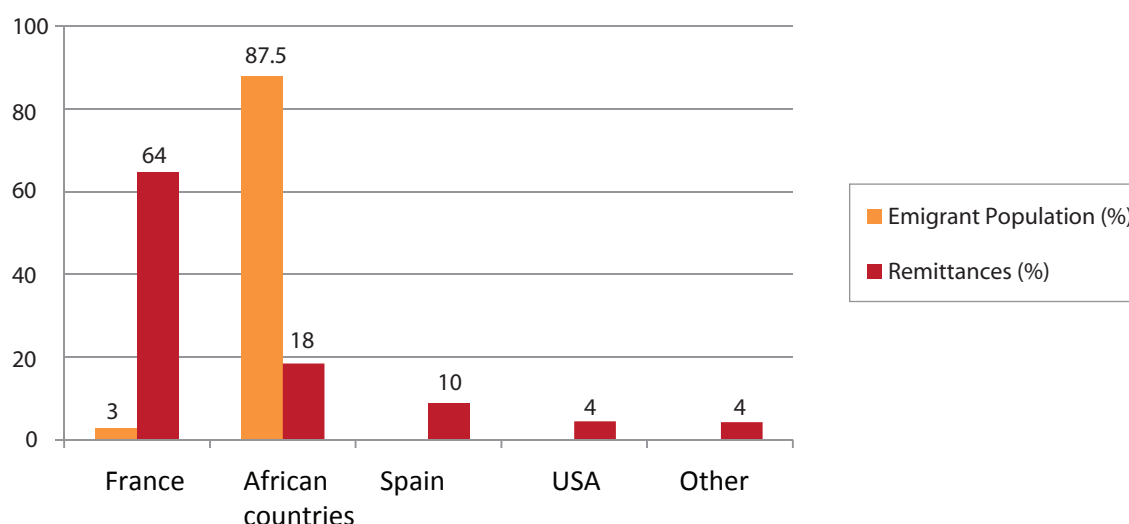
trained in Mali and 15% of nursing staff is estimated to have left the country¹³. The majority of Malian emigrants (about 60%) have however not completed secondary education¹⁴.

As a consequence of emigration, Mali is experiencing a depopulation of men and loss of skilled citizens. Another effect is the development of an intellectual Malian emigrant community¹⁵. According to the [Migration Policy Institute](#) (EN) study [Closing the Distance – How Governments Strengthen Ties with Their Diaspora](#) (EN), the **share of skilled Malians is today thus higher among emigrants than among the national population in Mali**.

1.5 Estimated Remittance Flows

Malian emigrant communities represent an important group of knowledge, skills as well as accumulated financial capital. In 2007, **official remittance transfers** from Malian migrants amounted to **US\$192 million**¹⁶. The total amount of remittances, also including informal remittances (which accounts for approximately 73% of all remittances sent to Mali) represents about 10% of Mali's GDP and is **almost equal to official development assistance** to the country¹⁷.

Graph 1.1 - Mali: Estimated Remittance Flows from Destination Countries (%) in Relation to Emigrant Population



NB: Data on emigrant populations in Spain, USA and "Other" are not available
 Sources: Dovelyn Rannveig, Aguinas, 2009, [Closing the Distance – How Governments Strengthen Ties with Their Diaspora](#)

¹³ Ibid.

¹⁴ Dovelyn Rannveig, Aguinas, 2009, [Closing the Distance – How Governments Strengthen Ties with Their Diaspora](#)

¹⁵ Answer to joint ICMPD-IOM Questionnaire from the [Ministry of Malians Abroad and African Integration](#)

¹⁶ Dovelyn Rannveig, Aguinas, 2009, [Closing the Distance – How Governments Strengthen Ties with Their Diaspora](#)

¹⁷ Ibid.

Background

Nearly two thirds of all remittances (64%) are sent from France, where 3% of Mali's total emigrant population abroad reside (120,000). Only 18% is remitted from Malian emigrants in African countries, where 87.5% of Mali's total emigrant population abroad live (3.5 million) (Graph 1.1)¹⁸. According to the [OECD \(EN\) publication *Migration, Remittances and Development* \(EN\)](#), remittances sent to Mali from abroad constitute the most reliable mechanism to protect agricultural households from food-insecurity¹⁹. Remittances are primarily used for direct household needs as well as private investment. To a lesser extent, remittances go to community development in regions of origin (e.g. construction of village schools, health centres, roads, wells, irrigations and bridges) and/or are invested into the productive sector.

1.6 Country Specificity

According to the Division for Co-development Expertise of the Malian Ministry of Economy and Finances, **local authorities in Mali** play an important role in fostering the link with citizens abroad for the development of local communities. This country specificity **notably concerns the region of Kayes**. Within the [Co-development Programme \(EN\)](#)²⁰ established between France and Mali, approximately 80% of community development projects supported by the programme have involved local authorities in the region of Kayes²¹.

Local authorities in other regions in Mali, such as Sikasso and Ségou, only recently started to play a role in mobilising emigrant communities and emigrant resources for development. This is mainly related to the recent nature of emigration flows from these regions, notably to Spain, where Malian emigrants constitute a new group of migrants which is still in the process of organising itself²².

¹⁸ Ibid.

¹⁹ Raunet, Mireille, 2005, OECD Publication: [Migration, Remittances and Development](#)

²⁰ In 2002, the first Priority Solidarity Funds (PSF) for Co-Development was signed between the French Ministry of Foreign Affairs and the Malian Ministry of Economy and Finance. Renewed in November 2005, PSF resources accounted for 2,500,000 EUR for the period 2006-2008

²¹ Interview with the Division for Co-development Expertise of the Malian Ministry of Economy and Finances

²² Ibid.

2.1 Legislative and Policy Framework pertaining to Emigrant Communities

2.1.1 National Legislation

The National Population Policy (*'Politique Nationale de Population'*) of 1991, revised in 2004, is the main policy framework in Mali which relates to Malians abroad. It elaborates on the importance of integrating international migration into the national development strategy, and defines specific actions needed to enable this (unofficial translation)²³:

- To identify Malians living abroad and undertake specific studies on this issue;
- To elaborate and implement a program aimed to assist emigrant communities;
- To organise awareness-raising campaigns on international migration;
- To facilitate reintegration of returning migrants;
- To create a guarantee and assistance fund for emigrants; and
- To enhance facilitation of remittance transfers to the country.

Subsequent to the declaration of the revised National Population Policy in 2004, the Government of Mali is, however, facing challenges in carrying out defined actions mentioned above²⁴. In January 2007, only few actions had been realised²⁵.

2.1.1.1 Dual Citizenship

Law No. 62-18 of 1962 (FR) as amended by Law No. 95-70 of 1995 (FR) is the Malian Citizenship Law (*'Code de la nationalité malienne'*). The law defines Malian citizens and explains the procedures to be followed for non-Malians to be naturalised. Under the Malian Citizenship Law, Malian citizens residing abroad have the possibility to hold dual citizenship, and do not lose their citizenship upon the voluntary acquirement of a foreign nationality.

Article 38 describes the right of Malians abroad to hold dual citizenship (unofficial translation):

'Any adult of Malian nationality residing abroad and who voluntarily acquires a foreign nationality does not lose the Malian nationality unless this is specifically declared [...].'

²³ Merabet, Omar; Gendreau, Francis; Janvier 2007, Les questions migratoires au Mali – Valeurs, Sens et Contresens

²⁴ Ibid.

²⁵ Ibid.

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Dual Citizenship Entitlements:

Maliens who hold dual citizenship enjoy all civic rights, including the right to vote during presidential and parliamentary elections. The right to vote is defined in Electoral Law No. 06-044 of 2006 (FR).

2.1.1.2 Financial Incentives

Legal frameworks incorporating incentives aimed to encourage return of financial resources of Malian migrants are, *inter alia*:

- The Malian Investment Code (FR): It details a series of initiatives to encourage foreign investors and Malians residing abroad to invest in Mali. Incentives offered to investors who would like to create a corporate activity in Mali include:
 - Exemption of duties and taxes on the importation of equipment and construction material needed for investment projects;
 - Exemption of company tax, corporate tax and licence;
 - Fiscal advantages during implementation of investment projects; etc.
- The Malian Custom Regulations on the Conditions to Import and Export Goods into Malian Territory (FR): It provides financial incentives to Malian migrants returning permanently to the country. These incentives include:
 - Exemption of customs duties and fees on the importation of household goods for all Malian migrants who return permanently to Mali;
 - Exemption of customs duties and fees on the importation of selected goods for Malian students who return to Mali after their studies abroad; etc.

2.1.2 International Legislation

As a country with a significant emigration, Mali has ratified various international conventions relating to international migration and migrants abroad. These include for example:

- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families of 1990 (EN). Ratified by Mali on 5 June 2003²⁶
- ECOWAS Protocol on Free Movement of Persons, Right of Residence and Establishment of 1979 (EN)
- ECOWAS Protocol on the Definition of Community Citizens of 1982 (EN)
- Cotonou Agreement of 2000 (EN)

²⁶ http://portal.unesco.org/shs/en/ev.php-URL_ID=3693&URL_DO=DO_TOPIC&URL_SECTION=201.html, accessed on 05.02.10

2.1.3 Bilateral Migration Agreements

To provide a legal framework for Malian citizens abroad, Mali has signed bilateral agreements on social security with various countries. These include *inter alia*²⁷:

Africa	Europe	North America
<ul style="list-style-type: none"> ▪ Burkina Faso ▪ Cameroon ▪ Côte d'Ivoire ▪ Guinea Conakry ▪ Mauretania ▪ Senegal ▪ Togo 	<ul style="list-style-type: none"> ▪ France ▪ Spain 	<ul style="list-style-type: none"> ▪ USA

²⁷ Answer to joint ICMPD-IOM Questionnaire from the Malian Ministry of Foreign Affairs and International Cooperation; and 'Guide du Malien de l'Extérieur' of the Ministry of Foreign Affairs and International Cooperation and the Ministry of Malians Abroad and African Integration

2.2 Involved Stakeholders

2.2.1 Main National Institutions Charged with Emigrant Communities

Ministry for Malians Abroad and African Integration - Directorate General for Malians Abroad

The Directorate General for Malians Abroad (DGME) was created by the national decree No. 00-046/P-RM of 2000²⁸. In 2004, the DGME was elevated to full ministry status dedicated to Malians abroad and became the Ministry for Malians Abroad and African Integration (FR)²⁹. The original structure of the Directorate General for Malians Abroad was, however, preserved within the ministry at sub-ministry level, alongside a second directorate: The Directorate General for African Integration³⁰.

The DGME of the Ministry for Malians Abroad and African Integration has the following **objectives** (unofficial translation)³¹:

- 1) To ensure the protection of Malian citizens residing abroad on a temporary or permanent basis;
- 2) To initiate, coordinate and monitor activities aimed to assist in the return of Malian migrants;
- 3) To facilitate the creation of a favourable environment, which encourages the participation of Malians abroad in the economic and social development of the country;
- 4) To promote and coordinate activities of consular missions relating to Malians abroad; and
- 5) To ensure the implementation of agreements and treaties pertaining to the movement of persons and goods.

The decree No. 00-611/P-RM of 2000 defines the organisational structure of the DGME³². It is structured into the following sub-divisions³³:

- Office for Migration Statistics and Forecasting: Tasked with undertaking research on international migration from Mali, analysing statistical data and conducting a census of Malians working in international organisations.
- Department of Consular Affairs: Responsible for coordinating initiatives and activities relating to Malians abroad with the diplomatic and consular missions of Mali.
- Department for Economic Promotion and Reintegration of Malians Abroad: Charged with coordinating return programmes offered to Malians abroad by international organisations

²⁸ Dovelyn Rannveig, Aguinas, 2009, Closing the Distance – How Governments Strengthen Ties with Their Diaspora

²⁹ Ibid.

³⁰ Ibid.

³¹ <http://www.mmeia.gov.ml/dgme.php>, accessed on 02.02.10

³² Dovelyn Rannveig, Aguinas, 2009, Closing the Distance – How Governments Strengthen Ties with Their Diaspora

³³ Ibid.

and destination countries, with the aim to create favourable conditions that encourage Malians abroad to contribute to the socio-economic development of Mali.

Table 2.1 - Mali: Ministry for Malians Abroad and African Integration	
Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities*
1) Internet website of the <u>Ministry for Malians Abroad and African Integration</u> (FR);	'Premier Forum des Investisseurs de la Diaspora Malienne' (FIDIMA) (FR), 11-13 December 2009, Bamako.
2) Visits of delegations and/or single representatives from the <u>Ministry for Malians Abroad and African Integration</u> (FR) to destination countries where main emigrant communities reside;	Opening of Welcoming, Information and Orientation Offices (' <i>Bureaux d'accueil, d'information et d'orientation</i> ') at main entry and transit points for Malians abroad to Mali.
3) Information and awareness raising campaigns targeting emigrant communities;	Publication of a <u>Guide for Malians Abroad</u> (FR) (' <i>Guide de Malien d l'Extérieur</i> ') Publication of a <u>Directory of Scientific and Intellectual Malian Emigrant Community</u> (FR) (' <i>Répertoire de la Diaspora Scientifique et Intellectuelle du Mali</i> ' (RDSIM)) (March 2009)
4) Liaising with Migrant Associations in destination countries;	
5) Emigrant Community Knowledge Networks;	
6) ICTs; etc.	
Outreach Channels through Other National Institutions	Other Activities Relating to Emigrant Communities
1) The High Council for Malians Abroad (HCME) and its subsequent national councils in destination countries (see below for further information);	Coordination with UNDP and the European Commission for support to the second phase of the <u>TOKTEN Programme for Mali</u> (FR) (2009-2012)
2) Malian Embassies and Consulates abroad; etc.	Coordination with the European Commission for support to the establishment of the Centre for Migration Information and Management (' <i>Centre d'Information et de Gestion des Migrations</i> ' (CIGEM)) (FR) Coordination with national institutions for support to the renewal of The High Council for Malians Abroad (HCME) (2004) Guidance and support to the bi-annual <u>Mali Symposium on Applied Sciences (MSAS)</u> (EN) organised by migrant scientists residing abroad. The upcoming MSAS is foreseen to take place on 1-7 August 2010 in Bamako.
NB: This list is not exhaustive	
* Further details on initiatives under Chapter 2.3: Institutional Practices	
Sources: Answer to joint ICMPD-IOM Questionnaire from the Malian Ministry of Foreign Affairs and International Cooperation; Dovelyn Rannveig, Aguinas, 2009, <u>Closing the Distance – How Governments Strengthen Ties with Their Diaspora</u> ; and Internet website of the <u>Ministry for Malians Abroad and African Integration</u>	

The High Council for Malians Abroad (HCME)

The High Council for Malians Abroad (HCME) was formally created by Law No. 0764/MAT-DNAT of 1993³⁴. In 2004, the HCME was renewed through the promulgation of Law. No. 04-038/AN-RM of 2004, enacted to define the status and competencies of the HCME³⁵. Its **aims** are as follows³⁶:

- 1) To represent Malians abroad at national forums and institutions;
- 2) To assemble Malian emigrants residing abroad irrespective of their region of origin, ethnicity, religion, social status, sex and profession;
- 3) To promote unity and solidarity among Malians abroad;
- 4) To encourage their contribution to the economic, environmental, social, cultural and athletic development in Mali; and
- 5) To promote peace and integration between peoples.

The HCME has a federative structure and is composed of elected representatives from national councils known as '*Conseil des Maliens de l'Extérieur*' (CME) in 63 countries of destination³⁷. Each of the CMEs is composed of associations, civil-society groups and national federations existing in the respective countries of destination³⁸. In order to participate in a CME, associations have to be registered at the Malian embassy or council in their country (or the embassy or council that has that jurisdiction over their country)³⁹.

Article 1 of the Status of The High Council for Malians Abroad elaborates on HCME's structure (unofficial translation): '*The High Council of Malians Abroad is a consultative agency of associative, apolitical, secular, non-discriminatory and non-profit character [...] It is composed of associations, friends, networks of associations or friend, existing in the countries of residence and registered at the Diplomatic Missions and Consulates of Mali.*'

The HCME is a well structured institution⁴⁰. In addition to its Head Office in Bamako and representations in 63 countries, each CME is composed of 17 members, thus totalling to more than 1,000 CME members present in destination countries⁴¹. Officially, the HCME is the **primary interlocutor for the Government of Mali for all questions relating to the Malian emigrant community**⁴².

³⁴ Dovelyn Rannveig, Aguinas, 2009, Closing the Distance – How Governments Strengthen Ties with Their Diaspora

³⁵ Ibid.

³⁶ Status of The High Council for Malians Abroad

³⁷ Dovelyn Rannveig, Aguinas, 2009, Closing the Distance – How Governments Strengthen Ties with Their Diaspora; and Interview with The High Council for Malians Abroad (HCME)

³⁸ Ibid.

³⁹ Ibid.

⁴⁰ Merabet, Omar; Gendreau, Francis; Janvier 2007, Les questions migratoires au Mali – Valeurs, Sens et Contresens

⁴¹ Ibid.

⁴² Dovelyn Rannveig, Aguinas, 2009, Closing the Distance – How Governments Strengthen Ties with Their Diaspora

Table 2.2 - Mali: The High Council for Malians Abroad (HCME)

Outreach Channels of the HCME	Initiatives Relating to Emigrant Communities*
1) Offices of the CMEs in 63 destination countries; 2) Internet websites of CMEs in destination countries (e.g. ' <u>Conseil des Maliens de l'Extérieur d'Allemagne</u> '); etc.	HCME Conferences: The most recent HCME Conference, the 5 th Conference of the HCME, took place on 13-15 February 2009 in Bamako.
	Regular organisation of cultural activities through offices of CMEs in the respective countries of destination.
	Other Activities Relating to Emigrant Communities Provide institutional support to Malians residing in countries of destination where Malian Embassies and/or Consulates are not present.
NB: This list is not exhaustive	
* Further details on initiatives under Chapter 2.3: Institutional Practices	
Sources: Interview with The High Council for Malians Abroad; Internet website of the <u>Ministry for Malians Abroad and African Integration</u> ; and Internet website of <u>Conseil des Maliens de l'Extérieur d'Allemagne</u>	

Ministry of Foreign Affairs and International Cooperation

With regards to emigrant communities, the Malian Ministry of Foreign Affairs and International Cooperation (FR) through its diplomatic representations and consulates provides orientation, assistance and protection of Malians residing abroad⁴³. Through its embassies and consulates, the Ministry of Foreign Affairs and International Cooperation further provides Malian citizens abroad with a number of services, *inter alia*⁴⁴:

- Provision of information on activities organised in Mali and/or the respective destination country addressing Malians living abroad;
- Provision of information on political and economic developments in Mali;
- Registration of migrants and migrant association;
- Renewal of passports and other documents;
- Authentication of formal documents; and
- Recording of civil events (i.e. birth, death, divorce, marriage).

⁴³ Answer to joint ICMPD-IOM Questionnaire from the Malian Ministry of Foreign Affairs and International Cooperation

⁴⁴ Answer to joint ICMPD-IOM Questionnaire from the Malian Ministry of Foreign Affairs and International Cooperation; <http://ambamali.de>, accessed on 04.02.2010; and Doreen Rannveig, Aguinas, 2009, Closing the Distance – How Governments Strengthen Ties with Their Diaspora

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Table 2.3 - Mali: Ministry of Foreign Affairs and International Cooperation	
Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities
1) Internet website of the <u>Ministry of Foreign Affairs and International Cooperation</u> (FR);	Regular organisation of cultural activities through Embassies and/or Consulates.
2) Malian Embassies and Consulates Abroad;	Other Activities Relating to Emigrant Communities
3) Liaising with Migrant Associations in destination countries; etc.	Information dissemination on investment opportunities and incentives in Mali to potential investors.
NB: This list is not exhaustive	
Sources: Answer to joint ICMPD-IOM Questionnaire from the Malian Ministry of Foreign Affairs and International Cooperation; and http://ambamali.de , accessed on 23.03.10	

2.2.2 Inter-Institutional Coordination

To provide the basis for inter-institutional coordination and dialogue, a Consultation Framework on Migration (*'Cadre de Concertation sur la Migration'*) has been set up in Mali, under which national institutions involved in questions relating to Malian migration convene⁴⁵. The Consultation Framework is headed by the Ministry for Malians Abroad and African Integration⁴⁶. It is divided into the following three sub-groups (unofficial translation)⁴⁷:

- Migration & Development
- Labour Migration
- Reception and Reintegration of Returning Migrants

Other than the Consultation Framework on Migration, no single institutional body with enacted responsibilities to ensure inter-departmental coordination exists in Mali.

2.2.3 Main International Institutions Involved with Emigrant Communities

International institutions involved in matters pertaining to migration in **Mali** are *inter alia*:

- UNDP in Mali (FR)
- The International Organization for Migration (IOM) (EN)

⁴⁵ Interview with the Malian Ministry of Foreign Affairs and International Cooperation; and 'Schema d'Articulation CIGEM-Cadre de Concertation'

⁴⁶ 'Schema d'Articulation CIGEM-Cadre de Concertation'

⁴⁷ Ibid.

Other international stakeholders are:

- The Central Bank of West African States (FR) (*'Banque Centrale des Etats de l'Afrique de l'Ouest'* (BCEAO)) and its National Board for Mali.
- The Delegation of the European Union to the Republic of Mali (FR): Through strategic frameworks such as the Country Strategy Paper (CSP) and National Indicative Programme (NIP) 2008-2013 (FR) of the European Union (EU) for Mali, a mechanism for cooperation is set out between the EU and Mali under the 10th European Development Fund (EDF) (EN), covering the period 2008-2013. The three main thematic areas of the CSP and NPI 2008-2013 for Mali are⁴⁸:
 - 1) Governance;
 - 2) Economic development in the Northern regions and the Niger delta; and
 - 3) General budget support.

In the area of Governance, one main activity relating to migration is the **support to the definition and implementation of a migration policy in Mali**⁴⁹. It is based on the following **objectives** (unofficial translation)⁵⁰:

- To enhance the knowledge of Malian migration flows within the country, to the sub-region as well as towards Europe and the rest of the world;
- To support the development and implementation of an orientation policy for migrants;
- To enhance the development of integration and reintegration capacities of returning migrants; and
- To enhance human, financial and technical capital of emigrant communities.

To implement these objectives, the following main **actions** are foreseen (unofficial translation)⁵¹:

- Capacity building support to the Ministry of Malians Abroad and African Integration and to its information-gathering activities, including the funding of studies aimed to provide a better understanding of migration;

⁴⁸ EC Country Strategy Paper for Mali 2008-2013

⁴⁹ Ibid.

⁵⁰ Ibid.

⁵¹ Ibid.

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- Funding of co-development activities (in coordination with Member States active in the sector); and
- Support to programs which assist the reintegration of returnees.

The above-mentioned actions will build on experience gained in the implementation of CIGEM⁵².

2.2.4 Main Non-Governmental Institutions Involved with Emigrant Communities

There are over 100 non-governmental organisations in Mali that are involved in matters pertaining to migration⁵³. The majority provide assistance to returning migrants through a variety of social services, ranging from health assistance to socio-economic reintegration support⁵⁴. Other areas of involvement of Malian non-governmental organisations are *inter alia* prevention of irregular migration through small scale development projects in rural areas and awareness raising campaigns⁵⁵. Examples of local non-governmental organisations in Mali are:

- Association Malienne pour l'Intégration et le Développement
- Commission des Jeunes pour le Développement

⁵² Ibid.

⁵³ Interview with Association Malienne pour l'Intégration et le Développement and Commission des Jeunes pour le Développement

⁵⁴ Ibid.

⁵⁵ Ibid.

2.3 Institutional Practices

2.3.1 National Institutions

The following examples of initiatives relating to emigrant communities have been introduced by national authorities in Mali, return of investment and migrant skills, as well as outreach and orientation of Malians abroad being the main areas of focus:

Table 2.4 - Mali: Initiatives by National Institutions			
National Institution	Initiative	Cooperation	Aim
<u>Ministry for Malians Abroad and African Integration (FR)</u>	<u>'Premier Forum des Investisseurs de la Diaspora Malienne' (FIDIMA) (FR), 11-13 December 2009, Bamako.</u>	<u>Ministry of Economy, Industry and Trade (FR)</u>	<p>Key objectives (unofficial translation):</p> <ol style="list-style-type: none"> 1) To develop a comprehensive diagnosis of main constraints relating to investments, in order to find rational ways to solve them; 2) To assess the impact of inflows sent from Malians Abroad on the socio-economic development in Mali; 3) To identify potential investors among the Malian emigrant community; 4) To provide institutional mechanisms to facilitate the socio-economic reintegration of Malians abroad; 5) To identify the economic circuits that allow the return of migrant resources; 6) To propose measures that facilitate for emigrants abroad to invest in projects that bring added value to the national development; 7) To share experiences of successful investment projects of migrants; 8) To develop and adopt an entrepreneurial development strategy to encourage return of resources of Malians abroad to their country of origin; 9) To establish a Monitoring Committee tasked to follow-up on the recommendations of the Forum; and 10) To develop an Action Plan for the Monitoring Committee of the Forum.

<u>Ministry for Migrants Abroad and African Integration</u> (FR)	Opening of Welcoming, Information and Orientation Offices (<i>'Bureaux d'accueil, d'information et d'orientation'</i>) at main entry and transit points for Malians abroad to Mali.	N/A	Key objectives (unofficial translation): To respond to the concern of authorities on the need to facilitate the entry and circulation of Malians abroad who return to Mali and who have expressed this need. Welcoming, Information and Orientation Offices can be found at the Airport of Bamako (2003), Train Station of Bamako (2004), Train Station and Airport of Kayes (2005), and Bus Station of Gao (2007). Offices at the Bus Station of Ségou and Mopti are furthermore foreseen to open within short.
<u>Ministry for Migrants Abroad and African Integration</u> (FR)	Publication of a Guide for Malians Abroad (FR) (<i>'Guide de Malien d'Extérieur'</i>)	<u>Ministry of Foreign Affairs and International Cooperation</u> (FR)	Key objectives (unofficial translation): To provide an information guide to Malians seeking to migrate and to Malians already living abroad, that provides answers to their concerns. To provide comprehensive information, the guide is structured around three key elements: departure, stay and return.
<u>Ministry for Migrants Abroad and African Integration</u> (FR)	Publication of a <u>Directory of Scientific and Intellectual Malian Emigrant Community</u> (FR) (<i>'Répertoire de la Diaspora Scientifique et Intellectuelle du Mali'</i> (RDS/MI)) (March 2009)	N/A	Key objectives (unofficial translation): To provide a register of Malians abroad who hold relevant scientific and other academic professions, and who might be interested to return to Mali on a temporary or permanent basis.
<u>The High Council for Migrants Abroad</u> (HCME)	HCME Conferences: The most recent HCME Conference, the 5 th Conference of the HCME (FR), took place on 13-15 February 2009 in Bamako.	<u>Ministry for Migrants Abroad and African Integration</u> (FR)	Key objectives of the 5 th Conference of the HCME (unofficial translation): To renew the apparatus of the HCME as endorsed during the Diaspora Forum in Bamako, Mali on 13-17 October 2003. The main output of the 5 th Conference of the HCME was the adoption of the new apparatus of the HCME and the election of its 21 members.
<p>NB: This list is not exhaustive</p> <p>Sources: Internet website of the <u>Ministry for Migrants Abroad and African Integration</u>; Internet website of <u>'Premier Forum des Investisseurs de la Diaspora Malienne'</u>; <u>'Communiqué du Conseil des Ministres du Mercredi 24 Novembre 2004'</u>; <u>Guide for Malians Abroad</u>; <u>Directory of Scientific and Intellectual Malian Emigrant Community</u>; and http://mali.viki.com/maliens_exterieur/cgi-bin/view_article.pl?id=936, accessed on 09.02.10</p>			

With support from the international community, the Malian Government is furthermore implementing the following key projects relating to return of migrant resources, support to potential migrants and returnees, and support to the Government of Mali for the development of a Malian migration policy:

Table 2.5 - Mali: National Initiatives Implemented with Support from the International Community		
Project	Cooperation	Aim
Centre for Migration Information and Management (' <i>Centre d'Information et de Gestion des Migrations</i> ' (CIGEM)) (FR) (October 2008-October 2010)	Donor: The European Commission (EN) The project is implemented under the supervision of the Ministry for Malians Abroad and African Integration (FR).	Key objectives (unofficial translation): To contribute to the definition and implementation of a migration policy in Mali which reflects national, regional and international dynamics and their developments, putting a particular emphasis on the link between migration and development. The aim is further that CIGEM will become a fully fledged Malian Institution (independent of EC funding) within the Ministry of Malians Abroad and African Integration once the project period ends. The Centre is composed of three services: 1) The Welcoming, Information, Guidance and Support Service: responsible for supporting potential migrants and returnees, by providing information on services offered by the centre, counselling, comprehensive information on the conditions of legal migration and the risks of irregular migration. It is also responsible for establishing a professional profile of migrants as a means to orientate them to employment and vocational training possibilities, etc. 2) The Study, Research, Training and Documentation Service: responsible for supporting the Malian government in enhancing its knowledge of migration by providing information and analyses on national, regional and international migration and employment in Mali and the sub-region. 3) The Operational Support Service: responsible for monitoring and providing support to enhance return of human, technical and financial capital of Malian emigrant communities. This notably includes supporting the TOKTEN programme and its efforts to expand activities to key sectors. Co-development activities will also be provided in coordination and collaboration with initiatives funded by France. Finally, this service will be responsible to support the Government of Mali in formulating recommendations on remittance transfers from Malians abroad.
TOKTEN Programme for Mali (FR) (2009-2012) Follow-up project to TOKTEN Programme 1998-2008 for Mali (FR).	Donor: UNDP (EN) and the European Commission (EN) The project is implemented under the supervision of the Ministry for Malians Abroad and African Integration (FR).	Key objectives (unofficial translation): To provide the possibility to Mali to build on competencies and skills of national expatriates as a means to contribute to the economic and social development in key areas such as education, health, agriculture and Small and Medium Enterprises (SMEs).

NB: This list is not exhaustive

Sources: Internet website of 'Centre d'Information et de Gestion des Migrations (CIGEM)'; and TOKTEN Programme for Mali

In addition to the above-mentioned initiatives, the Government of Mali has put in place multiple institutional support mechanisms targeting Malians abroad. These include mechanism such as:

Table 2.6 - Mali: Institutional Support Mechanisms		
Support Mechanism	Agency/Ministry	Aim
'Guichet Unique' (FR)	Agency for Promotion of Investments (API) (FR) under the Ministry of Economy, Industry and Trade (FR)	Key objectives (unofficial translation): To simplify administrative procedures for business creation, reduce costs and delays in obtaining licenses to practice and apply the Investment Code, and to facilitate reporting formalities to obtain the "Unique National Identification Number" (<i>Numéro Unique d'Identification National</i>) following the creation of the enterprise. Overall, the 'Guichet Unique' is composed of: 1) A business creation service (One-Stop-Shop for Enterprise Creation); and 2) Registration service for issuance of records, licenses, etc. (Guichet Unique for the Authorisation to Practice).
Office of Customs Exemptions and Malians Abroad ('Bureau des Exonérations Douanières et des Maliens de l'Extérieur' (BEMEX))	'Direction Générale des Douanes' (FR) under the Ministry of Economy and Finances (FR)	Key objectives (unofficial translation): To complete and facilitate the formalities of customs clearance on all goods exempted partially or wholly from taxes and duties, etc.
NB: This list is not exhaustive Sources: Internet website of Agency for Promotion of Investments (API); and the Malian Custom Regulations on the Conditions to Import and Export Goods into Malian Territory		

2.3.2 International Institutions and Other Relevant Actors

The following examples of initiatives relating to emigrant communities have been introduced by international institutions and other relevant actors present in Mali:

Table 2.7 - Mali: Initiatives by International Institutions and Other Relevant Actors			
Agency	Initiative	Cooperation	Aim
The European Union (EU) (EN)	'Partenariat pour la gestion des migrations professionnelles' (FR) (1 January 2009 – 31 December 2010)	Government of Benin, Cameroun, Mali and Senegal.	Key objectives: Support Benin, Cameroun, Mali and Senegal to promote and better manage migration of skilled persons between their respective country of origin and European countries of destination, as a means to enhance circular migration.
UNDP in Mali (FR)	EC/UN Joint Migration & Development Initiative in Mali (EN) 2008-2011	UN Country Team in Mali, Delegation of the EU in Mali and the Malian Government.	Key objectives: To support small scale actors to contribute to link migration and development in 16 selected countries of origin. Priority areas: (i) migrant remittances, (ii) migrant communities, (iii) migrants' capacities, and (iv) migrants' rights.
Agence Française de Développement (AFD) (EN)	Establishment of a website on remittance transfer costs in selected countries: www.envoirdargent.org	Selected banks and money transfer operators	Key objectives: To provide persons with information on transfer costs and conditions between France and selected countries, so that these receive the opportunity to choose as freely and as objectively as possible, the financial institution and/or way to transfer their capital according to conditions of safety, speed and cost.
NB: This list is not exhaustive			
Sources: UNDP in Mali; www.envoirdargent.org , accessed on 25.02.10; and 'Partenariat pour la gestion des migrations professionnelles', accessed on 09.03.10			

Main Challenges:

- The Malian Government acknowledges the importance of Migration & Development and plays an active role in encouraging Malians residing abroad to contribute to the socio-economic development of Mali. One obstacle faced is the **lack of comprehensive data** on Malian emigrant communities for a knowledge-based migration policy which Mali aims to develop.
- The Directorate General for Malians Abroad (DGME) of the Ministry of Malians Abroad and African Integration has put in place various activities during recent years in order to enhance the return of migrant resources, enhance outreach and orientation, and provide solutions to administrative challenges faced by Malians abroad. One challenge faced is, however, the **lack of resources** of the DGME, for it to further develop its activities and implement its objectives.
- The establishment of a Consultation Framework on Migration (*'Cadre de Concertation sur la Migration'*) provides the basis for inter-institutional coordination. One challenge faced is, however, **the lack of a permanent institutional body charged with inter-institutional coordination**, as a means to enhance continuous coordination between national institutions involved in matters relating to Malians abroad.

The Moroccan Experience

MTM: A Dialogue in Action

Linking Emigrant Communities for More Development
Inventory of Institutional Capacities and Practices

Joint ICMPD-IOM Project

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1.1 History of Emigration

Morocco has since the 7th century been a country of immigration, emigration and transit¹. Modern emigration from Morocco dates back to the mid 1900's, and is mainly related to the movement of labour migrants to European countries of destination². In the 1960's, the country developed into one of the primary source countries of labour migrants to Europe³. Since the mid 1990's, Morocco has, however, become more of a transit and departing zone for sub-Saharan African migrants and refugees attempting to reach Europe⁴. Overall, modern emigration from Morocco can be divided into four main phases⁵:

- 1960's

First wave of emigration: Mainly composed of low-skilled labour migrants recruited by North-western European countries, following a shortage of low skilled labour and the rapid economic growth in the region after the Second World War. This emigration was regulated through bilateral agreements on the recruitment of "guest workers", signed between Morocco and the former West Germany (1963), France (1963), Belgium (1964) and the Netherlands (1969). Only during the initial years were formal recruitment procedures significantly followed. Many Moroccan migrants instead left without a prearranged work permit to the above European countries with the aim to find work and were regularised at a later point in time⁶. Moroccan labour migrants were typically recruited for work in sectors such as mining, industry, construction and agriculture.

¹ Hamburg Institute of International Economics, February 2009, [Focus Migration: Country Profile of Morocco](#)

² Answer to the Joint ICMPD-IOM Questionnaire by the Ministry Charged with the Moroccan Community Resident Abroad

³ Hamburg Institute of International Economics, February 2009, [Focus Migration: Country Profile of Morocco](#)

⁴ Ibid.

⁵ Answer to the Joint ICMPD-IOM Questionnaire by the Ministry Charged with the Moroccan Community Resident Abroad; [Hamburg Institute of International Economics](#), February 2009, [Focus Migration: Country Profile of Morocco](#); and de Haas, Hein, 2007, [Between the courting and controlling: The Moroccan state and its'emigrants](#). Working paper No 54, Centre on Migration, Policy and Society (COMPAS), University of Oxford

⁶ Many migrants succeeded in obtaining permanent residence papers through legalisation campaigns in the Netherlands (1976), Belgium (1975) and France (1981-1982). Source: [Hamburg Institute of International Economics](#), February 2009, [Focus Migration: Country Profile of Morocco](#)

- 1970's and 1980's **Second wave of emigration:** Dominated by migration of women pursuing family reunification in France, Belgium, the Netherlands and Germany. The development of this type of emigration was mainly a consequence of increased immigration restrictions and decreased demand for low-skilled labour in North-western European countries, following the global economic downturn and depressed oil revenues in 1973. As emigration policies in destination countries restricted re-entry of Moroccan return migrants, many thus ended up staying permanently in Europe. Consequently, Moroccan emigration patterns changed from temporary and/or circular labour migration to permanent settlement. During this period, Morocco also experienced increased political instability following two failed *coups d'état* against King Hassan II (1971 and 1972), resulting in increased migration from Morocco.
- End 1980's and 1990's **Third wave of emigration:** Over this period, the significance of family reunification lost importance and instead marrying a Moroccan migrant in Europe became a way for many Moroccans to emigrate. During this period, Morocco also experienced increased flows of irregular migrants departing from Morocco to Southern Europe, following a raised demand for cheap labour in the agricultural, construction and service sector in Spain and Italy. As a result, Moroccan migratory paths to Europe diversified.
- 1990's till today **Fourth wave of emigration:** Mainly composed of highly skilled migrants departing to the United States of America (USA) and Canada, notably due to significant unemployment among highly skilled persons in Morocco. Since 1995, Morocco also developed into a transit country for irregular migrants from sub-Saharan Africa.

According to the [Hamburg Institute of International Economics](#) (EN) publication [Focus Migration: Country Profile of Morocco](#) (EN), the **Moroccan emigrant community resident in Europe** constitutes the **largest and most dispersed African immigrant population** in the region. Moroccans alone outnumber *all* West African migrants living in Europe⁷. In addition, they form the **second most sizable non-EU immigrant population in Europe** after Turkish migrants⁸.

Factors influencing modern emigration from Morocco are both internal (push) and external (pull). Since the 1960's, emigration from Morocco has mainly been related to labour and financial factors. However, political, social, educational and geographical factors have also played an important role and continue to do so. (Table 1.1)

⁷ [Hamburg Institute of International Economics](#), February 2009, [Focus Migration: Country Profile of Morocco](#)

⁸ Ibid.

Table 1.1 – Morocco: Factors Influencing Moroccan Emigration

Push Factors	
Labour factors	Unemployment*
Economic factors	Vulnerable agricultural sector**
	Lack of economic perspectives***
Political factors	National stimulation of emigration from Berber speaking regions (notably the Rif region) to relieve tribal tensions.
Pull Factors	
Labour factors	Attractive job opportunities
Educational factors	Education/training opportunities
Social factors	Higher degree of social security
	Family reunification
	Migration through marriage with a Moroccan migrant
Geographical factors	Geographical proximity to Europe

* In 2007, 9.5% of the working population in Morocco was unemployed. In comparison with previous years, unemployment of Moroccan labour force is however decreasing. In 2005, 11% of the working population in Morocco was unemployed, whereas in 2000 the rate was 13.6%. (Source: <http://data.un.org/CountryProfile.aspx?crName=Morocco>, accessed on 29.01.10)

** Morocco's agricultural sector accounts for approximately 15% of GDP and employs almost half of the population in the country. Characterised by a semi-arid climate, Morocco's agricultural sector has and continues to be sensitive to climate fluctuations and trade liberalization. (Source: EC Country Strategy Paper 2007-2013 for Morocco)

*** Over the period 2000-2007, 14% of the Moroccan population was estimated to live on less than US\$2 a day. In 2007, Morocco ranked 130 out of 182 countries according to UNDP's Human Development Index (HDI) (Source: [UNDP Human Development Report 2009](#))

NB: This list is not exhaustive

Sources: Khachani, Mohamed, 2004, Les Marocains d'Ailleurs: La gestion migratoire à l'épreuve du Partenariat Euro-Marocain; de Haas, Hein, 2007, [Between the courting and controlling: The Moroccan state and its emigrants](#). Working paper No 54, Centre on Migration, Policy and Society (COMPAS), University of Oxford; and [Hamburg Institute of International Economics](#), February 2009, [Focus Migration: Country Profile of Morocco](#)

1.2 Competent Authorities

Table 1.2 - Morocco: Main National Institutions with Competencies Relevant to Emigrant Communities

Agency	Ministry	Areas of Responsibility
Directorate of Emigrants	<u>Ministry Charged with the Moroccan Community Resident Abroad (MCMRE) (FR)*</u>	Key responsibilities: To develop and implement government policy relating to the Moroccan community resident abroad.

Background

<u>Council of the Moroccan Community Abroad (CCME) (FR)</u> *****	N/A	Key responsibilities: To act as a consultative institution, with the aim to: 1) Evaluate Morocco's policies relating to Moroccans residing abroad and provide recommendations to King Mohammed VI in order to protect emigrants' rights and encourage their participation to the development of Morocco; and 2) Explore migratory challenges and contribute to the establishment of relations between Morocco and countries of destination.
<u>Directorate of Consular and Social Affairs (FR)</u> ***	<u>Ministry of Foreign Affairs and Cooperation (FR)</u> ****	Key responsibilities: 1) Manage consular affairs and protect Moroccans resident abroad; 2) Lead negotiations on agreements pertaining to circulation, social security and labour migration; and 3) Ensure the development of Morocco's external relations within the area of consular and social affairs.
N/A	<u>Ministry of Labour and Professional Education (FR)</u> *****	Key responsibilities: To elaborate, implement and evaluate labour migration policy relating to emigrants and immigrants.
Regional Centre for Investment (CRI)***** (Website available per regional office e.g. <u>CRI in Rabat (FR)</u>)	Ministry of Interior	Key responsibilities: To facilitate foreign investment and the creation of Small and Medium Enterprises (SMEs) in Morocco.
Other Public Institutions with Competencies Relevant to Emigrant Communities		
Agency	Ministry	Areas of Responsibility
<u>Hassan II Foundation for Moroccans Resident Abroad (FR)</u> **	N/A – Headed by Princess Lalla Meryem	Key responsibilities: To work towards maintaining the links Moroccans residing abroad have with their country of origin and help them overcome potential difficulties faced during and after their emigration process.
<p>* Official French title: Ministère Chargé de la Communauté Marocaine Résidant à l'Étranger (MCMRE)</p> <p>** Official French title: La Fondation Hassan II pour les Marocains Résident à l'Étranger</p> <p>*** Official French title: La Direction des Affaires Consulaires et Sociales</p> <p>**** Official French title: Ministère des Affaires Étrangères et de la Coopération</p> <p>***** Official French title: Le Conseil de la Communauté Marocaine à l'Étranger (CCME)</p> <p>***** Official French title: Ministère de l'Emploi et de la Formation Professionnelle</p> <p>***** Official French title: Centre Régional d'Investissement (CRI)</p>		

1.3 Countries of Destination

In 2007, the Moroccan Ministry of Foreign Affairs and Cooperation estimated **3,292,599** Moroccans to reside abroad, representing approximately **10% of Morocco's total population**⁹. The Moroccan population resident abroad is characterised by a significant increase during recent years. In 1993, Moroccans living abroad were estimated to 1,545,036. In comparison with the above statistics from 2007, this represents an overall increase of 113% over a period of 14 years (Table 1.3).

Table 1.3 – Morocco: Estimated Distribution of Moroccan Emigrant Communities in Destination Regions in 1993 and 2007

Regions of Destination	Emigrant Population		
	1993	2007	Increase between 1993 and 2007 (%)
Europe	1,275,567	2,837,654	122
Arab States (North Africa and Middle East)	196,017	281,631	43
Americas	70,000	161,216	130
Africa	2,721	8,061	196
Asia and Oceania	731	4,037	452
Total	1,545,036	3,292,599	113

Sources: La Fondation Hassan II pour les Marocains Résident à l'Étranger, 2007, Marocains de l'Extérieur 2007. Observatoire de la Communauté Marocaine Résidant à l'Étranger; and Ministère Chargé de la Communauté Marocaine Résidant à l'Étranger, 2009, Mobilisation des compétences Marocains Résidant à l'Étranger pour le développement économique et social du Maroc - Eléments d'une stratégie. En coopération avec l'OIM

The **majority reside in European countries** (86.18%), with France being the main destination country (1,131,000)¹⁰. Other important European destinations are Spain, Italy, Belgium, the Netherlands, Germany, the United Kingdom (UK) and Scandinavian countries (Table 1.4)¹¹.

Table 1.4 – Morocco: Estimated Distribution of Moroccan Emigrants in Destination Countries 2007

European Countries of Destination	Number	Arab Countries of Destination	Number
France	1,131,000	Libya	120,000
Spain	547,000	Algeria	80,000
Italy	379,000	Saudi Arabia	28,000
Belgium	285,000	Tunisia	26,000
Netherlands	278,000	United Arab Emirates	13,040
Germany	130,000	Other Arab States	14,591

⁹ La Fondation Hassan II pour les Marocains Résident à l'Étranger, 2007, Marocains de l'Extérieur 2007. Observatoire de la Communauté Marocaine Résidant à l'Étranger

¹⁰ Ibid.

¹¹ Ibid.

Background

Other European Countries	87,654	African Countries of Destination	Number
American Countries of Destination	Number	Côte d'Ivoire	1,971
United States of America	100,000	Senegal	1,900
Canada	60,000	Mauritania	1,653
Other American countries	1,216	South Africa	832
Countries of Destination in Asia and Oceania	Number	Gabon	785
Countries in Asia and Oceania	4,037	Other African Countries	920
NB: This list is not exhaustive			
Sources: La Fondation Hassan II pour les Marocains Résident à l'Étranger, 2007, Marocains de l'Extérieur 2007. Observatoire de la Communauté Marocaine Résident à l'Étranger			

Arab States in North Africa and the Middle East are other key destinations for Moroccan emigrants, with Libya (120,000) and Algeria (80,000) being the most important countries. Other key countries are the Kingdom of Saudi Arabia, Tunisia and the United Arab Emirates¹².

Moroccan emigrants in destination countries are primarily low skilled men, who migrated individually as labour migrants¹³. Since the 1970's, Moroccan women and descendants are, however, increasingly becoming significant groups within Moroccan emigrant communities¹⁴. This is mainly linked to family reunification and marriages of migrants with Moroccan women¹⁵.

1.4 General Characteristics of Emigrant Communities

The Moroccan emigrant community is composed of highly and low skilled migrants. According to the World Bank (EN), 10.3% of Moroccan migrants have a tertiary education¹⁶. In addition, approximately 6.7% of physicians trained in Morocco and 14.9% of nursing staff is estimated to have left the country¹⁷.

The majority of Moroccan emigrants, predominantly labour migrants, are concentrated in European and Arab countries. Moroccan emigrant communities in North America have a different profile than those in European countries¹⁸. They are of smaller size due to the recent emigration to this region, the level of education of these communities is generally higher, and its growth is rapid¹⁹.

¹² Ibid.

¹³ Answer to the Joint ICMPD-IOM Questionnaire by the Ministry Charged with the Moroccan Community Resident Abroad

¹⁴ Ibid.

¹⁵ Hamburg Institute of International Economics, February 2009, Focus Migration: Country Profile of Morocco.

¹⁶ World Bank Migration and Remittances Factbook on Morocco.

¹⁷ Ibid.

¹⁸ Hamburg Institute of International Economics, February 2009, Focus Migration: Country Profile of Morocco

¹⁹ Ibid.

1.5 Estimated Remittance Flows

In recent years, official remittance transfers to Morocco have continuously increased. In 2001, **official remittance transfers** from Moroccan migrants residing abroad amounted to US\$3.2 billion, followed by US\$4.5 billion in 2005 and **US\$5.4 billion in 2006**²⁰. However, the global economic downturn of 2008 resulted in a 4% drop in remittances that same year, and 10% in 2009²¹.

By 2001, official remittance transfers were almost six times higher than official development aid, five times higher than Foreign Direct Investment (FDI), and exceeded national revenues from tourism and the export of agricultural produce and phosphates²². With the increase of remittances during years to follow, Morocco was in 2005 ranked as the **world's fifth largest remittance-receiving developing country** after India, China, Mexico and the Philippines²³. Over the period 2004-2008, almost 67% of remittances came from three European countries: France, Spain and Italy.

The continuous increase of remittances until 2008 can *inter alia* be explained by initiatives put in place by the Moroccan Government in recent years to strengthen the link between Moroccans abroad and their country of origin, and a steady increase of Moroccans returning during summer holidays. For 2006 only, visits by Moroccan migrants and their descendants were estimated at 3 million. This marks a significant increase in comparison to 1993, when 848,000²⁴ Moroccan expatriates visited the country during summer holidays.

Table 1.5 – Morocco: Main Investment Sectors of Moroccans Resident Abroad in 2005

Investment Sector	(%)
Real Estate	35.6
Trade and Commerce	27.4
Agriculture	12.1
Tourism	10.6
Industry	7.5
Other services	5.3
Other	1.5

Sources: Ministère Chargé de la Communauté Marocaine Résidant à l'Etranger, 2009, Mobilisation des compétences Marocains Résidant à l'Etranger pour le développement économique et social du Maroc – Eléments d'une stratégie. En coopération avec l'OIM

According to the National Institute of Statistics and Applied Economy (FR) of Morocco, Moroccans abroad use remittances to invest in various sectors, real estate being the most viable sector (35.6%)²⁵.

²⁰ World Bank Migration and Remittances Factbook on Morocco.

²¹ Speech of Abdellatif Jouahri, Banque El Maghrib, 12 October 2009 - International Conference on the impact of the crisis on Migration

²² de Haas, 2007, The impact of international migration on social and economic development in Moroccan sending regions: a review of the empirical literature. International Migration Insititute (IMI), University of Oxford. Working papers. Paper 3

²³ de Haas, Hein, 2007, Between the courting and controlling: The Moroccan state and its'emigrants. Working paper No 54, Centre on Migration, Policy and Society (COMPAS), University of Oxford

²⁴ This estimate includes entrances via land borders only and does not reflect entrances via air borders

²⁵ Ministère Chargé de la Communauté Marocaine Résidant à l'Etranger, 2009, Mobilisation des compétences Marocains Résidant à l'Etranger pour le développement économique et social du Maroc – Eléments d'une stratégie. En coopération avec l'OIM

Background

Other important sectors are trade and commerce, tourism, agriculture and industry (Table 1.5)²⁶. In addition to remittances used for investment, Moroccan migrants also commonly bring various types of goods back from the country where they reside (e.g. electronics, household devices, furniture, cars, car spare parts, clothes, etc.)²⁷. In 2002, in-kind remittances were estimated to constitute between 30-50% of remittances transfers²⁸.

1.6 Country Specificity

In June 2009, the Moroccan Government promulgated a “*Mutuelle des Marocains à l'Etranger (MUMADE)*” (FR)²⁹. The MUMADE provides a legal framework that ensures medical coverage of Moroccans abroad who have returned temporarily and/or permanently to Morocco from a country of destination for which no bilateral agreement exists³⁰. For further details on this, see Inventory Findings.

²⁶ Ibid.

²⁷ de Haas, 2007, *The impact of international migration on social and economic development in Moroccan sending regions: a review of the empirical literature*. International Migration Insititute (IMI), University of Oxford. Working papers. Paper 3

²⁸ Ibid.

²⁹ http://www.marocainsdumonde.gov.ma/index.php?option=com_content&task=view&id=373&Itemid=20, accessed on 24.02.10

³⁰ Interview with the Ministry of Labour and Professional Education; and “*Mutuelle des Marocains à l'Etranger (MUMADE)*”

2.1 Legislative and Policy Framework pertaining to Emigrant Communities

2.1.1 National Legislation

Law No. 02-03 of 2003 (FR) on the Entry and Residence of Foreigners in Morocco, Emigration and Irregular Immigration (*'La loi relative à l'entrée et au séjour des étrangers au Royaume du Maroc, à l'émigration et l'immigration irrégulières'*), replacing the Law of 8 November 1949 on the Regulation of the Emigration of Moroccan Workers, is the main legal framework in Morocco relating to emigration³¹. The law elaborates on national penal provisions pertaining to irregular immigration and emigration³². Notably, it describes national sanctions against unregistered immigrants and emigrants³³.

Other than Law No. 02-03 of 2003 (FR), a single and comprehensive migration policy in Morocco is yet to be implemented.

Social Security of Moroccans Abroad

In the context of national legislation relating to emigrant communities, the Moroccan Government in June 2009 promulgated Decree No. 286-09 (FR) **'Mutuelle des Marocains à l'Etranger' (MUMADE)**³⁴. The MUMADE provides a legal framework that ensures medical coverage of Moroccan emigrants who have returned temporarily and/or permanently to Morocco from a country of destination for which no bilateral agreement exists³⁵.

Article 1 describes the medical coverage of MUMADE (unofficial translation):

- 1) [...] to cover some costs of medical and surgical treatment [...]
- 2) to cover costs relating to ageing, death, disability and accidents;
- 3) the protection of children and family;
- 4) the moral, intellectual, and physical development of its members through the creation of social activities.

Article 7 further describes persons entitled to this medical coverage (unofficial translation):

- *Moroccans Abroad Investors who reside in Morocco;*
- *Spouses of Moroccans Abroad who reside in Morocco;*

³¹ Di Bartolomeo, Anna; Fakhoury, Tamirace; Perrin, Delphine, 2009, CARIM-Migration Profile Morocco

³² Law No. 02-03 of 2003

³³ Ibid. and Elmadmad, Khadija, 2004, La nouvelle loi marocaine du 11 novembre 2003 relative à l'entrée et au séjour des étrangers au Maroc, et à l'émigration et l'immigration irrégulières, accessed on 22.02.2010

³⁴ http://www.marocainsdumonde.gov.ma/index.php?option=com_content&task=view&id=373&Itemid=20, accessed on 24.02.2010

³⁵ Interview with the Ministry of Labour and Professional Education; and Decree No. 286-09 'Mutuelle des Marocains à l'Etranger' (MUMADE)

Inventory Findings

- *Moroccans Abroad who have returned to Morocco;*
- *Spouses and widows of participating members.*

2.1.1.1 Dual Citizenship

Law No. 1-58-250 of 1958 (FR), as amended in 2007, is the Moroccan Citizenship Law (*'Code de la nationalité marocaine'*). The law defines Moroccan citizens and lays down the procedures to be followed for non-Moroccans to be naturalised. Under the Moroccan Citizenship Law, Moroccan citizens residing abroad have the possibility to hold dual citizenship, and do not lose their citizenship upon the voluntary acquirement of a foreign nationality. Circumstances, however, exist where it is possible that Moroccan citizens, who hold dual citizenship, have to renounce their Moroccan nationality.

Article 19/1 elaborates on these circumstances (unofficial translation): “[...] *A Moroccan adult who voluntarily has acquired a foreign nationality abroad and is required by law to give up his Moroccan nationality.*”

Dual Citizenship Entitlements:

Moroccans who hold dual citizenship enjoy all civic rights³⁶, including the right to vote during national elections. The right of Moroccans abroad to vote was promulgated in 2007 by Law No. 23-06 (FR), amending and supplementing the Electoral Code No. 9-97 of 2003 (FR).

Article 201 of Law No. 23-06 describes the right of Moroccans residing abroad to vote (unofficial translation): *“Moroccans born outside of the territory of the Kingdom and living abroad [...] may present their candidature in the commune on the list on which they are registered.”*

During the national elections in 2007, initiatives by national authorities to actively promote the participation of citizens abroad were, however, limited³⁷.

2.1.1.2 Financial Incentives

Until present, no legal financial incentives in Morocco relating to investment of Moroccans residing abroad is put in place by the Moroccan Government³⁸. Nonetheless, non-legal incentives were initiated in 2009 to support and enhance investments in Morocco by Moroccans living abroad, following the global financial crisis³⁹. These incentives include the following long-term and temporary measures⁴⁰:

- 1) *A state subsidize up to 10% of investment project costs (not less than 1 million dirhams (89,200 EUR) and not more than 5 million dirhams (446,100 EUR)) to any project manager*

³⁶ Answer to joint ICMPD-IOM Questionnaire from the Moroccan Ministry Charged with the Moroccan Community Residing Abroad

³⁷ de Haas, Hein, 2007, *Between the courting and controlling: The Moroccan state and its emigrants*. Working paper No 54, Centre on Migration, Policy and Society (COMPAS), University of Oxford

³⁸ Interview with the Regional Centre for Investment (CRI)

³⁹ Ibid.

⁴⁰ Interview with the World Bank Office in Rabat; and Interview with Bank Al-Maghrib

who transfers at least 25% of the total project budget in form of a foreign currency, and who is granted a bank credit not exceeding 65% of the total project budget.

- 2) *Free of charge money transfers* made by Moroccans abroad through Moroccan banks and their branch offices abroad. This incentive was valid until 31 December 2009.
- 3) *50% reduction of exchange commission* on all external financial transactions, as of June 2009.

2.1.2 International Legislation

As a country with a significant emigration of labour migrants, Morocco has ratified various international conventions relating to international migration and migrants abroad. These include, *inter alia*:

- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families of 1990 (EN). Ratified by Morocco on 21 June 1993⁴¹.

2.1.3 Bilateral Migration Agreements

To provide a legal framework for Moroccan citizens abroad, Morocco has signed bilateral agreements on labour migration and social security with multiple countries. These include⁴²:

Labour Migration Agreements	Social Security Agreements
<ul style="list-style-type: none"> ▪ Belgium, 17 February 1964 ▪ France, 1 June 1963 ▪ Germany, 21 May 1963 ▪ Iraq, 20 May 1981 ▪ Italy, 21 November 2005 ▪ Jordan, 20 April 1983 ▪ Libya, 4 August 1983 ▪ Netherlands, 14 May 1969 ▪ Qatar, 17 May 1981 ▪ Spain, 25 July 2001 ▪ United Arab Emirates, 22 December 1981 	<ul style="list-style-type: none"> ▪ Belgium, 24 June 1968 ▪ Canada, 1 July 1998 ▪ Denmark, 24 April 1982 ▪ France, 9 July 1965 ▪ Germany, 25 March 1981 ▪ Libya, 5 August 1993 ▪ Netherlands, 14 February 1972 ▪ Portugal, 1 July 1998 ▪ Romania, 27 July 1983 ▪ Spain, 8 November 1979 ▪ Sweden, 4 January 1980 ▪ Tunisia, 5 February 1987

⁴¹ http://portal.unesco.org/shs/en/ev.php-URL_ID=3693&URL_DO=DO_TOPIC&URL_SECTION=201.html, accessed on 20.02.2010

⁴² Answer to joint ICMPD-IOM Questionnaire from the Moroccan Ministry Charged with the Moroccan Community Residing Abroad

2.2 Involved Stakeholders

2.2.1 Main National Institutions Charged with Emigrant Communities

Ministry Charged with the Moroccan Community Residing Abroad

The Ministry Charged with the Moroccan Community Residing Abroad (MCMRE) (FR) was created by the National Decree No. 2-91-98 (FR) of 1993⁴³. During the two subsequent years (1993-1995), the MCMRE acted as an independent Ministry. However, over the period 1995-2006, as a consequence of the restructuring of ministries, the MCMRE was incorporated with and put under the responsibility of the Moroccan Ministry of Foreign Affairs and Cooperation (EN). In 2007, an independent ministry was re-established and a new Minister delegated to the Prime Minister was appointed by the National Decree No. 2-07-1390 to deal with the Moroccan community residing abroad.

The legal framework of the MCMRE has remained as described in the National Decree No. 2-91-98 (FR) of 1993 and has not been amended according to its new establishment⁴⁴. The competencies of the MCMRE are further still those stated in the same decree (Article 1). Its **responsibilities** are as follows (unofficial translation)⁴⁵:

- 1) To promote economic, social, cultural and educational action in favour of the Moroccan community residing abroad;
- 2) To contribute to the safeguard of their moral and material interests in their host country and in Morocco;
- 3) To encourage their associational life;
- 4) To follow their migratory movements in order to develop a better knowledge of Moroccan emigration;
- 5) To participate in and monitor international and bilateral agreement negotiations regarding the Moroccan community residing abroad;
- 6) To represent the Moroccan Government at organisations, conferences, international and regional meetings dealing with Moroccans residing abroad; and
- 7) To monitor actions which facilitate the definitive return of Moroccans residing abroad.

⁴³ http://www.marocainsdumonde.gov.ma/index.php?option=com_content&task=view&id=40&Itemid=42, accessed on 03.03.2010

⁴⁴ LISTE - Liaison Information Systems and Tools for Emigration 2008 – IOM and Italian Ministry of Interior

⁴⁵ National Decree No. 2-91-98

The national decree No. 2-91-98 (FR) defines the organisational structure of the MCMRE. The Ministry consists of the *Cabinet of the Minister* and the *Central Administration*. The latter is structured into the following sub-divisions⁴⁶:

- The Secretary-General: Tasked with coordinating the work of the Minister and monitoring the execution of Ministers' decisions.
- Department of Emigrants: Responsible for:
 - Studying Moroccan emigration flows and living conditions of Moroccans abroad;
 - Ensuring the centralisation of information and statistical data related to Moroccans abroad; and
 - Participating in international and bilateral agreement negotiations, conferences and international meetings dealing with Moroccans abroad.
- Department for economic and socio-cultural activities: Charged with:
 - Organising and carrying out social, cultural, educational, artistic and recreational activities related to the Moroccan community abroad, and
 - Informing Moroccans abroad on investment opportunities in Morocco.
- Department for general affairs: Responsible for managing all employees, ensuring the equipment and building maintenance, and preparing and executing the ministry's budget.

Migrant Rights Centre

In addition to the organisational structure of the MCMRE, the Ministry also includes a Migrant Rights Centre (FR) ('*Centre des droits de migrants*'). The Centre has the following **objectives** (unofficial translation)⁴⁷:

- Dissemination of concepts and principles of human rights of migrants;
- Capacity building of non-governmental organisations in the field of migrants' human rights; and
- To create and intensify existing cooperation with international, national and regional organisations dealing with human rights of migrants.

⁴⁶ Ibid.

⁴⁷ http://www.marocainsdumonde.gov.ma/index.php?option=com_content&task=view&id=38&Itemid=44, accessed on 05.03.2010

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Table 2.1 - Morocco: Ministry Charged with the Moroccan Community Residing Abroad

Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities*
1) Internet website of the Ministry Charged with the Moroccan Community Residing Abroad: www.marocainsdumonde.gov.ma (FR); 2) Visits of the Minister Charged with the Moroccan Community Abroad to destination countries where main emigrant communities reside; 3) Migrant Associations Abroad; 4) Emigrant Community Knowledge Networks; 5) Outreach and Information Campaigns; 6) Media; 7) ICTs; etc.	<u>FINCOME: Global Forum of Moroccan Competencies Abroad</u> (FR), 25-26 May 2007, Casablanca.
	Publication of the Study: <i>'La contribution des Marocains Résidant à l'Etranger au développement économique et social du Maroc'</i> (FR) (2009)
	Organisation of the International Conference: <u>The impact of crises on migration</u> (FR) (<i>'L'impact des crises sur la migration'</i>), 12-13 October 2009, Rabat.
	Organisation of the Seminar: Measures taken by the Moroccan Government to promote investments by Moroccans residing abroad in Morocco (<i>'Séminaire sur les mesures prises par le Gouvernement en faveur du développement de l'investissement des Marocains Résidant à l'Etranger en lien avec l'étude sur la stratégie de mobilisation de l'investissement de cette communauté'</i>), 29 January 2010, Rabat.
	Organisation of the "National Day of Moroccans Abroad" on 10 August 2009, under the theme <i>"Associations of Moroccans Residing Abroad: Local Development Actors in Morocco"</i>
	Publication of a Practical Guide for Moroccans Residing Abroad (<i>'Guide Pratique pour les Marocains Résidant à l'Etranger'</i>)
Outreach Channels through Other National Institutions	Other Activities Relating to Emigrant Communities
1) Moroccan Embassies and Consulates Abroad; etc.	Cooperation with GTZ in the organisation of the Conference: <u>Moroccan Competencies in Germany</u> (FR) (<i>'1ère Université d'Automne des Compétences Marocaines à l'Etranger'</i>), 19-22 November 2009, Fes.
	Organisation of cultural weeks in destination cities of Moroccans abroad.
	Capacity building of Migrant Associations' organisational skills as a means to enhance the development, set-up and presentation of project ideas of migrant associations that can contribute to the development of Morocco.
	Training of Trainers of Moroccans abroad - who are members of migrant associations - to enable these to provide language courses in Arabic to descendents of Moroccan migrants.

NB: This list is not exhaustive

* Further details on initiatives under Chapter 2.3: Institutional Practices

Sources: Answer to the ICMPD-IOM Questionnaire from the Ministry Charged with the Moroccan Community Residing Abroad; Interview with the Ministry Charged with the Moroccan Community Residing Abroad; and Internet website of the Ministry Charged with the Moroccan Community Residing Abroad: www.marocainsdumonde.gov.ma

Council of the Moroccan Community Abroad

The Council of the Moroccan Community Abroad (CCME) (FR) was created by Law No. 1-07-208 of 2007 (FR). It was created for an initial period of four years and is in operation since July 2008⁴⁸. The CCME is an independent advisory institution with administrative and financial autonomy. It undertakes its responsibilities according to the following **objectives**⁴⁹:

- To monitor and evaluate Morocco's public policies related to Moroccans residing abroad;
- To ensure the protection of their human rights;
- To encourage the participation of Moroccans abroad in the political, economic, cultural and social development of Morocco;
- To identify possible future problems of Moroccans abroad resulting from emigration;
- To contribute to the establishment of relations between Morocco and host countries' governments, as well as societies of Moroccans abroad.

Moreover, the CCME is mandated to provide bi-annual recommendations to the King of Morocco on the following⁵⁰:

- Preliminary drafts of bills and laws related to emigration issues and Moroccans abroad;
- Policies aimed at enabling Moroccan citizens abroad to remain committed to their Moroccan identity (notably through initiatives such as language courses, religious education and cultural activities);
- Measures to safeguard the rights and interests of Moroccans abroad;
- Means designed to encourage Moroccan citizens abroad to get involved in the development of Morocco; and
- Communication strategies, interaction and cooperation with host countries of Moroccans residing abroad.

The CCME is composed of **two categories of members**⁵¹:

⁴⁸ <http://www.ccme.org.ma/fr/Le-Conseil/Pr%C3%A9sentation/Le-Conseil-de-la-communaut%C3%A9-marocaine-%C3%A0-l-%C3%A9tranger.html>, accessed on 03.03.2010

⁴⁹ Ibid.

⁵⁰ Ibid.; Interview with the Council of the Moroccan Community Abroad (CCME)

⁵¹ http://www.ccme.org.ma/en/images/stories/Council/Presentation/Council_for_the_Moroccan_Community_Abroad_Ang.pdf, accessed on 19.02.2010

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- 1) Deliberative Members: President, the Secretary General and 50 Advisory Board Members; and
- 2) Observer Members: 11 ministries and national institutions.

Deliberative Members:

To determine the areas of competence of the 50 Advisory Board Members, the CCME is structured according to *six working groups*, based on which recommendations to the King of Morocco are elaborated⁵²:

- 1) Citizenship and political participation
- 2) Culture, education and identity
- 3) Gender and new generations
- 4) Administration, user rights and public policies
- 5) Scientific, technical and economic competences
- 6) Cults and religious education

The Advisory Board Members are appointed by the King of Morocco for a 4-year mandate period⁵³. In March 2010, only 37 of the 50 seats of the Advisory Board have been filled⁵⁴. The CCME has received criticism for not adequately representing the Moroccan community residing abroad, as Advisory Board Members are not elected by Moroccans abroad⁵⁵. According to the CCME, the Advisory Board does not represent the dispersion of Moroccans living abroad, but rather the professional expertise existing among Moroccans abroad, based on which Members have been appointed⁵⁶.

⁵² Internet website of CCME: www.ccme.org.ma; and Interview with the Council of the Moroccan Community Abroad (CCME)

⁵³ Interview with the Council of the Moroccan Community Abroad (CCME)

⁵⁴ Ibid.

⁵⁵ Ibid.

⁵⁶ Ibid.

Observer Members:

Ministries		National Institutions
<ul style="list-style-type: none"> Ministry of Justice Ministry of Interior Ministry of Foreign Affairs and Cooperation Ministry of Endowments and Islamic Affairs Ministry of Economy and Finance Ministry of Education, Training and Scientific Research Ministry of Youth and Sports 	<ul style="list-style-type: none"> Ministry of Employment and Professional Education Ministry of Social Development, Family and Solidarity Ministry of Culture Ministry Charged with the Moroccan Community Residing Abroad 	<ul style="list-style-type: none"> High Council of Ulemas (Muslims scholars) Council of Moroccan Ulemas in Europe Hassan II Foundation for Moroccans Residing Abroad Mohammed V Foundation for Solidarity Advisory Council on Human Rights Diwan Al Madhalim (EN) (Ombudsman) Royal Institute of Amazigh Culture.

Table 2.2 - Morocco: Council of the Moroccan Community Abroad (CCME)

Outreach Channels of CCME	Initiatives Relating to Emigrant Communities*
1) Internet website of the Council of the Moroccan Community Abroad (CCME): www.ccme.org.ma (FR); 2) Migrant Associations Abroad; 3) Visits to destination countries where main Moroccan emigrant communities reside. In 2009, the CCME undertook visits to the following countries: Germany, the United States of America (USA) and Canada; etc.	First International Conference of Councils and Institutions of Emigration (FR) (<i>'1ère conférence des conseils de l'émigration'</i>), 3-4 March 2009, Rabat.
	First Conference on Moroccan women from here and elsewhere: Pathways, Challenges and Changes (FR) (<i>'Marocaines d'ici et d'ailleurs: Mutations, défis et trajectoire'</i>), 19-20 December 2008, Marrakech.
	Second Conference on Moroccan women from here and elsewhere: Feminization of migration: International Dynamics and Moroccan Specialties (<i>'Marocaines d'ici et d'ailleurs: Féminisation de la migration: dynamiques internationales et spécificités marocaines'</i>), 18-19 December 2009, Marrakech.
	Organisation of Seminar: Aging in Immigration: What Status and What Care for Older Moroccans? (EN) (<i>'Vieillir dans l'immigration: Quel statut et quel prise en charge des Marocains vieillissants'</i>), 30-31 May 2009, Casablanca.
	Realisation of the Study: Perceptions and attitudes of Moroccans residing abroad towards Morocco (FR) (<i>'Etude auprès de la population marocaine résidant en Europe'</i>) (2009)

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Outreach Channels through Other National Institutions	Other Activities Relating to Emigrant Communities
1) Moroccan Embassies and Consulates Abroad; etc.	<u>Touring Exposition Moroccan Memories in Britain</u> (FR) (September - November 2009 in Tanger, Rabat and Essaouira)
NB: This list is not exhaustive * Further details on initiatives under Chapter 2.3: Institutional Practices Sources: Interview with the Council of the Moroccan Community Abroad; and Internet website of CCME: www.ccme.org.ma	

Ministry of Foreign Affairs and Cooperation – Directorate of Consular and Social Affairs

With regards to emigrant communities, the Directorate of Consular and Social Affairs (FR) of the Ministry for Foreign Affairs and Cooperation (EN) is the main office charged with issues relating to Moroccans abroad. The Directorate of Consular and Social Affairs acts according to the following **responsibilities** (unofficial translation)⁵⁷:

- Treating all consular and social issues related to Moroccans residing abroad and to foreigners in Morocco;
- Ensuring the protection of Moroccan citizens abroad as well as their interests and properties;
- Negotiating bilateral agreements on labour migration and ensuring their implementation;
- Negotiating bilateral agreements on social protection of Moroccans abroad and ensuring their implementation; etc.

Moroccan Embassies and Consulates

Through its diplomatic representation and consulates (FR), the Moroccan Ministry of Foreign Affairs further provides Moroccans abroad with a number of services, *inter alia*⁵⁸:

- Registration in consulates' records;
- Renewal of passports, Electronic National Identity Cards ('*Carte Nationale d'Identité Electronique*') and other documents;
- Authenticating and translation of formal documents;
- Recording civil events (i.e. birth, death, divorce, marriage)
- Application for transfer of pensions; and

⁵⁷ <http://www.maec.gov.ma/en/organigramme/dacs.asp>, accessed on 18.02.2010

⁵⁸ <http://www.consulatdumaroc.ca/francais.htm>, accessed on 04.03.2010

- Repatriation of Moroccans deceased abroad.

To ensure that Moroccan citizens residing abroad are adequately represented, and taking into account the demographic development of the Moroccan emigrant community, the number of diplomatic and consular representations has increased during recent years⁵⁹. In 2008 only, six new consulates were opened in the following cities: Istanbul, Orly, Tarragona, Bilbao, Verona and Dubai⁶⁰.

Table 2.3 - Morocco: Ministry of Foreign Affairs and Cooperation

Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities
1) Internet website of the Ministry of Foreign Affairs and Cooperation: www.maec.gov.ma (FR); 2) Moroccan Embassies and Consulates Abroad; 3) Liaising with Migrant Associations in destination countries; etc.	Regular organisation of cultural activities (e.g. exhibitions of photographs and paintings, book presentations) through Embassies and/or Consulates.
NB: This list is not exhaustive	
Sources: Internet website: www.maec.gov.ma/EN/default.html ; Internet website of the Moroccan Embassy in Spain: www.embajada-marruecos.es ; Internet website of the Moroccan Embassy in Canada: www.ambamaroc.ca	

2.2.2 Other Public Institutions Involved with Emigrant Communities

Hassan II Foundation for Moroccans Residing Abroad

The Hassan II Foundation for Moroccans Residing Abroad (FR) (*'La Fondation Hassan II pour les Marocains Résidant à l'Etranger'*), headed by Princess Lalla Meryem, was created by Law No. 19-89 (FR), promulgated by the Dahir No. 1-90-79 of 1990.

The Foundation holds responsibilities according to the following **objectives** (unofficial translation)⁶¹:

- Contribute to the cost coverage of educational activities relating to the Arabic language, national culture and religious instruction, which is provided to Moroccans abroad, notably their children;
- Construct, acquire and equip, if necessary, schools, socio-cultural centres and vacations for Moroccans residing abroad and their families;
- Organise summer camps and travels to Morocco for Moroccan descendants living abroad;

⁵⁹ Answer to joint ICMPD-IOM Questionnaire from the Moroccan Ministry Charged with the Moroccan Community Residing Abroad

⁶⁰ Ibid.

⁶¹ Law No. 19-89

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- Provide financial assistance to needy Moroccans residing abroad, and which do not have any social security coverage;
- Ensure medical and/or legal assistance to those in need among the Moroccans residing abroad;
- Organise and fund cultural, artistic and sportive activities for the benefit of Moroccans abroad;
- Contribute to the improvement of reception conditions of Moroccans abroad upon their return to Morocco during holidays; and
- Cooperate with public services and associations in any action within the framework of the tasks assigned.

The Foundation's structure comprises one Steering Committee, one Research Unit and six Operational Units, charged with the following tasks (unofficial translation)⁶²:

Steering Committee: Composed of one President Commissioner, 4 Vice Presidents, one Secretary General, one General Treasurer, 2 Deputies and 18 Advisors.

Research Unit:

- Observatory of the Moroccan Community Residing Abroad (FR): Created in partnership with the International Organization for Migration (IOM) (EN), with the aim to collect and analyse data/information relating to Moroccans residing abroad.

Operational Units:

- Education, Cultural Exchange, Sport and Youth: Responsible for organising cultural programmes for descendants of Moroccans abroad to contribute to the safeguard of Moroccan cultural values. The unit is also in charge of providing religious support to Moroccans living abroad.
- Legal Assistance: Tasked with providing legal support to Moroccans abroad in need to defend their interests in Morocco or their country of residence (commonly legal disputes, administrative requests and problems related to the personal status).
- Social Assistance: In charge of providing assistance and support to Moroccans abroad who face social and economic problems in their country of residence.
- Economic Development: Charged with monitoring and evaluating the Moroccan economic environment, informing potential investors about the economic sectors in Morocco and assisting these with their investment projects.

⁶² <http://www.alwatan.ma/html/FHII/presentation.html>, accessed on 20.02.2010

- **Cooperation and Partnership:** Tasked with developing cooperation with governments, non-governmental and international organisations specialised in migration issues in Morocco and countries of residence of Moroccans abroad.
- **Communication:** Responsible for developing internal and external communication strategies for the Hassan II Foundation.

Table 2.4 - Morocco: Hassan II Foundation for Moroccans Residing Abroad	
Outreach Channels of the Hassan II Foundation for Moroccans Residing Abroad	Initiatives Relating to Emigrant Communities*
1) Internet website of the Hassan II Foundation for Moroccans Residing Abroad: www.alwatan.ma (FR); 2) Migrant Associations in destination countries; 3) 32 Social Attachés at Embassy and Consular level in main destination countries; etc.	Organisation of the National Forum: <u>Migration and Regional Development</u> (FR) ('2ème Forum National: La migration et le développement régional'), 6-7 June 2007, Oujda.
	Organisation of the International Seminar: ' <u>Moroccans Residing Abroad, Precariousness and Human Rights</u> ' (FR) ('Marocains Residant à l'Etranger, précarité et droits humains'), 21-22 June 2007, Rabat.
	Organisation of the International Seminar: <u>Financial Transfers of Migrants</u> (FR) ('Remises d'épargne des migrants: expériences et ...'), 19-20 July 2007, Rabat.
	Annual <u>cultural exchanges</u> (FR) in Morocco for descendents of Moroccans abroad (between the age of 9-14) residing in Europe
	Organisation of <u>Arabic courses</u> (FR) in countries of destination
	<u>Sending of "doctors of religion"</u> (FR) to main destination countries during Ramadan to provide knowledge on Ramadan and Muslim cultural values
	Provision of <u>legal assistance</u> (FR) to Moroccan emigrants who e.g. need to defend their rights in Morocco or their country of residence
	Provision of <u>financial support for repatriation</u> (FR) of deceased Moroccans abroad, and for Moroccans living abroad who face social problems
	Provision of <u>investment orientation and assistance in administrative procedures</u> (FR) to Moroccans abroad who would like to invest in Morocco
	Publication of various documents focusing on Moroccans abroad

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Outreach Channels through Other National Institutions	Other Activities Relating to Emigrant Communities
Moroccan Embassies and Consulates Abroad; etc.	The establishment of a system to host Moroccan emigrants upon their return to Morocco during summer holidays: " <i>Operation Marhaba</i> " (FR). This initiative is now, however, taken over by the <u>Mohammed V Foundation for Solidarity</u> (FR). Creation of the satellite TV Channel " <i>Al-Maghribiya</i> " (AR). (Currently under the <u>Ministry of Communication</u> (FR))
NB: This list is not exhaustive * Further details on initiatives under Chapter 2.3: Institutional Practices Sources: Interview with the Hassan II Foundation for Moroccans Residing Abroad; and Internet website of the Hassan II Foundation for Moroccans Residing Abroad: www.alwatan.ma	

2.2.3 Inter-Institutional Coordination

To ensure inter-institutional coordination between national institutions on issues relating to Moroccans abroad, the Ministry Charged with Moroccans Residing Abroad has put in place various **Inter-Departmental Committees** with respective thematic responsibilities⁶³.

One example of a thematic committee is the *Inter-departmental Committee for Education*, of which the following national institutions are **members**⁶⁴:

- Ministry Charged with the Moroccan Community Residing Abroad (lead agency)
- Council of the Moroccan Community Abroad
- The Hassan II Foundation for Moroccans Residing Abroad
- Ministry of Education
- Ministry of Foreign Affairs and Cooperation

This Committee is currently elaborating a reform programme of the existing trainings on Arabic culture and language provided to Moroccans abroad⁶⁵.

In addition, in 2004, an **Observatory** (*Observatoire*) within the Moroccan Ministry of Interior was created, following the proclamation of the Decree No. 2-04-751 of 2004. Its competencies and responsibilities are as follows⁶⁶:

⁶³ IOM Office in Morocco

⁶⁴ Ibid.

⁶⁵ Ibid.

⁶⁶ Decree No. 2-04-751 of 2004

- To contribute to the elaboration of a national policy on migration;
- To provide recommendations on legislation relating to migration;
- To centralise information pertaining to migration;
- Establish a statistical database and ensure that information is kept up-to-date; and
- Undertake studies and research on migratory trends and flows.

Article 3 of the Decree No. 2-04-751 describes the plenary assembly **members** of the Observatory (unofficial translation)⁶⁷:

- | | | |
|---|------------------------------------|---|
| ■ Ministry of Justice | ■ Ministry of National Defence | ■ Directorate General of National Security |
| ■ Ministry of Foreign Affairs and Cooperation | ■ The High Commission for Planning | ■ Directorate General of Customs and Indirect Taxes |
| ■ Ministry of Finance and Privatisation | ■ Royal Navy Inspection | ■ Auxiliary Forces |
| ■ Ministry of Employment and Professional Education | ■ Royal Gendarmerie Head Office | |

2.2.4 Main International Institutions Involved with Emigrant Communities

The International Organization for Migration (IOM) (EN) and its Office in Morocco (FR) constitute one of the main international interlocutors of the Moroccan Government in questions relating to emigration.

Other international institutions involved in matters pertaining to migration in Morocco are *inter alia*:

- UNDP in Morocco (FR)
- International Labour Organisation (ILO) (EN)
- United Nations Economic Commission for Africa (UNECA) (EN)
- League of Arab States (AR), Population Policy and Migration Department
- The Delegation of the European Union to Morocco (FR): Through strategic framework such as the Country Strategy Paper (CSP) 2007-2013 (EN) and National Indicative Programme (NIP) 2007-2010 (FR) of the European Union (EU) for Morocco and the current Action Plan (EN) under the European Neighbourhood Policy (ENP), mechanisms for cooperation are set out between the EU and Morocco. The five cooperation priorities of the CSP 2007-2013 for Morocco are⁶⁸:

⁶⁷ Ibid.

⁶⁸ EC Country Strategy Paper 2007-2010

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- 1) Development of social policies
- 2) Economic modernisation
- 3) Institutional support
- 4) Good governance and human rights
- 5) Environmental protection

The *second* and *fourth* thematic area respectively on economic modernisation, and good governance and human rights, both relate to migration as a cross cutting issue. In the context of economic modernisation, the objective to increase national growth and generate jobs is notably seen as key in regions with a high level of emigration. Under priority four, good governance and human rights, further cooperation between Morocco and the EU on migration is foreseen based upon needs identified by both partners⁶⁹.

2.2.5 Main Non-Governmental Institutions Involved with Emigrant Communities

Numerous non-governmental organisations are present in Morocco. The involvement of these organisations in matters pertaining to migration is vast. Areas of involvement are, inter alia, prevention of irregular migration, notably of young persons, in main sending regions undertaken through cooperation with international non-governmental organisations, policy lobbying, etc.

An example of a non-governmental organisation commonly consulted by the Moroccan Government for development of policy relating to Moroccans abroad is⁷⁰:

- Association Marocain d'Etudes et des Recherches sur les Migration (AMERM) (FR).

⁶⁹ Ibid.

⁷⁰ Interview with 'Association Marocain d'Etudes et des Recherches sur les Migration' (AMERM)

2.3 Institutional Practices

2.3.1 National Institutions

The following examples of initiatives relating to emigrant communities have been introduced by national authorities in Morocco, return of migrant resources and skills, outreach and orientation of Moroccans abroad, migration of women and exchange of practices with other countries of origin being the main areas of focus:

Table 2.5 - Morocco: Initiatives by National Institutions

National Institution	Initiative	Cooperation	Aim
Ministry Charged with the Moroccan Community Residing Abroad (MCMRE) (FR)	FINCOME: <u>Global Forum of Moroccan Competencies Abroad</u> (FR), 25-26 May 2007, Casablanca.	<ul style="list-style-type: none"> - <u>National Initiative for Human Development</u> (FR) - <u>National Centre for Scientific and Technical Research</u> (FR) - <u>National Agency for Promoting Employment and Skills</u> (FR) - <u>General Confederation of Moroccan Enterprises</u> (FR) - <u>Moroccan Association for Research and Development</u> (FR). 	<p>Key objectives (unofficial translation):</p> <ol style="list-style-type: none"> 1) To provide expertise and technical assistance in order to contribute to the development of Morocco; 2) Assist in the implementation and evaluation of socio-economic, scientific, cultural and artistic programs and projects; 3) To promote the transfer of technology and know-how; 4) To promote investment and business partnerships; 5) To promote scientific research; 6) To encourage synergies between local authorities and Moroccans abroad; 7) To strengthen bilateral and multilateral cooperation; and 8) To assist potential investment projects of Moroccans abroad. <p>The main output of FINCOME was the creation of an internet portal, inciting experts of the Moroccan emigrant community to participate in development activities in Morocco.</p>

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<u>MCMIRE</u> (FR)	Publication of the Study: <u>La contribution des Marocains Résidant à l'Etranger au développement économique et social du Maroc</u> (FR) (2009)	- <u>International Organization for Migration (IOM)</u> (EN)	Key objectives: 1) To create favorable conditions for investment by Moroccans abroad in Morocco; 2) To analyse the expertise of Moroccans abroad and elaborate on how to value and promote their expertise; 3) To evaluate the FINCOME internet portal for the exchange of expertise between Morocco and the Moroccans residing abroad; etc. The final study includes concrete recommendations and tools on how to promote and value the exchange of expertise of Moroccans abroad for the development of Morocco and includes an evaluation on the functionality of the internet platform FINCOME with recommendations on how to improve its operational features.
<u>MCMIRE</u> (FR)	Organisation of the International Conference: <u>The impact of crises on migration</u> (FR) (' <u>L'impact des crises sur la migration</u> '), 12-13 October 2009, Rabat.	- <u>International Organization for Migration (IOM)</u> (EN) - <u>Council of the Moroccan Community Abroad (CCME)</u> (FR) - <u>Hassan II Foundation for Moroccans Residing Abroad</u> (FR) - <u>Ministry for Foreign Affairs and Cooperation</u> (FR) - <u>Ministry of Economic and General Affairs</u> (FR) - <u>United Nations Development Programme</u> (EN)	Key objectives (unofficial translation): 1) To study the impact of crises on migration; 2) To strengthen the dialogue and partnership between sending and host countries of migrants as a means to reduce the impacts of crises on emigrants; etc.

<u>MCMRE</u> (FR)	<p>Organisation of the Seminar: <i>‘Les mesures prises par le Gouvernement en faveur du développement de l’investissement des Marocains Résidant à l’Etranger en lien avec l’étude sur la stratégie de mobilisation de l’investissement de cette communauté’, 29 January 2010, Rabat.</i></p>	N/A	<p>Key objective (unofficial translation): To evaluate the measures taken by the Moroccan Government to promote investments by Moroccans abroad in Morocco.</p>
<u>MCMRE</u> (FR)	<p>Organisation of the “National Day of Moroccans Abroad” on 10 August 2009, under the theme “Associations of Moroccans Residing Abroad: Local Development Actors in Morocco”</p>	<ul style="list-style-type: none"> - <u>‘Agence pour la Promotion et le Développement du Nord’</u> (FR) - <u>‘Agence de Développement Social’</u> (FR) - <u>‘L’Initiative Nationale pour le Développement Humain’</u> (FR) 	<p>Key objectives (unofficial translation):</p> <ol style="list-style-type: none"> 1) To provide information on Associations of Moroccans abroad; 2) To encourage Moroccans abroad to participate in these associations; etc.

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<u>MCMRE</u> (FR)	Publication of a Practical Guide for Moroccans Residing Abroad (<i>Guide Pratique pour les Marocains Résidant à l'Etranger</i>)	N/A	<p>Key objective (unofficial translation):</p> <p>To foster the link with Moroccans abroad and encourage their participation in national development, by providing them with information, advice and guidance regarding administrative procedures (e.g. divorce, obtainment of a driving license), tourism and investment opportunities in Morocco. It furthermore includes information on the profile and destination countries of Moroccan emigrant communities, etc.</p> <p>The Guide is available in seven languages: Arabic, Dutch, English, German, French, Italian and Spanish.</p>
<u>Council of the Moroccan Community Abroad</u> (CCME) (FR)	<u>First International Conference of Councils and Institutions of Emigration</u> (FR) (<i>1ère conférence des conseils de l'émigration</i>), 3-4 March 2009, Rabat.	N/A	<p>Key objectives (unofficial translation):</p> <ol style="list-style-type: none"> 1) To get to know institutions targeting nationals living abroad in other countries; 2) To learn from initiatives targeting nationals living abroad in other countries; etc.
<u>CCME</u> (FR)	<u>First Conference on Moroccan women from here and elsewhere: Pathways, Challenges and Changes</u> (FR) (<i>Marocaines d'ici et d'ailleurs: Mutations, défis et trajectoire</i>), 19-20 December 2008, Marrakech.	<ul style="list-style-type: none"> - Association pour la célébration du 1200ème anniversaire de la fondation du Fès - <u>United Nations Development Fund for Women</u> (EN) 	<p>Key objective (unofficial translation):</p> <p>To present and provide a forum for discussion on current dynamics of Moroccan female migration.</p>

CCME (FR)	Second Conference on Moroccan women from here and elsewhere: Feminization of migration: International Dynamics and Moroccan Specialties (<i>Marocaines d'ici et d'ailleurs: Féminisation de la migration: dynamiques internationales et spécificités marocaines</i>), 18-19 December 2009, Marrakech.	N/A	Key objective (unofficial translation): To provide a forum for continued discussion on current dynamics of Moroccan female migration.
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Inventory Findings

CCME (FR)	<p>Organisation of Seminar: Aging in Immigration: <u>What Status and What Care for Older Moroccans?</u> (EN) (<i>'Vieillir dans l'immigration: Quel statut et quel prise en charge des Marocains vieillissants'</i>), 30-31 May 2009, Casablanca.</p>	Moroccan and International Non-Governmental Organisations	<p>Key objective (unofficial translation): To enhance the knowledge and understanding of problems faced by elderly Moroccans abroad; etc.</p>
CCME (FR)	<p>Realisation of the Study: <u>Perceptions and attitudes of Moroccans residing abroad towards Morocco</u> (FR) (<i>'Etude auprès de la population marocaine résidant en Europe'</i>) (2009)</p>	BVA (FR) ('Institut d'Etudes de Marché et d'Opinion Français')	<p>Key objective (unofficial translation): To map out perceptions and attitudes of Moroccans residing in six European countries (France, Spain, Italy, Belgium, the Netherlands and Germany) towards Morocco.</p>
<p>NB: This list is not exhaustive</p> <p>Sources: Internet website of the Ministry Charged with the Moroccan Community Residing Abroad: www.marocainsdumonde.gov.ma; Internet website of the Council of the Moroccan Community Abroad: www.ccme.org.ma; Interview with the Ministry Charged with the Moroccan Community Residing Abroad; and Interview with the Council of the Moroccan Community Abroad</p>			

In addition to the above-mentioned initiatives, the Government of Morocco has also put in place the following institutional support mechanism targeting Moroccans abroad:

Table 2.6 - Morocco: Institutional Support Mechanisms		
Support Mechanism	Agency/Ministry	Aim
Establishment of the Microcredit Bank: Bank Al-Amal (EN)	N/A	Key objective (unofficial translation): To support investment projects by, inter alia, Moroccans abroad in Morocco, by providing the possibility of a bank credit grant to investors (not exceeding 65% of the total project budget of not less than 1 million dirham and not more than 5 dirhams).
Establishment of Overseas Bank Offices of the National Bank 'La Banque Populaire' (FR) in Main Destination Countries of Moroccan emigrant communities	N/A	Key objectives (unofficial translation): 1) To facilitate and enhance investments and remittance transfers of Moroccans abroad; 2) To reduce transfer rates; etc.
Establishment of Foreign Currency Bank Accounts accessible to Moroccans Abroad	Bank Al-Maghrib (EN)	Key objective (unofficial translation): To facilitate and support investments of Moroccans abroad in Morocco.
NB: This list is not exhaustive Sources: Interview with Bank Al-Maghrib; and Internet website of Bank Al-Maghrib		

Besides the above-mentioned initiatives by national institutions, public institutions in Morocco have in addition put in place the following initiatives:

Table 2.7 - Morocco: Initiatives by Public Institutions			
National Institution	Initiative	Cooperation	Aim
<u>Hassan II Foundation for Moroccans Residing Abroad</u> (FR)	Organisation of the National Forum: <u>Migration and Regional Development</u> (FR) ('2ème Forum National: <i>La migration et le développement régional</i> '), 6-7 June 2007, Oujda.	<u>University Mohammed I d'Oujda</u> (FR)	Key objective (unofficial translation): To inform potential investors on the economic future of different regions in Morocco; etc.
<u>Hassan II Foundation for Moroccans Residing Abroad</u> (FR)	Organisation of the International Seminar: <u>Moroccans Residing Abroad, Precariousness and Human Rights</u> (FR) (' <i>Marroccains Résidant à l'Etranger, précarité et droits humains</i> '), 21-22 June 2007, Rabat.	N/A	Key objective (unofficial translation): To call attention to and find feasible measures to assist Moroccans abroad in precarious situations; etc.
<u>Hassan II Foundation for Moroccans Residing Abroad</u> (FR)	Organisation of the International Seminar: <u>Financial Transfers of Migrants</u> (FR) (' <i>Remises d'épargne des migrants: expériences et ...</i> '), 19-20 July 2007, Rabat.	N/A	Key objectives (unofficial translation): 1) To explore and evaluate new transfer technologies; 2) To develop new transfer methods in order to reduce transfer costs and increase the efficiency of transfers; etc.

<u>Hassan II Foundation for Moroccans Residing Abroad</u> (FR)	Annual <u>cultural exchanges</u> (FR) in Morocco for descendants of Moroccans abroad (between the age of 9-14) residing in Europe	N/A	Key objectives (unofficial translation): 1) To introduce Moroccans descendants living abroad to the country of origin of their parents; 2) To foster the national identity of Moroccans descendants residing abroad; etc.
<u>Hassan II Foundation for Moroccans Residing Abroad</u> (FR)	Organisation of Arabic courses (FR) in countries of destination	N/A	Key objective (unofficial translation): To strengthen the link between Moroccans abroad and their national/cultural identity.
<u>Hassan II Foundation for Moroccans Residing Abroad</u> (FR)	<u>Sending of "doctors of religion"</u> (FR) to main destination countries during Ramadan to provide knowledge on Ramadan and Muslim cultural values	N/A	Key objective (unofficial translation): To foster the link between Moroccans abroad and their national/cultural/religious identity.
<u>Hassan II Foundation for Moroccans Residing Abroad</u> (FR)	Provision of <u>legal assistance</u> (FR) for Moroccans residing abroad who e.g. need to defend their rights in Morocco or their country of residence	N/A	Key objective (unofficial translation): To support the protection of rights of Moroccans abroad; etc.

Inventory Findings

<u>Hassan II Foundation for Moroccans Residing Abroad</u> (FR)	Provision of financial support for repatriation (FR) of deceased Moroccans abroad, and for Moroccans living abroad who face social problems	N/A	Key objective (unofficial translation): To provide support to Moroccans abroad in situations of repatriation; etc.
<u>Hassan II Foundation for Moroccans Residing Abroad</u> (FR)	Provision of investment orientation and assistance in administrative procedures (FR) to Moroccans abroad who would like to invest in Morocco	<u>La Banque Populaire</u> (FR)	Key objective (unofficial translation): To support and orientate investments by Moroccans abroad in Morocco.
NB: This list is not exhaustive Sources: Internet website of the Hassan II Foundation for Moroccans Residing Abroad: www.alwatan.ma ; and Interview with the Hassan II Foundation for Moroccans Residing Abroad			

The Moroccan Government also foresees to open a '*Guichet Unique*' within the Regional Investment Centres (CRI) (e.g. Regional Investment Centre in Rabat) under the Moroccan Ministry of Interior⁷¹. Its launch, however, remains to be determined⁷².

⁷¹ Interview with the Bank Al-Maghreb; and Interview with the Regional Investment Centre (CRI) in Rabat

⁷² Ibid.

2.3.3 International Institutions and Other Relevant Actors

The following examples of initiatives relating to emigrant communities have been introduced by international institutions and other relevant actors present in Morocco:

Table 2.8 - Morocco: Initiatives by International Institutions and Other Relevant Actors			
Agency	Initiative	Cooperation	Aim
The International Organization for Migration (IOM) (EN)	Mobilisation of Moroccans Residing Abroad for Morocco (MEDMA) (End date: July 2007)	Donor: The Belgian Cooperation (EN)	Key objective: To undertake a study on the potential of investments in Morocco of Moroccan nationals residing in Belgium or Belgian nationals of Moroccan origin. Output: Study available.

<p><u>Project Mig-resources:</u> (<u>Migration and Return: resources for development</u>) (EN)</p> <p>(First phase: 2006-2007) (Second phase: 2008-2009)</p>	<p><u>Donor: Italian Cooperation</u> (EN)</p> <p>In cooperation with:</p> <ul style="list-style-type: none"> - <u>Centro di Ricerca e Documentazione Febbraio '74 (CERFE)</u> (IT); - Centre d'Etudes et de Recherches Démographiques (CERED); - <u>Hassan II Foundation for Moroccans Residing Abroad</u> (FR). 	<p><u>Key objectives:</u></p> <ol style="list-style-type: none"> 1) To create a more favorable environment for qualified migration between Italy and Morocco; 2) To create the conditions for the successful integration and adequate professional insertion of potential Moroccan migrants before their departure, and of Moroccan immigrants already residing in Italy but who are underemployed with respect to their qualifications; 3) To identify qualified return paths, either temporary or permanent, for Moroccan migrants living in Italy to contribute to the local development and enhance the cooperation between the two countries; 4) To find all the means to improve the use of migrants' remittances for the economic and social development of Morocco; and 5) To collect data about the geographical distribution of the Moroccan emigrant community in Italy aimed at making decentralised cooperation between Italy and Morocco more effective. <p>The main output of the project Mig-resources was:</p> <p><u>Phase 1:</u></p> <ul style="list-style-type: none"> - Creation of a database of relevant actors; - Creation of a website (www.migrationretours.org (FR)); - Identification and training of qualified Moroccan potential migrants to prepare them for an internship in Italy; - Identification and training of Moroccans residing in Italy interested in a project of return; - Study on the utilisation of remittances; - Pilot model on the utilisation of remittances for local investment; etc. <p><u>Phase 2:</u></p> <ul style="list-style-type: none"> - 21 migrants, trained during the first phase, were assisted to obtain an internship in Italy; - 31 migrants, trained during the first phase, were assisted with their project of return; - Cartography of Moroccans residing in Italy based on the region of origin and the region of installation.
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<u>UNDP in Morocco</u> (FR)	<u>EC/UN Joint Migration & Development Initiative in Morocco</u> (EN) 2008-2011	UN Country Team in Morocco, Delegation of the EU in Morocco and the Moroccan Government.	Key objective: To support small scale actors to contribute to link migration and development in 16 selected countries of origin. Priority areas: (i) migrant remittances, (ii) migrant communities, (iii) migrants' capacities, and (iv) migrants' rights.
<u>DFID</u> (EN)	Establishment of a website on remittance transfer costs in selected countries: www.sendmoneyhome.org (EN)	N/A	Key objective: To provide persons with up-to-date comparative information on transfer costs between various countries.
<u>Agence Française de Développement (AFD)</u> (EN)	Establishment of a website on remittance transfer costs in selected countries: www.envoiedargent.org (FR)	<u>Selected banks and money transfer operators</u> (FR)	Key objective: To provide persons with information on transfer costs and conditions between France and selected countries, so that these receive the opportunity to choose as freely and as objectively as possible, the financial institution and/or way to transfer their capital according to conditions of safety, speed and cost.
NB: This list is not exhaustive Source: Internet website of the <u>The International Organization for Migration (IOM)</u> ; and <u>UNDP in Morocco</u> , accessed 27.02.2010			

Inventory Findings

Main Challenges:

- Moroccan Institutions involved in issues relating to Moroccans residing abroad have initiated a wide range of initiatives to foster the link with emigrant communities abroad and enhance return of migrant resources and skills. One challenge faced is, however, the **ensurance of continuous monitoring and evaluation of activities** as a means to avoid fragmentation and/or duplication of initiatives by National and Public Institutions.
- The Moroccan Government has implemented various institutional support mechanisms to facilitate and support investments of Moroccans citizens abroad in Morocco. One challenge faced is, however, the **limited legal financial incentives** to enhance return of remittances into the productive sector of the country.

The Nigerien Experience

MTM: A Dialogue in Action

Linking Emigrant Communities for More Development
Inventory of Institutional Capacities and Practices

Joint ICMPD-IOM Project

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CHAPTER 1

Background

1.1 History of Emigration

Modern emigration from Niger dates back to the 1960's. Mainly related to the movement of labour migrants to neighbouring West African and North African countries, Nigerien emigration is predominantly of seasonal and/or circular character. Overall, modern emigration from Niger can be divided into four main phases¹:

- 1960's **First wave of emigration:** Mainly composed of emigration flows of low skilled labour migrants to coastal West African countries, notably Côte d'Ivoire following labour shortage in the region. These flows are seen to have been a continuation of Nigerien emigration flows directed to Nigerien neighbouring countries prior to and after Niger gained independence in 1960.
- 1970's **Second wave of emigration:** Increased labour migration from Niger to other West African countries (notably Nigeria) as well as to Maghreb states (notably Libya and Algeria), following the oil boom during the 1970's and the subsequent labour demand in oil producing countries. In 1971, Niger moreover became member of the Economic Community of West African States (ECOWAS) (EN), enabling Nigeriens to move freely between member states².
- 1980's **Third wave of emigration:** During the 1980's, depressed oil revenues in Libya, Algeria and Nigeria led to a decrease of Nigerien emigration to these countries. As a consequence of the economic downturn during this period, Niger also experienced a high return of migrants. In the case of Nigeria, about 2 million low skilled West-African migrants were expelled from the country between 1983-1985³.
- 1990's till today **Fourth wave of emigration:** Dominated by refugees seeking asylum in neighbouring countries, following the Nigerien Civil War in the 1990's. Since 1998 and onwards, Nigerien emigration to Europe and Northern America is seen to have increased. In comparison with intra-regional migration, emigration from Niger to Europe, however, remains modest⁴.

¹ de Haas, Hein, 2007, The Myth of invasion. Irregular migration from West Africa to the Maghreb and the European Union - International Migration Institute Research Report

² ECOWAS Treaty and Protocol A/P.1/5/79 relating to Free Movement of Persons, Residence and Establishment

³ de Haas, Hein, 2007, The Myth of invasion. Irregular migration from West Africa to the Maghreb and the European Union - International Migration Institute Research Report

⁴ EC Country Strategy Paper 2008-2013 for Niger

Background

According to the EC Country Strategy Paper 2008-2013 for Niger (FR), modern emigration from Niger is mainly related to environmental, economic and social push and pull factors⁵. In this context, cross-border movements of Nigeriens during notably the dry season are of particular importance and an important livelihood strategy in order to respond to the environmental and economic challenges Niger's population encounters⁶. However, educational and political factors also play an important role (Table 1.1).

Table 1.1 – Niger: Factors Influencing Nigerien Emigration

Push Factors	
Political factors	Armed conflicts*
Economic factors	Lack of economic perspectives**
	Livelihood strategy***
Educational factor	Lack of education/training opportunities
Social factor	Food insecurity
Environmental factors	Draughts and environmental plagues****
	Desertification
	Water shortages*****
Pull Factors	
Political factors	Higher degree of human security
Labour factors	Job opportunities
Educational factors	Education/training opportunities
Social factors	Higher degree of social security
<p>* In February 2007, armed conflicts in the North of Niger (mainly in the region of Agadez) between Government forces and the Tuareg-led opposition movement resurged. (Source: EC Country Strategy Paper 2008-2013 for Niger)</p> <p>** Over the period 2000-2007, 85.6% of the Nigerien population was estimated to live on less than US\$2 a day. In addition, the adult literacy rate was estimated at an average of only 28.7% between 1999 and 2007. In 2004, 84% of the economically active population was employed in the agricultural sector. In 2007, Niger ranked 182 out of 182 countries according to UNDP's Human Development Index (HDI). (Sources: EC Country Strategy Paper 2008-2013 for Niger, <u>Human Development Report 2009</u>)</p> <p>*** Seasonal circular cross-border movements of Nigeriens are an important livelihood strategy and a vital protection against draughts and famines. (Source: Rain, David, 1999, <u>Eaters of the Dry Season. Circular Labour Migration in the West African Sahel</u>, Colorado: Westview Press)</p> <p>**** For example, in 2004, draughts and a plague of locusts caused a food security crisis in Niger. (Source: <u>African Economic Outlook 2005-2006 Country Study Niger</u>)</p> <p>***** In 2005, 41% of Nigeriens living in rural areas and 20% of Niger's urban population had no access to potable water. (Source: EC Country Strategy Paper 2008-2013 for Niger)</p> <p>NB: This list is not exhaustive</p> <p>Sources: <u>EC Country Strategy Paper 2008-2013 for Niger</u>; Sangare, Saadatou A., 2009, <u>Migrations et développement au Niger: Transferts de fonds et des compétences</u>, IOM Office Niger; Guillard, Patrick, 2005, <u>Pauvreté et mobilités circulaires campagnes/villes au Niger</u>, Brève No. 1, Géonconfluences; and Tabapssi, Timothée, 2010, <u>La migration hautement qualifiée au Niger</u>, CARIM Analysis and Synthesis Notes 2010/16</p>	

⁵ Ibid.

⁶ Rain, David, 1999, Eaters of the Dry Season. Circular Labour Migration in the West African Sahel, Colorado: Westview Press

1.2 Competent Authorities

NB: The information presented in this Section reflects information on Main National Institutions with competencies relevant to Emigrant Communities, as gathered by the joint ICMPD-IOM Project Team until 18 February 2010. Following political incidents in Niger, leading to a change of Government, the joint ICMPD-IOM Team has been informed that the Ministry of African Integration and Nigériens Abroad has been superseded by the Ministry of Foreign Affairs, African Integration and Nigériens Abroad. The structure and competencies of this Ministry is yet to be determined. As regards other National Institutions involved in matters relating to Nigériens Abroad, no information is available on possible restructurings.

Table 1.2 - Niger: Main National Institutions with Competencies Relevant to Emigrant Communities		
Agency	Ministry	Areas of Responsibility
Directorate of Nigériens Abroad*	Ministry of African Integration and Nigériens Abroad**	Key responsibility: To foster the link with Nigériens abroad and encourage their active participation in the socio-economic development efforts of Niger; etc.
Legal and Consular Affairs Department***	Ministry of Foreign Affairs and Cooperation****	Key responsibility: To manage consular affairs and provide frameworks for protection of Nigériens residing abroad.
High Council for Nigériens Abroad (HCNE)*****	Ministry of African Integration and Nigériens Abroad oversees operations of the High Council	Key responsibilities: 1) To foster the ties between members of the Nigerien emigrant community; 2) To identify potential investment opportunities in Niger for Nigériens residing abroad; 3) To support the integration of Nigériens in their destination country through cultural and sports activities organised in cooperation with organisations in the destination country and in respect with local customs and traditions; and 4) To encourage the involvement of the Nigerien emigrant community in the socio-economic development of Niger.
<u>Investment Promotion Centre (CPI) (FR)</u> *****	Ministry of Trade and Industry*****	Key responsibility: To promote the general investment environment in Niger and support investors when carrying out their projects.

Background

* Official French title: Direction des Nigériens de l'Extérieur

** Official French title: Ministre de l'Intégration Africaine et des Nigériens à l'Extérieur (MIANE)

*** Official French title: Département des Affaires Juridiques et Consulaires

**** Official French title: Ministère des Affaires Etrangères et de la Coopération

***** Official French title: Haut Conseil des Nigériens de l'Extérieur (HCNE)

***** Official French title: Centre de Promotion des Investissements (CPI)

***** Official French title: Ministère du Commerce et de l'Industrie

1.3 Countries of Destination

According to the World Bank Migration and Remittances Factbook on Niger 2008 (EN), **437,844** Nigeriens were estimated to reside abroad in 2005, representing approximately 3.1% of the total Nigerien population. The **majority of Nigerien emigrants reside in African countries** (93.3%)⁷, with West Africa being the main destination region. The main destination countries are Côte d'Ivoire, Nigeria, Burkina Faso, Benin, Chad and Togo⁸. To a lesser extent Nigerien emigrant communities also exist in Libya and Algeria, notably in the southern hinterland, an isolated region under harsh conditions, unattractive to Algerian and Libyan nationals⁹.

Table 1.3 – Niger: Estimated Distribution of Nigerien Emigrant Communities in Destination Regions in 2008

Regions of Destination	Emigrant Population (%)
Africa	93.3%
Asia	3.0%
Europe	3.0%
North America	0.5%
Latin America & the Caribbean	0.2%
Source: <u>Human Development Report 2009</u>	

Only 3% of the Nigerien emigrant population resides in Europe (Table 1.3). In 2005, 3,391 persons born in Niger were living in France, the main European destination country of Nigerien migrants¹⁰. Other important destination countries in Europe are Italy and Germany¹¹.

Nigerien emigrants are predominantly male migrants. Over 60% of Nigerien emigrants are men¹². However, as a result of the environmental and increasing economic challenges in Niger, female migration has become part of a survival strategy and increasingly gained importance¹³.

⁷ Human Development Report 2009

⁸ Sangare, Saadatou A., 2009, *Migrations et développement au Niger: Transferts de fonds et des compétences*, IOM Office Niger; and de Haas, Hein, 2007, *The Myth of invasion*

⁹ EC Country Strategy Paper 2008-2013 for Niger

¹⁰ United Nations Demographic Yearbook

¹¹ World Bank Migration and Remittances Factbook on Niger 2008

¹² de Haas, Hein, 2007, *The Myth of invasion. Irregular migration from West Africa to the Maghreb and the European Union* - International Migration Institute Research Report

¹³ Adepoju, Aderanti, 2005, *Migration in West Africa*. Paper prepared for the Policy Analysis and Research Programme of the Global Commission on International Migration

1.4 General Characteristics of Emigrant Communities

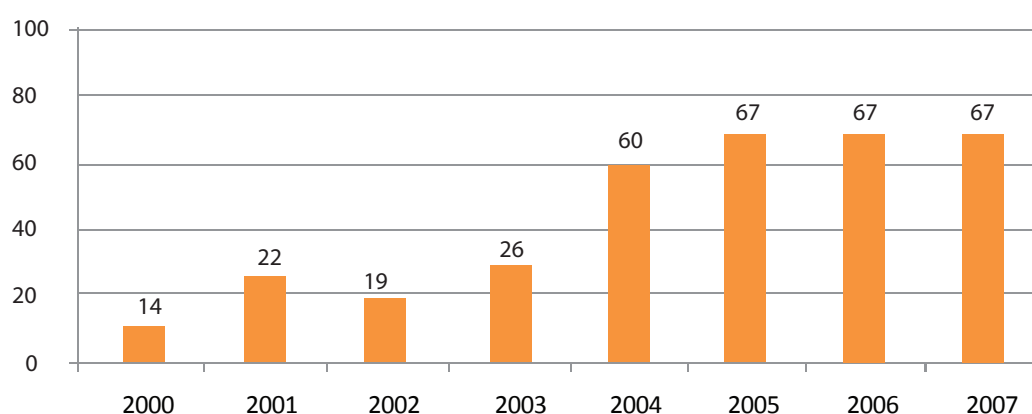
The Nigerien emigrant community is dominated by low skilled, and to a lesser extent, highly skilled migrants. Potential Nigerien candidates for emigration are illiterate persons from rural areas, persons from urban areas and students looking for training opportunities¹⁴. In Europe, a large number of visas issued to Nigerien emigrants, are student visas and visas for commercial purposes. It is estimated, that 80% of Nigeriens with student visas do not return to their home country¹⁵.

Although Niger is one of the least developed countries in the world, emigration rates of highly skilled nationals are increasing¹⁶. According to the World Bank Migration and Remittances Factbook on Niger 2008 (EN), 6.1% of Nigerien migrants have a tertiary education. In addition, approximately 2.4% of nursing staff is estimated to have left the country¹⁷.

1.5 Estimated Remittance Flows

According to the World Bank Migration and Remittances Factbook on Niger 2008 (EN), **official remittance transfers** from Nigerien migrants residing abroad amounted to **US\$67 million** in 2007 (Graph 1.1.), accounting for approximately 1.9% of Niger's GDP and representing the equivalent of 14.4% of official development assistance. Over the period 2005-2007, officially recorded remittances remained at same levels and did not increase¹⁸.

Graph 1.1 - Niger: Inward Remittance Flows 2000-2007



Sources: World Bank Migration and Remittances Factbook on Niger

¹⁴ Sangare, Saadatou A., 2009, Migrations et développement au Niger: Transferts de fonds et des compétences, IOM Office Niger

¹⁵ EC Country Strategy Paper 2008-2013 for Niger

¹⁶ Tabapssi, Timothée, 2010, La migration hautement qualifiée au Niger, CARIM Analysis and Synthesis Notes 2010/16

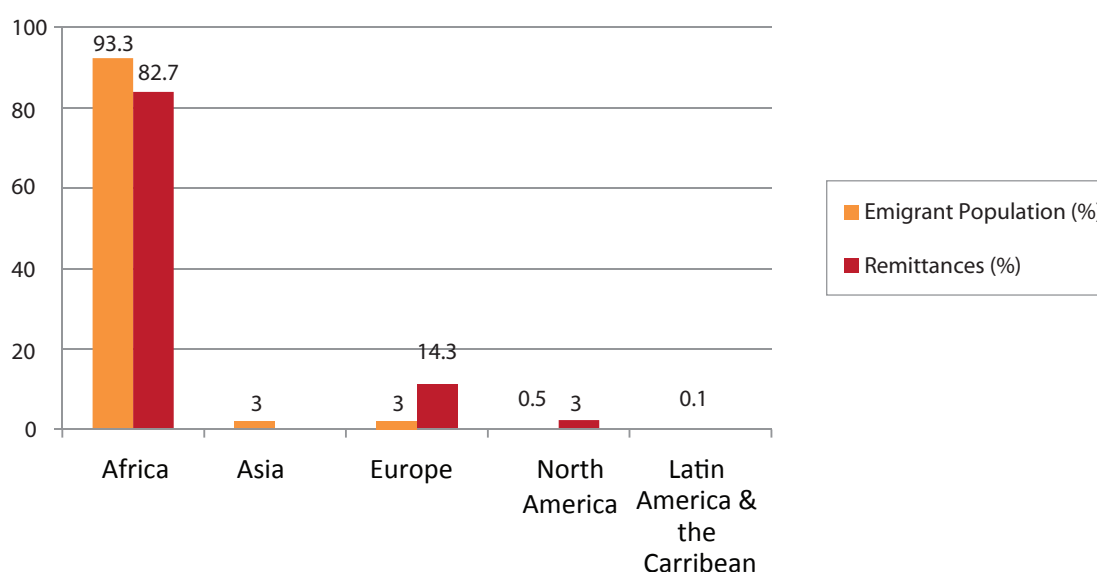
¹⁷ World Bank Migration and Remittances Factbook on Niger 2008

¹⁸ Ibid.

Background

The *largest portion* of remittances to Niger is made up from African countries (82.7%), where Niger's largest emigrant population resides (93.3%)¹⁹. The *second largest portion* is transferred from Nigeriens living in Europe (14.3%), where only 3% of Niger's total emigrant population resides (Graph 1.2)²⁰.

Graph 1.2 - Niger: Estimated Remittance Flows from Destination Countries (%) in Relation to Emigrant Population



NB: Data on remittances from Asia, Latin America and the Caribbean are not available
Sources: UNDP Human Development Report 2009

The main inbound remittances payout institutions in Niger are banks (33%), post offices (18%) and retail businesses (14%)²¹. Nigerien emigrants residing abroad send remittances mainly to support their families. Typically, remittances sent home to families are used to buy food, clothes or other consumption articles, and are to a lesser extent spent on education or health services²².

1.6 Country Specificity (identified prior to occurring political incidents in Niger in February 2010)

With the recent establishment of the Ministry of African Integration and Nigeriens Abroad (MIANE), the Ministry, despite its limited resources, is actively undertaking exploratory missions to main destination countries of Nigerien migrants. The aim of these missions is primarily to gather data on the profile of Nigerien emigrant communities, as a means to provide an information basis for knowledge-based development of a policy framework on migration²³. For further details on this, please see Inventory Chapter.

¹⁹ Human Development Report 2009

²⁰ Ibid.

²¹ IFAD, November 2009, *Sending Money Home to Africa. Remittance Markets, Enabling Environment and Prospects*.

²² Sangare, Saadatou A., 2009, *Migrations et développement au Niger: Transferts de fonds et des compétences*, IOM Office Niger

²³ Interview with the Ministry of African Integration and Nigeriens abroad; Answer of the Ministry of African Integration and Nigeriens Abroad to the joint ICMPD-IOM Discussion Guide of MTM Launching Meeting in the Hague 23-24 2009.

CHAPTER 2 Inventory Findings

2.1 Legislative and Policy Framework pertaining to Emigrant Communities

2.1.1 National Legislation

The Rural Development Strategy of Niger (FR) (*'Stratégie de développement rural du Niger'*) is the main strategic framework in Niger, which includes provisions relating to Nigerien emigrant communities²⁴. It elaborates on the important role migrants' financial resources can play for local development of Niger.

The Action Plan of the Rural Development Strategy (FR) further comprises interventions needed to facilitate and enhance contributions of Nigeriens abroad (unofficial translation)²⁵:

- 1) To inform Nigerien emigrants on investment opportunities in rural areas in Niger;
- 2) To enhance the return of migrants' financial resources through conventions with financial stakeholders (e.g. International Monetary Fund (IMF), Banks);
- 3) To encourage the interaction between migrants and local development actors (e.g. non-governmental organisations, associations, local actors).

As regards the overall context of migration, the Accelerated Development and Poverty Reduction Strategy 2008-2010 (EN) refers to migration in the context of environmental change and urban unemployment²⁶. No reference is, however, made to emigrant communities specifically.

Following the recent establishment of the Ministry of African Integration and Nigeriens Abroad (MIANE), the Ministry, however, aims to develop a policy framework addressing the potential role of migrants in the development and advancement of Niger²⁷. Once put in place, the Ministry further foresees to reflect this policy framework in the Development and Poverty Reduction Strategy²⁸.

2.1.1.1 Dual Citizenship

Law No. 1961-26 of 1961 (EN), as amended by Law No. 1973-10 of 1973 (EN), is the Nigerien Nationality Law (*'Loi déterminant la nationalité nigérienne'*). The law defines Nigerien citizens and lays down the procedures to be followed for non-Nigeriens to be naturalised. Under the Nigerien Nationality Law, Nigerien citizens residing abroad do not have right to hold dual citizenship, and lose their citizenship upon the voluntary acquirement of a foreign nationality.

Article 38 describes the loss of Nigerien nationality upon the voluntary acquisition of a foreign citizenship (unofficial translation):

²⁴ Interview with Ministry of African Integration and Nigeriens Abroad

²⁵ The Action Plan of the Rural Development Strategy; and IOM, 2009, *Migration et développement au Niger: Transfer de Fonds et des Compétences*

²⁶ Jobbins, Michael, 2008, *Migration and Development: Poverty Reduction Strategies*

²⁷ Answer from the Ministry of African Integration and Nigeriens Abroad to the Discussion Guide of the joint ICMPD-IOM Launching Expert Meeting in The Hague 23-24 June 2009

²⁸ Ibid.

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'Any adult of Nigerien nationality who voluntarily acquires a foreign nationality loses his/her Nigerien nationality.'

2.1.1.2 Financial Incentives

Legal frameworks incorporating incentives aimed to encourage the return of financial resources of Nigerien migrants abroad are, *inter alia*:

- The Nigerien Investment Code (FR) (*'Le Code des investissements nigérien'*): It stipulates a series of fiscal and customs incentives granted to investment projects in Niger for a period of five years. Subject to different regulation, three investment regimes can be distinguished (unofficial translation)²⁹:
 - *Regime A*: A promotional regime for investments into projects/enterprises of 25 million francs CFA or above;
 - *Regime B*: A priority regime for investments into projects/enterprises of 50 million francs CFA or above;
 - *Regime C*: A conventional regime for investments into large scale projects/enterprises of at least 2 billion francs CFA.
- The Nigerien Mining Code (FR) and Petroleum Code (FR): It lays out procedures to be followed in order to be granted research and exploitation permits, fiscal incentives for investments in the agricultural, mining, craft, tourism and commercial sector, etc.

2.1.2 International Legislation

As a country with emigration towards notably other West African countries, Niger has, *inter alia*, ratified the following international conventions relating to migration and migrants abroad:

- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families of 1990 (EN) (Ratified by Niger on 18 March 2009³⁰)
- ECOWAS Protocol on Free Movement of Persons, Right of Residence and Establishment of 1979 (EN)
- ECOWAS Protocol on the Definition of Community Citizens of 1982 (EN)
- Cotonou Agreement of 2000 (EN)

2.1.3 Bilateral Migration Agreements

To provide a legal framework for Nigerien citizens abroad, Niger has signed bilateral and multilateral agreements on social security with various countries³¹, including, *inter alia*, Benin, Burkina Faso, France and Côte d'Ivoire³².

²⁹ The Nigerien Investment Code; Internet website of the Nigerien Embassy to Canada www.ambanigeracanada.ca, accessed on 12.03.10

³⁰ http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtidsg_no=IV-13&chapter=4&lang=en, accessed on 10.03.10

³¹ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Public Service and Labour ('Ministère de la Fonction Publique et du Travail')

³² IOM Office in Niger

2.2 Involved Stakeholders

NB: The information presented in this Section reflects information on Main National Institutions with competencies relevant to Emigrant Communities, as gathered by the joint ICMPD-IOM Project Team until 18 February 2010. Following the political incidents in Niger, leading to a change of Government, the joint ICMPD-IOM Team has been informed that the Ministry of African Integration and Nigériens Abroad has been superseded by the Ministry of Foreign Affairs, African Integration and Nigériens Abroad. The structure and competencies of this Ministry is yet to be determined. As regards other National Institutions involved in matters relating to Nigériens Abroad, no information is available on possible restructurings.

2.2.1 Main National Institutions Charged with Emigrant Communities

Ministry of African Integration and Nigériens Abroad

The Ministry of African Integration and Nigériens Abroad (MIANE) (*'Ministère de l'Intégration Africaine et des Nigériens de l'Extérieur'*) was established by Decree No. 2007-216 PRN of 2007³³. The Ministry is the primary national authority charged with questions relating to Nigériens residing abroad³⁴. By reason of its recent establishment, the Ministry of African Integration and Nigériens Abroad is currently in the processes of establishing its administrative structure. Out of eight planned Directorates, the following four have been set up³⁵:

- 1) The Directorate of Nigériens Abroad (*'Direction des Nigériens de l'Extérieur'*);
- 2) The Directorate of African Integration (*'Direction de l'Intégration Africaine'*);
- 3) The Directorate of Finance (*'Direction des Ressources Financières'*);
- 4) The Directorate of Statistics (*'Direction des Statistics'*)

The competencies of the MIANE are stated in Decree No. 207-375 PRN/MIA/NE of 2007. Its **responsibilities** are as follows (unofficial translation)³⁶:

- To promote an investment strategy for Nigériens abroad in Niger;
- To elaborate suggestions and recommendations on matters, which can allow for an enhanced participation of Nigerien migrants in the development process of Niger;
- To promote among Nigériens abroad the creation of Small and Medium Enterprises (SMEs);
- To develop policies, which incite inflow of foreign capital; and

³³ CARIM, 2010, *La migration hautement qualifiée au Niger*

³⁴ Prior to the establishment of the Ministry of African Integration and Nigériens Abroad, emigrant community affairs were under the responsibility of the Ministry of Foreign Affairs and Cooperation. Source: Interview with the Ministry of African Integration and Nigériens Abroad

³⁵ Interview with the Ministry of African Integration and Nigériens Abroad

³⁶ CARIM, 2010, *La migration hautement qualifiée au Niger*

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- To stimulate, in cooperation with other national institutions, the active participation of Nigeriens abroad in the promotion of local commercial products, etc.

Table 2.1 - Niger: Ministry of African Integration and Nigeriens Abroad

Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities*
1) Visits of delegations and/or single representatives from the Ministry of African Integration and Nigeriens Abroad to destination countries where main emigrant communities reside;	Exploratory Missions of the Ministry to Main African Countries of Destination of Nigeriens Abroad
2) Internet website of the <u>TOKTEN programme for Niger</u> (FR). The aim of the Ministry is to create its own website in the near future;	Exploratory Mission of the Ministry to France, an important destination country of Nigeriens Abroad.
3) Information and awareness raising campaigns targeting emigrant communities;	Preparation of a National Census on Migration in cooperation with multiple national and international stakeholders in Niger. The National Census is foreseen to be implemented in 2010.
4) Liaising with migrant associations;	
5) ICTs; etc.	
Outreach Channels through Other National Institutions	Other Activities Relating to Emigrant Communities
1) The High Council for Nigeriens Abroad (HCNE) and its subsequent national councils in destination countries (see below for further information);	Coordination with UNDP for a pilot phase of the <u>TOKTEN Programme for Niger</u> (FR)
	Promotion of the TOKTEN Programme among Nigeriens abroad.
2) Nigerien Embassies and Consulates Abroad; etc.	Coordination with IOM for a pilot project aimed to collect data on the destination countries and on the profile of Nigerien migrants.
NB: This list is not exhaustive	
* Further details on initiatives under Chapter 2.3: Institutional Practices	
Sources: Answer from the Ministry of African Integration and Nigeriens Abroad to the Discussion Guide of the joint ICMPD-IOM Launching Expert Meeting in The Hague 23-24 June 2009; and Interview with Ministry of African Integration and Nigeriens Abroad	

High Council for Nigeriens Abroad

The High Council for Nigeriens Abroad (*'Haut Conseil des Nigériens de l'Extérieur'* (HCNE)) was created in 2004 by Decree No. 33/CN of 1991³⁷. The HCNE was formally under the supervision of the Nigerien Ministry of Foreign Affairs and Cooperation. Since 2007, the HCNE, however, falls under the supervision of the Ministry of African Integration and Nigeriens Abroad.

The HCNE has a federative structure based on a network of HCNE Offices in destination countries of Nigerien migrants. Offices exist in e.g. Benin, Burkina Faso, Cameroon, Côte d'Ivoire, Ghana, Libya,

³⁷ <http://www.nigerdiaspora.info/actualites-du-pays/diaspora/129-07-01-2004-haut-conseil-des-nigens-de-lexteur>, accessed on 12.03.10

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Nigeria, Mali, the Kingdom of Saudi Arabia, Sudan, as well as Belgium, Canada, France, Germany, the UK and the United States of America (USA)³⁸. It undertakes its responsibilities according to the following **objectives**³⁹:

- To foster the ties between members of the Nigerien emigrant community;
- To identify potential investment opportunities in Niger for Nigeriens residing abroad;
- To support the integration of Nigeriens in their destination country through cultural and sports activities organised in cooperation with organisations in the destination country and in respect with local customs and traditions; and
- To encourage the involvement of the Nigerien emigrant community in the socio-economic development of Niger.

Table 2.2 - Niger: High Council for Nigeriens Abroad

Outreach Channels of the HCNE	Initiatives Relating to Emigrant Communities*
1) Offices of the HCNE in Destination Countries; 2) Internet websites of HCNE Offices (e.g. <u>Conseil des Nigériens aux Etats-Unis (EN)</u>); etc.	Provision of Information to Nigeriens Abroad, relating to, inter alia, investment opportunities in Niger and the respective destination country, news, cultural activities, etc.
	Organisation of Cultural and Sports Activities in the respective Destination Country
	Provision of e.g. Integration and Social Support to Nigeriens Residing Abroad
NB: This list is not exhaustive * Further details on initiatives under Chapter 2.3: Institutional Practices Sources: Answer from the Ministry of African Integration and Nigeriens Abroad to the Discussion Guide of the joint ICMPD-IOM Launching Expert Meeting in The Hague 23-24 June 2009; and Interview with Ministry of African Integration and Nigeriens Abroad	

Ministry of Foreign Affairs and Cooperation

In terms of emigrants abroad, the Legal and Consular Affairs Department constitutes the administrative branch of the Nigerien Ministry of Foreign Affairs and Cooperation involved in matter pertaining to Nigeriens abroad⁴⁰. Moreover, through its diplomatic representations and consulates, the Ministry of Foreign Affairs further provides Nigerien citizens abroad with a number of services, *inter alia*⁴¹:

- Information on political and economic developments in Niger;
- Information on investment opportunities;
- Information on migrant association⁴²;

³⁸ Ibid.

³⁹ Council for Nigeriens Abroad in the United States of America, accessed on 10.03.10

⁴⁰ Interview with the Ministry of African Integration and Nigeriens Abroad

⁴¹ Embassy of Niger to Canada www.ambanigeracanada.ca

⁴² E.g. 'Le Rassemblement des Nigériens au Canada': www.nigériens-au-canada.org

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- Tourism information;
- Renewal of passports and other documents;
- Application for issuance of ID documents, birth certificates; etc.

Table 2.3 - Niger: Ministry of Foreign Affairs and Cooperation

Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities
1) Nigerien Embassies and Consulates Abroad; etc.	Regular organisation of cultural activities through Embassies and/or Consulates
	Other Activities Relating to Emigrant Communities
	Information dissemination on investment opportunities in Niger to potential investors
NB: This list is not exhaustive	
Sources: Embassy of Niger to Canada www.ambanigeracanada.ca , accessed on 12.03.10	

2.2.2 Inter-Institutional Coordination

No institution or mechanism responsible for inter-institutional coordination on issues relating to migration and/or emigrant communities exist in Niger⁴³. With regards to policy development, an Inter-Ministerial Committee was, however, established in 2007, charged with elaborating a national policy framework on migration: '*Comité Interministériel chargé de l'élaboration du Document Nationale de Migration*' (DPNM)⁴⁴.

The **objectives** of this Committee are as follows⁴⁵:

- Analyse issues relating to migration in Niger;
- Develop strategic frameworks relating to migration;
- Elaborate a national policy framework on migration;
- Elaborate an action plan for the implementation of the national policy framework on migration; etc.

Its **members** include representatives of the following national institutions⁴⁶:

⁴³ Interview with the Ministry of African Integration and Nigeriens Abroad

⁴⁴ Ibid. and Arrêt No. 235/MI/SP/D du 13 Juillet 2007: Portant création, attributions et composition d'un Comité interministériel chargé de l'élaboration du Document de Politique Nationale de Migration (DPNM)

⁴⁵ Ibid.

⁴⁶ Ibid.

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- | | |
|--|--|
| ■ Ministry of Foreign Affairs | ■ Ministry of Public Service and Labour |
| ■ Ministry of Economy and Finances | ■ Ministry of Justice |
| ■ Ministry of African Integration and Nigeriens Abroad | ■ Ministry of Defence |
| ■ Ministry of Regional and Community Development | ■ National Commission for Human Rights and Freedom |
| ■ Ministry of Population and Social Reforms | ■ Territorial Surveillance Agency |

2.2.3 Main International Institutions Involved with Emigrant Communities

International institutions involved in matters pertaining to migration in Niger are, *inter alia*:

- UNDP in Niger (FR)
- The International Organization for Migration (IOM) (EN)

Other international stakeholders are:

- The Central Bank of West African States (FR) (*'Banque Centrale des Etats de l'Afrique de l'Ouest'* (BCEAO)) and its National Board for Niger.
- The Delegation of the European Union to the Republic of Niger (FR): Through strategic frameworks such as the Country Strategy Paper (CSP) and National Indicative Programme (NIP) 2008-2013 (FR) of the European Union (EU) for Niger, a mechanism for cooperation is set out between the EU and Niger under the 10th European Development Fund (EDF) (EN), covering the period 2008-2013. The main objectives of the CSP and NPI 2008-2013 for Niger are⁴⁷:
 - 1) Reinforce the economic growth in rural zones and improve the regional integration
 - 2) Good Governance, economic and institutional reforms
 - 3) General budget support

2.2.4 Main Non-Governmental Institutions Involved with Emigrant Communities

In terms of research on matters relating to Nigeriens residing abroad, the Research Institute 'Le Laboratoire d'Etudes et de Recherche sur les Dynamiques Sociales et le Développement Local (LASDEL)' (FR) and the University Abdou Moumouni in Niamey (FR) constitute two important academic institutions.

Little information exists on Nigerien non-governmental organisations involved in matters pertaining to emigrant communities⁴⁸. Non-governmental actors engaged in migration are rather involved in counter trafficking issues⁴⁹.

⁴⁷ EC Country Strategy Paper for Niger 2008-2013

⁴⁸ IOM Office in Niger

⁴⁹ Ibid.

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2.3 Institutional Practices

NB: The information presented in this Section reflects information on Initiatives by National and International Institutions gathered by the joint ICMPD-IOM Project Team up until 18 February 2010. Following political incidents in Niger, leading to a change of Government, the joint ICMPD-IOM Team has been informed that the Ministry of African Integration and Nigeriens Abroad has been superseded by the Ministry of Foreign Affairs, African Integration and Nigeriens Abroad. The structure and competencies of this Ministry is yet to be determined. As regards other National Institutions involved in matters relating to Nigeriens Abroad, no information is available on possible restructurings.

2.3.1 National Institutions

The following examples of initiatives relating to emigrant communities have been introduced by national authorities in Niger, data collection, outreach, return of migrant resources and skills being the main areas of focus:

Table 2.4 - Niger: Initiatives by National Institutions

National Institution	Initiative	Cooperation	Aim
Ministry of African Integration and Nigeriens Abroad (MIANE)	Exploratory Missions of the Ministry to Main African Countries of Destination of Nigeriens Abroad	Nigerien Embassies and Consulates	<p>Key objective: To foster the link with Nigeriens residing abroad and gather data on their profile for knowledge-based policy development.</p> <p>In March 2010, the MIANE had undertaken 8 Exploratory Missions: 7 to West African countries (Mali, Côte d'Ivoire, Togo, Benin, Ghana, Burkina Faso and Nigeria) and 1 to Central Africa (Cameroon).</p>

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MIANE	Exploratory Mission of the Ministry to France, an important destination country of Nigeriens Abroad.	N/A	Key objectives: 1) To provide information on investment opportunities and incentives targeting Nigeriens abroad; 2) To promote the UNDP TOKTEN Programme for Niger among Nigerien emigrants; etc.
MIANE	Preparation of a National Census on Migration in cooperation with multiple national and international stakeholders in Niger. The National Census is foreseen to be implemented in 2010.	Multiple National and International Stakeholders	Key objective: To gather data on the Nigerien emigrant community, their profile, geographical distribution, reasons for migration, socio-economic characteristics, etc.
High Council for Nigeriens Abroad (HCNE)	Organisation of Cultural and Social Activities	HCNE Offices Abroad	Key objective: To foster the links among Nigeriens residing abroad and promote cultural linkages with Niger.
Ministry of Commerce and Industry	A "Guide for Investors" in Niger	UNDP in Niger (FR)	Key objective: To present the procedures to be followed when investing in Niger as a means to facilitate investments and attract investors.
<p>NB: This list is not exhaustive</p> <p>Sources: Answer from the Ministry of African Integration and Nigeriens Abroad to the Discussion Guide of the joint ICMPD-IOM Launching Expert Meeting in The Hague 23-24 June 2009; and Interview with Ministry of African Integration and Nigeriens Abroad</p>			

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With support from the international community, the Nigerien Government is furthermore implementing the following key project relating to return of migrant resources:

Table 2.5 - Niger: National Initiatives Implemented with Support from the International Community		
Support Mechanism	Agency/Ministry	Aim
TOKTEN Programme for <u>Niger</u> (FR) (currently being implemented)	Donor: <u>UNDP in Niger</u> (FR) National Partners: <ul style="list-style-type: none"> - Ministry of African Integration and Nigeriens Abroad (MIANE) - <u>University Abdou Moumouni in Niamey</u> (FR) 	Key objective: To contribute to strengthening the human and technical capacity of Niger through knowledge and skills transfer of Nigerien migrants, in order to support Niger's socio-economic development efforts. The pilot project will focus on the education sector.
NB: This list is not exhaustive Sources: Internet website of the <u>TOKTEN Programme for Niger</u>		

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2.3.2 International Institutions and Other Relevant Actors

The following examples of initiatives relating to emigrant communities have been introduced by international institutions present in Niger:

Table 2.6 - Niger: Initiatives by International Institutions and Other Relevant Actors			
Agency	Initiative	Cooperation	Aim
The International Organization for Migration (IOM) (EN)	Pilot Project: Profiling of the Nigerien Abroad	Ministry of African Integration and Nigeriens Abroad (MIANE)	Key objectives: 1) To enhance institutional and technical capacities of national authorities; and 2) To support national authorities in the better utilization of human, technical and financial resources of Nigerien migrants.
	(Foreseen to start in April 2010) Migration Profiles in Selected Countries in West and Central Africa - A Tool for Strategic Policy (Ended in January 2010)	Donors: - <u>European Commission</u> (EN) - Government of Belgium - Government of Switzerland	Key objectives: 1) To strengthen administration capacity of Niger for collection and a better utilization of migration related research and data; 2) To enhance the capacities of the Government of Niger in analysing data and policies within and between selected countries of Western and Central Africa for strategic policy planning by completing the national Migration Profile; 3) To increase the capacity of the Government of Niger, for comprehensive and coherent policy at regional level; etc.
NB: This list is not exhaustive Sources: Internet website of the <u>IOM Office in Niger</u>			

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Main Challenges (identified prior to occurring political incidents in Niger in February 2010):

- The Nigerien Ministry of African Integration and Nigériens Abroad acknowledges the importance of Migration & Development and the potential role that migrants can play for the socio-economic development of Niger. Following the recent establishment of the Ministry, and with internal structures still to be put in place, challenges faced by the Ministry to develop its strategy are the **lack of comprehensive data** on Nigerien emigrant communities and **limited research capacities** to gather data.
- The TOKTEN Programme constitutes a key project currently being implemented in Niger, and is one of the main outreach channels of the Nigerien Ministry of African Integration and Nigériens Abroad. To effectively reach out to Nigériens abroad, the Ministry, however, faces challenges due to the **limited resources** of the Ministry to put in place **multiple communication channels and outreach initiatives, notably through a dedicated website**.
- By not allowing dual citizenship to Nigériens residing abroad who have voluntarily acquired a foreign nationality, Niger faces the challenge of **undermining the efforts** of the Government to strengthen the link with the Nigerien emigrant community and encourage migrants' contribution to the capacity building process of the country.

The Nigerian Experience

MTM: A Dialogue in Action

Linking Emigrant Communities for More Development
Inventory of Institutional Capacities and Practices

Joint ICMPD-IOM Project

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1.1 History of Emigration

Nigerian contemporary emigration is characterised by complex configurations and dynamics similar to most sub-Saharan African countries¹. Being a country of origin, transit and destination, modern migration from Nigeria can be characterised by four distinct phases²:

- From 1914 to the 1960's **The first wave of emigration:** During the colonial and immediate post colonial period, the main migratory movements outside the continent aimed for the United Kingdom (UK), with the main purpose of attending programmes of higher education. These migratory movements continued after Nigeria's independence in 1960. In addition to the UK, the United States of America (USA) gained importance as a destination country, mainly for study, business and work purposes. During periods of civil unrest, many low skilled migrants further moved to other African countries.
- From the 1960's to the 1980's **The second wave of emigration:** Following the oil crisis and a considerable increase in oil revenues, Nigeria turned into a destination country for African migration flows. However, following the decrease in oil prices in the beginning of the 1980's, political instability and rise of civil unrest, Nigeria expelled large numbers of migrants, turning from a net immigration country to a net emigration country. During the same period Nigerians also increasingly started to migrate to countries such as Ghana, Cameroon, Gabon, Botswana and South Africa.
- From the 1980's to the 1990's **The third wave of emigration:** Following civil unrest, many highly skilled Nigerians left due to poor remuneration and human insecurity³. While in the 1960's, Nigerian emigrants commonly returned after completing their studies, the economic downturn in the 80's alongside other factors resulted in an increase of permanent migration from Nigeria⁴.

¹ Adepoju Aderanti Changing Configurations of Migration in Africa Migration Information Source

² de Haas, Hein December, 2006, International migration and national development: Viewpoints and policy initiatives in countries of origin. The case of Nigeria. Working papers Migration and Development series Report 6. A report prepared for Radboud University, Nijmegen and Directorate General for International Cooperation (DGIS), Ministry of Foreign Affairs the Netherlands

³ Answer to the joint ICMPD-IOM Questionnaire from the Special Assistant to the Vice Presidency for Youth, Migration and Humanitarian Services

⁴ Nwajiuba Chinedum, 2005, International migration and livelihoods in southeastern Nigeria Global Migration Perspectives N. 50 Global Commission for International Migration (GCIM) Geneva, Switzerland

Background

- From the 1990's till today

The fourth wave of emigration: In the 1990's, Spain, Italy and Ireland gained importance as destination countries for Nigerians, as did South Africa as of 1994. At the same time, the nature of Nigerian migration movements changed, from predominantly temporary migration to permanent settlement. Due to increasing migratory pressures, contemporary Nigerian emigration to Europe also encompasses large numbers of undocumented migrants, refugees and asylum seekers, groups which more often are exposed to the risk of becoming subject to exploitation and abuse (i.e. victims of trafficking, smuggling, etc.). Highly skilled migration is one main feature of Nigerian international migration and raises concern due to the potential outflow of knowledge⁵. However, the potential of emigrant communities and their contribution to the homeland development reflects inflow of knowledge.

Factors influencing Nigerian emigration are both internal (push) and external (pull). While there are multifaceted reasons for emigrating, economic factors represent some of the leading causes of Nigerian modern migration⁶, as reflected in the table below:

Table 1.1 – Nigeria: Factors Influencing Nigerian Emigration	
Push Factors	
Political factors	Political instability
Economic factors	Deficient living conditions
	Lack of economic perspectives*
	Unemployment**
	Lower wages
	Economic disparities between Nigerian states
Demographic factors	Increasing demographic pressure***
Environmental factors	Human pressure on natural resources, particularly in densely populated states
	Land degradation and rural and agricultural sector desertion
Pull Factors	
Labour factors	Employment opportunities and better remuneration conditions
Social factors	Family reunification
	Education/training opportunities
	Social networks

⁵ The concern over the impacts of loss of skilled persons was raised for instance by national stakeholders (Source: Answer to the joint ICMPD-IOM Questionnaire from the National Commission for Refugees (NCFR))

⁶ Nwajiuba Chinedum, 2005, *International migration and livelihoods in southeastern Nigeria* Global Migration Perspectives N. 50 Global Commission for International Migration (GCIM) Geneva, Switzerland

* Over the period 2000-2007, 83.9% of the Nigerian population was estimated to live on less than US\$2 a day. In 2007, Nigeria ranked 158 out of 182 countries according to UNDP's Human Development Index (HDI). (Sources: [Human Development Report 2009](#))

** According to official figures, unemployment in Nigeria has ranged between 5.3% and 12% in recent years. (Sources: EC Country Strategy Paper for Nigeria 2008-2013)

*** In 2007, the population growth in Nigeria was estimated at 3.2%. (Sources: [EC Country Strategy Paper for Nigeria 2008-2013](#))

NB: This list is not exhaustive

Sources: Nwajiuba Chinedum, 2005, [International migration and livelihoods in southeastern Nigeria](#) Global Migration Perspectives N. 50 Global Commission for International Migration (GCIM) Geneva, Switzerland; de Haas, December 2006, [International migration and national development: Viewpoints and policy initiatives in countries of origin. The case of Nigeria](#). Working papers Migration and Development series Report 6. A report prepared for Radboud University, Nijmegen and Directorate General for International Cooperation (DGIS), Ministry of Foreign Affairs the Netherlands; Answer to joint ICMPD-IOM Questionnaire of the National Commission for Refugees; British High Commission; Delegation of the European Union to the Federal Republic of Nigeria; Federal Ministry of Labour; Special Assistant to the Vice President for Youth, Migration and Humanitarian Services; and the Central Bank of Nigeria

1.2 Competent Authorities

Table 1.2 - Nigeria: National Authorities with Competencies Relevant to Emigrant Communities		
Agency/Appointee	Ministry	Areas of Responsibility
N/A	Ministry of Foreign Affairs (EN)	Key responsibilities: 1) To protect the rights of Nigerians residing abroad; 2) To prepare bilateral agreements pertaining to migration; etc.
Special Assistant to the Vice President on Youth, Migration and Humanitarian Services	Appointed by the President of Nigeria	Key responsibility: To deal with issues pertaining to migration and promote the involvement of emigrant communities into the Nigerian development process, etc.
Nigeria National Volunteer Service (NNVS)	Office of the Secretary to the Government of the Federation	Key responsibilities: 1) To maintain a dialogue with emigrant communities; 2) To mobilise Nigerians abroad for capacity building activities; 3) To liaise with Nigerian diplomatic missions abroad; non-governmental organisations (e.g. NIDO), professional networks and community based organisations, with the aim to involve Nigerian emigrant communities into volunteering activities for national development; etc.
National Commission for Refugees (NCFR)	Under the supervision of the Secretary to the Government of the Federation	Key responsibility: To act as the leading national institution in charge of the overall management and coordination of policy formulation and activities pertaining to migration.
National Planning Commission (EN)	N/A	Key responsibility: To determine and advise the Federal Government on issues pertaining to national development, etc.

Background

National Population Commission	N/A	Key responsibility: To gather and analyse data and statistics on demographic aspects, including migration, notably through the national census.
<u>Nigeria Immigration Service</u> (EN)	Federal Ministry of Internal Affairs	Key responsibilities: 1) To implement laws, policies and regulations pertaining to immigration to and emigration from Nigeria; 2) To issue passports to Nigerians; etc.
N/A	Federal Ministry of Labour and Productivity	Key responsibilities: 1) To formulate, implement, monitor and review policies on terms and conditions of employment and protection of workers; 2) To gather information and undertake studies related to labour policy issues; 3) To coordinate International Labour affairs; 4) To maintain relationship with Local and International organisations dealing with employment, labour, productivity, safety in workplaces and labour migration; etc.
<u>Nigeria Investment Promotion Commission</u> (EN)	N/A	Key responsibilities: To promote, facilitate, and co-ordinate investments in Nigeria.
<u>Committee on Diaspora Affairs</u> (EN)	House of Representatives, National Assembly	Key responsibilities: To foster the link with Nigerians living abroad and strengthen relations between emigrant communities and their country of origin for the purpose of national development.

1.3 Countries of Destination

Nigerian international migrants are mainly located in ECOWAS (EN) countries⁷ such as Ghana, Niger and Côte d'Ivoire. Other African countries attracting Nigerians include Chad, South Africa, Cameroon and Gabon. Outside the African continent, the main destination countries of Nigerians abroad are the USA, the UK, Ireland, Canada, the Kingdom of Saudi Arabia and European Union Member States (notably Italy and Germany). Although the UK represents one of the main receiving countries for Nigerians abroad due to linguistic and colonial ties, Nigerian emigration is characterised by a diversity of destinations.

⁷ ECOWAS Member States are Benin, Burkina Faso, Cape Verde, the Ivory Coast, Gambia, Ghana, Guinea Conakry, Guinea Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, and Togo

Table 1.3 – Nigeria: Estimated Distribution of Nigerian Emigrant Communities in Selected OECD Countries

Year	Country	Emigrant Population
2004	USA	160,000
2001	UK	90,000
2002	Germany	16,183
2002	Ireland	9,225
2003	Netherlands	4,564
2003	Italy	17,000
2004	Belgium	1,636

Sources: de Haas, Hein December (2006) International migration and national development: Viewpoints and policy initiatives in countries of origin. The case of Nigeria. Working papers Migration and Development series Report 6. A report prepared for Radboud University, Nijmegen and Directorate General for International Cooperation (DGIS), Ministry of Foreign Affairs the Netherlands; <http://www.migrationinformation.org>; Hernández-Coss, Raúl and Egwuagu Bun, Chinyere, 2007, The UK-Nigeria Remittances Corridor. Challenges of Embracing Formal Transfer Systems in a Dual Financial Environment, World Bank Working Paper No 92; Black Richard, Ammassari, Mouillesseaux Shannon and Rajkotia Radha, 2004, Migration and Pro-Poor Policy in West Africa Sussex Centre for Migration Research Working Paper C8

The World Bank Paper The UK-Nigeria Remittance Corridor – Challenges of Embracing Formal Transfer Systems in a dual Financial Environment (2007) (EN) estimates that there are 90,000 Nigerians living in the UK⁸. However, this number does not take UK nationals of Nigerian descent and undocumented migrants into account. The majority of Nigerians abroad reside in English-speaking countries. About 55% of Nigerians residing outside of Africa live in the USA and about 10% in the UK⁹. The USA issues approximately 6,000 green cards per year to Nigerians¹⁰. On average, each of these green card holders migrates with up to three dependents¹¹. However, in the last years, Nigerians increasingly migrated to non-English speaking countries, including, inter alia, Germany, Greece, Italy, the Netherlands and Spain. Also South Africa has gained importance as a destination country due to restrictive European immigration policies¹². Table 1.3 provides estimates of Nigerians living in selected OECD countries. It should be highlighted that given gaps on statistics and data on migration, these figures do not provide an exact picture of the volume of Nigerian international migration.

1.4 General Characteristics of Emigrant Communities

With regards to the overall number of Nigerian emigrants, there is a lack of accurate and disaggregated data. However, according to the Nigerian Poverty Reduction Strategy Paper (PRSP) of 2004 (EN) an estimated **2 million** Nigerians, most of them highly skilled, have migrated to Europe and the USA.

⁸ Hernández-Coss, Raúl and Egwuagu Bun, Chinyere, 2007, The UK-Nigeria Remittances Corridor. Challenges of Embracing Formal Transfer Systems in a Dual Financial Environment, World Bank Working Paper No 92.

⁹ Ibid.

¹⁰ Ibid.

¹¹ Ibid.

¹² Ibid.

Background

Although Nigerians abroad may originate from various parts of the country, key areas of origin are the South, South-East, North-Central and South-West regions¹³. The majority of Nigerian migrants in the UK seem to pertain to the ethnic groups of the Ibo from the South-East and the Yoruba from the South-West and, to a lesser extent, to the Edo and Ogoni. The migratory flows of the Muslim population in the north, in particular the Hausa, seem to be directed rather towards the Gulf States¹⁴.

The UK and the USA have a long tradition as destination countries for highly skilled Nigerians, whereas recent Nigerian migrants to continental Europe tend to generally be less skilled. Nigerian labour migration has become increasingly feminine, particularly in the health sector (nurses, doctors, etc.). According to the World Bank (EN), 36.1% of the total of Nigerian emigrants has a tertiary education¹⁵. In addition, approximately, 4.3% of physicians trained in Nigeria and 13.6% of nursing staff is estimated to have left the country¹⁶.

1.5 Estimated Remittance Flows

Nigeria is the largest remittance receiving country in Africa¹⁷. According to the Central Bank of Nigeria (EN), remittance transfers grew from US\$ 1.4 billion in 2002, to US\$ 2.26 billion in 2004, and to US\$ 17.9 billion in 2007¹⁸. However, remittance flows to Nigeria are assumed to be underreported due to data collection deficiencies and the frequent use of informal channels for money transfers. The most common informal way of remitting is to ask a person travelling to Nigeria to bring back money or “in-kind” remittances, such as cars, clothes, telephone cards, etc¹⁹.

Only banks are licensed to disburse remittances in Nigeria²⁰. Cash-to-cash Money Transfer Operators (MTOs) need partnerships with Nigerian banks in order to complete their transactions²¹. Another technology developed by the communication industry is phone card value transfers²².

Remittances represent the second largest source of foreign exchange inflows after oil-export receipts in Nigeria. A study of the Central Bank of Nigeria shows that inward remittances over the period 2004-2005 and in 2007 constituted a major contribution to the national GDP, out-performing traditional capital inflow such as Foreign Direct Investment, Official Development Assistance and Portfolio Investment²³. The above-mentioned study of the Central Bank of Nigeria furthermore describes that **remittances are primarily used for maintenances, payment of school fees, investments and**

¹³ Interview with National Commission for Refugees (NCFR)

¹⁴ de Haas, December 2006, International migration and national development: Viewpoints and policy initiatives in countries of origin. The case of Nigeria. Working papers Migration and Development series Report 6. International Migration Institute (IMI), University of Oxford

¹⁵ <http://siteresources.worldbank.org/INTPROSPECTS/Resources/334934-1199807908806/Nigeria.pdf>, accessed on 26.03.10

¹⁶ Ibid.

¹⁷ Hernández-Coss, Raúl and Egwuagu Bun, Chinyere, 2007, The UK-Nigeria Remittances Corridor. Challenges of Embracing Formal Transfer Systems in a Dual Financial Environment, World Bank Working Paper No 92

¹⁸ Central Bank of Nigeria, 2008, The Remittance Environment in Nigeria Research Department Central Bank of Nigeria, Abuja, Nigeria Occasional Paper N. 33

¹⁹ Hernández-Coss, Raúl and Egwuagu Bun, Chinyere, 2007, The UK-Nigeria Remittances Corridor. Challenges of Embracing Formal Transfer Systems in a Dual Financial Environment, World Bank Working Paper No 92

²⁰ Ibid.

²¹ Ibid.

²² Ibid.

²³ Central Bank of Nigeria (2008) The Remittance Environment in Nigeria Research Department Central Bank of Nigeria, Abuja, Nigeria Occasional Paper N. 33

medical treatments. The commitment to support family members that are financially worse off is an important characteristic of Nigerian culture and the main reason for Nigerian emigrants to remit money to their relatives and friends in Nigeria, which can be used individually or collectively.

Though Nigeria is considered as the primary recipient of international remittances in Africa, there is an unequal distribution of remittances between Nigerian states. Money is mainly remitted to Lagos, which receives 60% of the remittance flows, and Abuja, which receives 15%. Due to more favourable exchange rates in bigger cities, it is common for Nigerians from smaller cities and rural areas to collect the remittances transferred to them from Lagos or Abuja²⁴.

1.6 Country Specificity

Positive political and economic changes have waved hopes for increasing return among Nigerian emigrant communities and their mobilisation towards homeland development²⁵. The fundamental role of Nigerian emigrant communities as far as homeland development is concerned, which is not a novel trait²⁶, has gained increasing attention among national authorities in Nigeria. To stimulate strong linkages between emigrant communities' members, associations and local counterparts, and to strengthen their participation into national development, the Nigerian government in 2000 initiated the "*Presidential Dialogue with Nigerians Abroad*" including various consultations held, notably in the UK and the USA. These dialogues laid the foundations for the establishment of the ***Nigerians in Diaspora Organisation (NIDO)*** (EN), a non-governmental organisation created following the encouragement of the Nigerian Government to put in place a forum for Nigerians living abroad. For further details on this, see Inventory Findings.

²⁴ Ibid.

²⁵ Nigeria National Planning Commission, 2004, quoted by de Haas, 2004

²⁶ Nigerians abroad have longtime contributed to the improvement of the living conditions of families and communities. The commitment of national stakeholders to mobilise nationals abroad and link them with their local counterparts is a recognition of their important role toward the development process. (Source: Answer to the Joint ICMPD-IOM Questionnaire from the Special Assistant to the Vice President of Youth, Migrations and Humanitarian Services, and Nigerian National Volunteer Services (NNVS))

2.1 Legislative and Policy Framework pertaining to Emigrant Communities

2.1.1 National Legislation

Various legislative frameworks relating to migration have been established in Nigeria. Primary national legislation pertaining to migration to and from Nigeria includes, *inter alia*:

- Immigration Act of 1963 (EN): Includes provisions applying to foreign citizens and Nigerian nationals entering or leaving Nigeria.

In the context of a policy framework on migration, the Federal Government of Nigeria has elaborated a ***Draft National Policy on Migration*** and is in the midst of elaborating a ***Draft Policy on Labour Migration*** (For further details on this, see Chapter 2.2.2: Inter-Institutional Coordination):

Draft Policy on Migration

The Draft National Policy on Migration provides:

- A framework addressing the various aspects on Nigerian migration;
- A framework to strengthen the linkages with Nigerians abroad and their contribution to the development of Nigeria; and
- A framework to better integrate migration into the development and poverty reduction agenda of Nigeria.

This draft policy is yet to be brought before the Federal Executive Council of Nigeria²⁷.

Draft Policy on Labour Migration

The Draft Policy on Labour Migration currently being elaborated by the Federal Government of Nigeria is expected to be finalised in the second quarter of 2010²⁸.

2.1.1.1 Dual Citizenship

Dual citizenship is governed by the Constitution of the Federal Republic of Nigeria of 1999 (EN). Under the Constitution, a Nigerian residing abroad has the possibility to hold dual citizenship (Article 28), and does not lose his/her citizenship upon the voluntary acquirement of a foreign nationality, unless he/she is not a Nigerian citizen by birth but has been naturalised in Nigeria²⁹.

²⁷ Answer to the joint ICMPD-IOM Questionnaire from the Special Assistant to the Vice President for Youth, Migration and Humanitarian Services

²⁸ Answer to the joint ICMPD-IOM Questionnaire from the National Commission for Refugees; Delegation of the European Union to the Federal Republic of Nigeria; Special Assistant to the Vice President for Youth, Migration and Humanitarian Services; and IOM Office in Nigeria

²⁹ Constitution of the Federal Republic of Nigeria of 1999

Dual Citizenship Entitlements

Nigerians who hold dual citizenship are not prevented from any form of public service³⁰ and have the rights to take up employment in both the private and public sector.

2.1.1.2 Financial Incentives

Currently, there are no taxation programmes in Nigeria targeted at Nigerians living abroad³¹. However, some State Governments have *investment vehicles* put in place³².

The Federal Government of Nigeria is increasingly paying attention to maximising migrants' remittances for investment purposes and is using the channels of its embassies and diplomatic missions, as well as migrant associations and/or networks to provide information to potential investors on domestic investment opportunities in Nigeria.

To address the hindrances underlying remittances transfers, instruments regulating money transfers in Nigeria have been put in place, including *inter alia*³³:

- Foreign Exchange Act of 1995 (EN)
- Banks and Other Financial Institutions Decree of 1991, amended in 1999 (EN)

2.1.2 International Legislation

Nigeria has ratified various international conventions and regional agreements relating to international migration and migrants abroad. These include, *inter alia*:

- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families of 1990 (EN) (Ratified by Nigeria on 27 July 2009³⁴)
- ECOWAS Protocol on Free Movement of Persons, Right of Residence and Establishment of 1979 (EN)
- ECOWAS Protocol on the Definition of Community Citizens of 1982 (EN)
- The Cotonou Convention of June 2000 (EN)

2.1.3 Bilateral Migration Agreements

Currently, no bilateral agreements in Nigeria are in place to provide a legal framework for Nigerian migrants abroad in terms of protection of migrant workers' rights and social security³⁵.

³⁰ Answer to the joint ICMPD-IOM Questionnaire of the Special Assistant to the Vice President on Youth, Migration and Humanitarian Services; and the National Commission for Refugees

³¹ Ibid.

³² Ibid.

³³ Orozco, Manuel & Millis, Bryanna (2007) *Remittances, Competition and Fair Access Opportunities in Nigeria* USAID

³⁴ http://portal.unesco.org/shs/en/ev.php-URL_ID=3693&URL_DO=DO_TOPIC&URL_SECTION=201.html, accessed on 25.03.10

³⁵ Answer to the joint ICMPD-IOM Questionnaire of the Special Assistant to the Vice President on Youth, Migration and Humanitarian Services; and IOM Office in Nigeria

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2.2. Involved Stakeholders

2.2.1 Main National Institutions Charged with Emigrant Communities

The National Commission for Refugees (NCFR)

The National Commission for Refugees (NCFR) is the national institution in Nigeria in charge of the overall management of policy formulation and activities pertaining to migration. Since February 2009, the NCFR has further been mandated by the Federal Government of Nigeria to be the focal state institution to ensure coordination between national institutions implicated in migration-related matters.

Table 2.1 - Nigeria: National Commission for Refugees (NCFR)	
Outreach Channels of the NCFR	Initiatives Relating to Emigrant Communities*
N/A	Current elaboration of a <i>National Action Plan on Migration</i>
	Support to the Inclusion of Migration into the Nigeria Vision 2020 (EN)
Outreach Channels through Other National Institutions	Other Activities Relating to Emigrant Communities
1) Nigerian Embassies, High Commissions and Consulates Abroad; etc.	N/A
NB: This list is not exhaustive	
* Further details on initiatives under Chapter 2.3: Institutional Practices	
Sources: Answer to the joint ICMPD-IOM Questionnaire of the Nigerian Commission for Refugees, Answer to the joint ICMPD-IOM Questionnaire of the Special Assistant to the Vice President on Youth, Migration and Humanitarian Services, Office of the Acting President Presidential Villa Abuja	

Special Assistant to the Vice President on Youth, Migration and Humanitarian Services - Office of the Acting President Presidential Villa Abuja

A Special Assistant to the President is appointed to deal with issues pertaining to migration, including involving Nigerian emigrant communities into the national development process. The Office of the Special Assistant further advises the President on matters relating to Nigerian emigrant communities³⁶.

³⁶ Belai H., Bathseba, May 2007, [Enabling Diaspora Engagement in Africa: Resources, Mechanisms and Gaps](#)

Table 2.2 - Nigeria: Special Assistant to the Vice President on Youth, Migration and Humanitarian Services, Office of the Acting President Presidential Villa Abuja

Outreach Channels of the Special Assistant to the Vice President on Youth, Migration and Humanitarian Services	Initiatives Relating to Emigrant Communities*
1) Visits of delegations and/or single Government Officials from State and Federal level to destination countries where main emigrant communities reside; 2) Migrant Associations Abroad; 3) ICTs; etc.	Establishment of the Technical Working Group and Inter-Ministerial Committee on Migration (2006)
Outreach Channels through Other Institutions	Other Activities Relating to Emigrant Communities
1) Nigerian Embassies, High Commissions and Consulates Abroad; 2) <u>Nigerians in Diaspora Organisation (NIDO)</u> (EN); etc.	N/A
NB: This list is not exhaustive * Further details on initiatives under Chapter 2.3: Institutional Practices Sources: Answer to the joint ICMPD-IOM Questionnaire of the Special Assistant to the Vice President on Youth, Migration and Humanitarian Services, Office of the Acting President Presidential Villa Abuja	

Ministry of Foreign Affairs

The Ministry of Foreign Affairs (EN) is charged with Nigerian foreign policy and international affairs. It is represented in foreign countries by way of High Commissions, Embassies and Consulates that serve as channels in linking emigrant communities with their country of origin. In the context of emigrant communities, one of its main areas of responsibility is the protection of the rights of Nigerians abroad. This is embedded in the policy thrust of the Ministry of Foreign Affairs, which resolves around “*Citizen Diplomacy*”³⁷.

Through Nigerian Embassies, High Commissions and Consulates (EN), the Ministry of Foreign Affairs further provides Nigerians abroad with a number of services, *inter alia*:

- Registration in consulates’ records;
- Recording of civil events (i.e. birth, death, marriage, divorce);
- Renewal of passports;
- Information on procedures relating to dual citizenship;
- Authentication of formal documents; and
- Provision of news and information on activities organised in Nigeria and/or the respective destination country addressing Nigerians living abroad.

³⁷ Answer of the Special Assistant to the Vice President on Youth, Migration and Humanitarian Services to the Discussion Guide of the MTM Expert Launching Meeting in the Hague 23-24 June 2009

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To establish an institutional framework within which consultations with the European Union (EU) on Migration and Development can take place, the Ministry of Foreign Affairs furthermore in late 2009 established a *Migration Unit*³⁸.

Table 2.3 - Nigeria: Ministry of Foreign Affairs

Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities
1) Internet website of the Ministry of Foreign Affairs: www.mfa.gov.ng (EN) 2) Nigerian Embassies, High Commissions and Consulates Abroad; 3) ICTs (e.g. http://nigerianworld.com (EN) – used for various events such as sensitisation of emigrant communities prior to presidential elections, etc.); 4) Nigerian professional groups; Regular organisation of cultural activities through Embassies and/or Consulates.	
Outreach Channels through Other Institutions	Other Activities Relating to Emigrant Communities
1) The House Committee on Diaspora Affairs; 2) NIDO (EN); etc.	Information dissemination to potential investors on: 1) Investment opportunities in Nigeria; 2) Principal laws regulating foreign investments in Nigeria; 3) Investment incentives and guarantees for doing business in Nigeria; etc.

NB: This list is not exhaustive

Sources: Answer to joint ICMPD-IOM Questionnaire from the Nigerian Ministry of Foreign Affairs; Special Assistant to the Vice Presidency on Youth, Migration and Humanitarian Services; Internet website of the Ministry of Foreign Affairs: www.mfa.gov.ng; Response from the Special Assistant to the Vice Presidency on Youth, Migration and Humanitarian Services to the Discussion Guide of the MTM Launching Expert Meeting in The Hague, Netherlands on 23-24 June 2009; [Nigerian High Commission to the United Kingdom](#); [Embassy of the Federal Republic of Nigeria to the United States of America](#)

The Nigerian National Volunteer Services (NNVS) - Office of the Secretary to the Government of the Federation

The Nigerian National Volunteer Services (NNVS) is the Government agency set up to initiate and coordinate activities relating to volunteering, volunteers and volunteering organisations wishing to operate in Nigeria³⁹. In line with the Federal Government's policy on engaging Nigerian nationals abroad in Nigerian development, the mandate of NNVS also includes facilitating and encouraging the volunteer involvement of Nigerians residing abroad⁴⁰. Overall, the NNVS operates according to the following policy objectives⁴¹:

- To promote the culture of volunteerism as a vehicle for sustainable national development in Nigeria;
- To identify and define roles and responsibilities of volunteers and volunteer organisations;

³⁸ Answer to joint ICMPD-IOM Questionnaire from the Delegation of the European Union to the Federal Republic of Nigeria; IOM Office in Nigeria

³⁹ The Nigerian National Volunteer Service (NNVS), Government Policy on Volunteering, Draft Document, October 2009

⁴⁰ Belai H., Bathseba, May 2007, [Enabling Diaspora Engagement in Africa: Resources, Mechanisms and Gaps](#)

⁴¹ The Nigerian National Volunteer Service (NNVS), Government Policy on Volunteering, Draft Document, October 2009

- To define lines of communication and accountability among stakeholders;
- To establish standards for the operation and practice of volunteerism;
- To provide and disseminate information on volunteerism; and
- To mobilise resources towards achieving the goals and objectives of volunteerism in Nigeria and from the Nigerian emigrant community.

NNVS has a decentralised structure. Apart from the Head Office in the capital city of Abuja, all 36 States of the Federation have a State NNVS Office⁴².

Table 2.4 - Nigeria: The Nigerian National Volunteer Services (NNVS) - Office of the Secretary to the Government of the Federation

Outreach Channels of the NNVS	Initiatives Relating to Emigrant Communities*
1) Nigerian professional groups; 2) Direct contact with Nigerian emigrants; 3) Information and awareness-raising campaigns; 4) ICT; etc.	Elaboration of the <i>Government Policy on Volunteering</i> (about to be approved)
	Organisation of the annual “Diaspora day” (25 July) to encourage the engagement of Nigerian emigrant communities in their country of origin.
	In 2005, a related initiative was the organisation of the Conference: <u>Bridging the Digital and Scientific Divides: Forging Partnerships with the Nigerian Diaspora</u> (EN) in Abuja on 25-27 July
	Provision of incentives (e.g. waivers on the importation of equipment and materials) for skilled Nigerian nationals living abroad who are willing to return temporarily and/or permanently and engage in voluntary services
	Establishment of an Internet website, including a database on Nigerians abroad (currently in process), to facilitate linkages between national institutions and emigrant communities
	Support to the Nigerian ‘Experts and Academics in the Diaspora Scheme’ (NEADS), currently labelled LEAD ‘Linkage with Experts and Academics in the Diaspora’
	Support to annual medical missions carried out by Nigerian physicians living abroad
	Elaboration of a <u>report</u> (EN) compiling information on the contribution of the Nigerian emigrant community to the development of Nigeria

⁴² Answer of the Special Assistant to the Vice President on Youth, Migration and Humanitarian Services to the Discussion Guide of the MTM Expert Launching Meeting in the Hague 23-24 June 2009

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Outreach Channels through Other Institutions	Other Activities Relating to Emigrant Communities
1) Nigerian Embassies, High Commissions and Consulates Abroad; 2) <u>NIDO</u> (EN); etc.	Organisation of sensitisation and awareness raising initiatives targeting Nigerians living abroad. This is done through advocacy mechanism of the NNVS, including e.g. <u>NIDO</u> (EN).
<p>NB: This list is not exhaustive</p> <p>* Further details on initiatives under Chapter 2.3: Institutional Practices</p> <p>Sources: Answer to joint ICMPD-IOM Questionnaire from the Nigerian National Volunteer Services; and IOM Office in Nigeria</p>	

2.2.2 Inter-Institutional Coordination

Structures put in place by the Federal Government of Nigeria to ensure inter-institutional coordination on migration-related matters include, *inter alia*:

■ Technical Working Group/Inter-Ministerial Committee on Migration

Set up in 2006 by the Office of the Acting President Presidential Villa in Abuja, the Technical Working Group and Inter-Ministerial Committee was established to provide a framework for policy discussions relating to migration and development. Under the lead of the the National Commission for Refugees (NCFR), the Technical Working Group and Inter-Ministerial Committee incorporates multiple national institutions implicated by issues relating to migration, including *inter alia*:

- Federal Ministry of Finance (EN)
- Federal Ministry of Education (EN)
- Federal Ministry of Justice
- Federal Ministry of Science and Technology (EN)
- Federal Ministry of Intergovernmental Affairs and Youth Matters
- Federal Ministry of Women Affairs
- Federal Ministry of Health (EN)
- Ministry of Foreign Affairs (EN)
- Central Bank of Nigeria (EN)
- National Commission for Refugees (NCFR)
- National Agency for the Prohibition of Traffic in Persons and Other Related Matters (NAPTIP) (EN)
- National Population Commission (EN)
- Nigerian Labour Congress (EN)
- Nigerian Institute of International Affairs (NIIA) (EN)
- National Planning Commission (EN)
- National Human Rights Commission (EN)

The Committee has held various consultative meetings since 2006 and has contributed to the elaboration of a ***Draft Migration Policy Paper***, which is yet to be brought before the Federal Executive Council of Nigeria⁴³. Main aspects covered by the migration policy are:

- 1) Identifying Nigerians abroad, and more importantly their skills and competences;
- 2) Promoting the return of skilled Nigerians abroad so as to promote inflow of knowledge; and
- 3) Preventing irregular migration.

Further initiatives of the Committee include, inter alia, support to the granting of the right to vote to Nigerian emigrants and the current elaboration of a *National Migration Action Plan* for the implementation of migration activities through the National Platform of Cooperation (NPC) in Nigeria.

■ Technical Working Group/Inter-Ministerial Committee on Labour Migration

Under the lead of the Federal Ministry of Labour and Productivity, the Technical Working Group and Inter-Ministerial Committee on Labour Migration was created in 2006 (under the 2006 AENEAS labour migration project). Including the involvement of multiple national institutions and international organisations, it is currently in the midst of elaborating a *Draft Policy on Labour Migration*⁴⁴.

In addition to the two above-mentioned Technical Working Groups and Inter-Ministerial Committees, it is foreseen that under the lead of the Nigerian National Volunteer Services (NNVS), a ***National Planning Committee on Migration and Emigrant Communities*** will be established by the end of 2010 by the Federal Government of Nigeria⁴⁵. This Committee will include representatives from multiple governmental institutions and non-governmental organisations, and focus on the needs and concerns of knowledge transfer⁴⁶.

2.2.3 Main International Institutions Involved with Emigrant Communities

International institutions involved in migration issues in Nigeria include, *inter alia*:

- International Organization for Migration (IOM) (EN)
- UNDP in Nigeria (EN)
- International Labour Organization (ILO) (EN)

Other key international stakeholders are:

- ECOWAS (EN)

⁴³ Answer to the joint ICMPD-IOM Questionnaire from the Special Assistant to the Vice President for Youth, Migration and Humanitarian Services

⁴⁴ IOM Office in Nigeria

⁴⁵ Ibid.

⁴⁶ Ibid.; and Answer to joint ICMPD-IOM Questionnaire from the Nigerian National Volunteer Services

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- Delegation of the European Union to the Federal Republic of Nigeria (EN): Through strategic frameworks such as the Country Strategy Paper (CSP) and National Indicative Programme (NIP) 2008-2013 (EN) of the European Union (EU) for Nigeria, a strategic framework for cooperation between Nigeria and the EU is set out. With the overall goal of enhancing social, political and economic development, the current focus areas of the CSP and NIP 2008-2013 are⁴⁷:

- Peace and security
- Governance and human rights
- Trade and regional integration

The issue of migration is incorporated into the focus area of peace and security, more specifically through a focus on **migration management support**, including the fight against trafficking, support to internally displaced persons (IDPs) and the development dimension⁴⁸.

2.2.4 Main Non-Governmental Institutions Involved with Emigrant Communities

One of the key Nigerian non-governmental organisations involved with Nigerian emigrant communities is the Nigerians in Diaspora Organisation (NIDO) (EN). Created in 2000, following the initiation of the “Presidential Dialogue with Nigerians Abroad” and the encouragement of the Nigerian Government to put in place a forum for Nigerians living abroad, NIDO constitutes an umbrella organisation for Nigerian emigrant communities and migrant associations.

NIDO has a decentralised structure and has offices in multiple African, European (EN), Asian and American (EN) destination countries⁴⁹. It endeavours to mobilise and engage Nigerians abroad, especially highly skilled professionals, on Nigeria related development projects and programs. More specifically, the NIDO has as objectives to⁵⁰:

- 1) Harness Nigerian emigrant community resources
- 2) Build “Info” structure for resource sharing
- 3) Strengthen collectiveness and influence
- 4) Promote Nigeria

Other examples of non-governmental organisations involved with issues pertaining to migration and/or emigrant communities are:

- Voluntary Service Overseas (VSO) (EN): Strives to strengthen the capacities of emigrant community organisations in order to strengthen the involvement of emigrant community members in volunteering services and to maximise the development potential of such services.
- Africa Recruit (EN): A joint initiative of the New Partnership for Africa’s Development (NEPAD) (EN) and the Commonwealth Business Council (EN), which endeavours to link employers with jobseekers, primarily skilled African nationals abroad. It organises annual investment forums to provide information on job opportunities and opportunities to attract highly skilled emigrants back to their countries of origin.

⁴⁷ Country Strategy Paper (CSP) and National Indicative Programme (NIP) 2008-2013, Summary Country Strategy Paper and National Indicative Programme 2008-2013 (EN)

⁴⁸ Ibid.

⁴⁹ Answer of the Special Assistant to the Vice President on Youth, Migration and Humanitarian Services to the Discussion Guide of the MTM Expert Launching Meeting in the Hague 23-24 June 2009

⁵⁰ http://www.nidoamericas.org/about_mission.php, accessed on 26.03.10

2.3 Institutional Practices

2.3.1 National Institutions

The following examples of initiatives relating to emigrant communities have been introduced by national authorities in Nigeria, return of migrant skills and support to capacity building efforts of the Federal Government, data collection, inter-institutional coordination, elaboration of policies relating to migration and development, sensitisation, and outreach to Nigerians abroad being the main areas of focus:

Table 2.5 - Nigeria: Initiatives by National Institutions

National Institution	Initiative	Cooperation	Aim
National Commission for Refugees (NCFR)	Current elaboration of a <i>National Action Plan on Migration</i>	Multiple national institutions and international stakeholders	Key objective: To develop actions and activities which mirror national policies on migration; etc.
National Commission for Refugees (NCFR)	Support to the Inclusion of Migration into the <i>Nigeria Vision 2020</i> (EN)	N/A	Key objective: To mainstream migration into the development agenda of Nigeria; etc.
Special Assistant to the Vice President on Youth, Migration and Humanitarian Services, Office of the Acting President Presidential Villa Abuja	Establishment of the Technical Working Group and Inter-Ministerial Committee on Migration (2006)	Federal Government of Nigeria	Key objective: To provide a framework for policy dialogue relating to migration and development; etc.
Nigerian National Volunteer Services (NNVS)	Elaboration of the <i>Government Policy on Volunteering</i> (about to be approved)	NGOs and Development Partners	Key objectives: To link emigrant communities with Nigerian institutions and groups, and encourage their participation in the national development process of Nigeria.

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Nigerian National Volunteer Services (NNVS)	<p>Organisation of the annual "Diaspora day" (25 July) to encourage the engagement of Nigerian emigrant communities in their country of origin.</p> <p>In 2005, a related initiative was the organisation of the Conference: <u>Bridging the Digital and Scientific Divides: Forging Partnerships with the Nigerian Diaspora</u> (EN) in Abuja on 25-27 July.</p>	<p>- Office of the Secretary to the Government of the Federation</p> <p>- <u>The Federal Ministry of Science and Technology</u> (EN)</p>	<p>Key objective: To build partnerships with Nigerian emigrant communities.</p> <p>Main objectives of the 2005 Conference (first one of this kind organised by the NNVS):</p> <ol style="list-style-type: none"> 1) To identify skills and resources within Nigerian emigrant communities and their potential contribution to the development process in Nigeria; 2) To sensitise highly skilled Nigerian nationals abroad on the current policies of the Nigerian Federal Government on science and technology; 3) To promote and enhance partnerships between highly skilled Nigerians abroad and their local counterparts on science and technology; and 4) To foster cooperation with local counterparts and emigrant communities to make science and technology an engine for national social and economic development.
Nigerian National Volunteer Services (NNVS)	<p>Provision of incentives (e.g. waivers on the importation of equipment and materials) for skilled Nigerian nationals living abroad who are willing to return temporarily and/or permanently and engage in voluntary services</p>	N/A	<p>Key objectives:</p> <ol style="list-style-type: none"> 1) Incite skilled Nigerians abroad to return temporarily and/or permanently and engage in volunteer efforts; 2) Reduce financial burden on equipment being brought to Nigeria for assistance; etc.
Nigerian National Volunteer Services (NNVS)	<p>Establishment of an Internet website, including a database on Nigerians abroad (currently in process), to facilitate linkages between national institutions and emigrant communities</p>	<u>Ministry of Foreign Affairs</u> (EN), <u>NIDO</u> (EN), etc.	<p>Key objective: To identify the profile of skilled Nigerians living abroad and link them to sectors and communities in need of their services as volunteers.</p>

Nigerian National Volunteer Services (NNVS)	Support to the Nigerian 'Experts and Academics in the Diaspora Scheme' (NEADS), currently labelled LEAD 'Linkage with Experts and Academics in the Diaspora'	<u>The National Universities Commission</u> (EN)	Key objective: To incite experts and academics of Nigerian origin living abroad to contribute to the development of the Nigerian University System through temporary return during sabbatical years or holiday periods.
Nigerian National Volunteer Services (NNVS)	Support to annual medical missions carried out by Nigerian physicians living abroad	- <u>Association of Nigerian physicians in the Americas (ANPA)</u> (EN), - <u>Federal Ministry of Health</u> (EN)	Key objective: To facilitate medical missions established by Nigerian medical associations abroad, one viable association being the Association of Nigerian Physicians in the Americas.
Nigerian National Volunteer Services (NNVS)	Elaboration of a report (EN) compiling information on the contribution of the Nigerian emigrant community to the development of Nigeria	<u>Ministry of Foreign Affairs</u> (EN), <u>NIDO</u> (EN), Embassies, etc.	Key objective: To compile information on the contribution of Nigerians abroad towards Nigeria's development through an annual report that includes the projects in which they are involved, types of volunteering undertaken (medical missions, social work), scholarships, etc.
<u>National Universities Commission</u> (NUC) (EN)	<u>LEADS 'Linkage with Experts and Academics in the Diaspora'</u> (EN)	- <u>Federal Ministry of Science and Technology</u> (EN); - NNVS; - Nigerian Universities; - <u>NIDO</u> (EN); - <u>Diplomatic and Consular Missions</u> , etc.	Key objective: LEADS aims to secure highly skilled Nigerians residing abroad for temporary placements in Nigerian Universities, i.e. short term academic appointments aiming to strengthen the university system. The following disciplines are given priority: Information and Communications Technology (ICT), Management Science and Business Administration, Mathematics, Medicine and Dentistry, Mining Engineering, Natural Sciences and Oil and Gas Engineering.
NB: This list is not exhaustive Sources: Answer to the joint ICMPD-IOM Questionnaire of the Nigerian Commission for Refugees; Answer to the joint ICMPD-IOM Questionnaire of the Special Assistant to the Vice President on Youth, Migration and Humanitarian Services, Office of the Acting President Presidential Villa Abuja; Answer to joint ICMPD-IOM Questionnaire from the Nigerian National Volunteer Services; Internet website of the National Universities Commission (NUC); http://www.nuc.edu.ng/nucsite/File/LEAD/LEADS%20ADVERTISEMENT.pdf , accessed on 26.03.10; and IOM Office in Nigeria			

In addition to the above-mentioned initiatives, the Federal Government of Nigeria has put in place the following institutional support mechanism targeting Nigerian citizens abroad:

Table 2.6 - Nigeria: Institutional Support Mechanisms		
Support Mechanism	Agency/Ministry	Aim
One Stop Investment Centre (OSIC) (EN)	Nigerian Investment Promotion Commission (NIPC) (EN)	Key objectives: To bring relevant government agencies to one location, as a means to provide efficient and transparent services to investors. The Centre further aims to remove obstacles and overcome bureaucracy faced by investors in the setting up and running of businesses.
NB: This list is not exhaustive Sources: Internet website of One Stop Investment Centre (OSIC) and Nigerian Investment Promotion Commission (NIPC)		

2.3.2 International Institutions and Other Relevant Stakeholders

The following examples of initiatives relating to emigrant communities have been introduced by international institutions and other relevant stakeholders present in Nigeria:

Table 2.7 - Nigeria: Initiatives by International Institutions		
Agency	Initiative	Cooperation
International Organization for Migration (IOM) (EN)	International Migration in West and Central Africa: National and Regional Country Migration Profiles for Strategic Policy Development (2008-2010)	Donors: - European Commission (EN) - Government of Belgium - Government of Switzerland
		Key objective: To enhance governmental capacities to promote comprehensive and proactive migration and asylum management policies; etc.

	<u>Assisted Voluntary Return Programs</u> (EN)	<p>Donors:</p> <ul style="list-style-type: none"> - <u>European Commission</u> (EN) - Government of the United Kingdom - The Government of Switzerland - The Government of Netherlands - The Government of Ireland - The Government of Italy - The Government of France 	<p>Key objective:</p> <p>To support the inclusion of a reintegration component into the Assisted Voluntary Return Programs; etc.</p>
<u>European Commission</u> (EN) and <u>Italian Cooperation</u> (IT)	<u>AENEAS Labour Migration Project</u> (EN) (2006)	Implemented under the lead of the Federal Ministry of Labour and Productivity	<p>Key objectives:</p> <ol style="list-style-type: none"> 1) To assess legislation, policies and institutional frameworks pertaining to labour migration in Nigeria; 2) To assist in the drafting of a Nigerian policy on labour migration; etc.
<u>UNDP in Nigeria</u> (EN)	<u>EC/UN Joint Migration & Development Initiative in Nigeria</u> (EN) 2008-2011	UN Country Team in Nigeria, Delegation of the EU in Nigeria and the Nigerian Federal Government.	<p>Key objectives:</p> <p>To support small scale actors to contribute to link migration and development in 16 selected countries of origin. Priority areas: (i) migrant remittances, (ii) migrant communities, (iii) migrants' capacities, and (iv) migrants' rights.</p>
<u>DFID</u> (EN)	Remittance Country Partnership (RCP)	Multiple National Institutions	<p>Key objective:</p> <p>The Remittance Country Partnership (RCP) is a UK initiative in partnership with Nigeria to reduce the heavy costs of remittance transfers from the UK. The project aims at addressing the hindrances of sending money and fosters the positive effects of remittances in the country of origin.</p>
	Establishment of a website on remittance transfer costs in selected countries: <u>www.sendmoneyhome.org</u>	N/A	<p>Key objective:</p> <p>To provide persons with up-to-date comparative information on transfer costs between various countries.</p>
<p>NB: This list is not exhaustive</p> <p>Sources: Internet website International Organization for Migration (IOM); <u>DFID</u>; <u>UNDP in Nigeria</u>; <u>www.sendmoneyhome.org</u>, accessed on 25.03.10</p>			

Inventory Findings

Main Challenges:

- The Government of Nigeria has put multiple institutional frameworks in place to increase the institutional profile given to emigrant communities in Nigeria, and to enhance policy dialogue on migration-related matters. One challenge faced is, however, the **limited financial resources and administrative capacities** of National Institutions to implement policy relating to emigrant communities and enhance national initiatives addressing Nigerians abroad.
- The Government of Nigeria acknowledges the importance of Migration & Development, and plays an active role in encouraging skilled Nigerians residing abroad to contribute to the capacity building efforts of Nigeria. One obstacle faced is, however, the **lack of comprehensive data** on Nigerian emigrant communities for a knowledge-based development of policy and initiatives.

The Senegalese Experience

MTM: A Dialogue in Action

Linking Emigrant Communities for More Development
Inventory of Institutional Capacities and Practices

Joint ICMPD-IOM Project

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1.1 History of Emigration

Senegal, a West African country, has a long history of emigration. Modern emigration from Senegal dates back to mid 1900's. Whereas in the 1970's, Senegal was a main destination for migrants from neighbouring countries, contemporary dynamics of Senegalese international migration reflects increasing migratory pressures and flows from Senegal to Europe, North America and other African countries¹. Thus, in recent years, Senegal tends to have become more of an emigration country than an immigration country². Overall, modern migration from Senegal can be divided into seven main phases³:

- 1947-1960 **First wave of emigration:** Mainly composed of emigrants departing to other West African countries (Gambia, Mali, Côte d'Ivoire etc.), Central Africa (Gabon, the Democratic Republic of Congo (DRC), the Republic of the Congo etc.) and Europe (notably France). During this phase Senegal experienced the creation of the first emigrant communities in these regions.
- 1960-1973 **Second wave of emigration:** Increased emigration to Europe, notably France. Emigrants from Senegal were typically labour migrants departing for a temporary period of time. During this phase Senegal also experienced the creation of migrant associations and *twin towns* in France.
- 1973-1985 **Third wave of emigration:** Mainly composed of persons pursuing family reunification and skilled migrants departing for a longer period of time to Europe, West and Central Africa. In 1981, the removal of the exit visa has contributed to increased migratory pressures at the beginning of the 1980s.
- 1986-1993 **Fourth wave of emigration:** Development of a new migration flow to other European countries (notably Italy and Spain), the United States of America (USA) and North Africa (notably Morocco and Tunisia).
- 1995-2000 **Fifth wave of emigration:** Decreased emigration from Senegal⁴.

¹ Fall, Pape Demba, 2003, *Migrations internationales et droits des travailleurs au Sénégal*. Section de la migration internationale et des politiques multiculturelles. Série UNESCO: Rapports par pays sur la ratification de la Convention des Nations Unies sur les droits des migrants

² Ibid.

³ Ministry of Senegalese Abroad, October 2006, 'Lettre de Politique sectorielle des Sénégalais de l'Extérieur'; *EC Country Strategy Paper for Senegal 2008-2013*; Answer to joint ICMPD-IOM Questionnaire from the Ministry of Senegalese Abroad; and Fall, Pape Demba, 2003, *Migrations internationales et droits des travailleurs au Sénégal*. Section de la migration internationale et des politiques multiculturelles. Série UNESCO: Rapports par pays sur la ratification de la Convention des Nations Unies sur les droits des migrants.

⁴ During the period 1995-2000, the stock of emigrants decreased by 1.5%. (Source: *EC Country Strategy Paper for Senegal 2008-2013*)

Background

- 2000-2005 **Sixth wave of emigration:** Increased flows of emigration from Senegal⁵. Senegal also experiences re-emigration of students and skilled Senegalese migrants from European to North America countries (notably Canada and the USA).
- 2006 till today **Seventh wave of emigration:** Significant increase of departures to Europe, notably the Canary Islands. Migrants are typically irregular migrants arriving by boat (*'pirogues or cayucos'*). During this period, Senegal also became a departing and transit zone for irregular migrants from the region.

Factors influencing Senegalese emigration are both internal (push) and external (pull). Between the 1940's and the 1970's emigration from Senegal was mainly a consequence of environmental and economic factors⁶. Since the 1980's till today, these factors continue to influence emigration from Senegal. However, other factors have also come to play an important role, the most viable being labour, social, educational and demographic factors (Table 1.1).

Table 1.1 – Senegal: Factors Influencing Senegalese Emigration	
Push Factors	
Economic factors	Lack of economic perspectives*
	Decline of markets for traditional cash crops (gum, cotton, groundnut)
	Continuous instability in agricultural sector
	Reduction of fish stocks
Labour factors	Unemployment, notably among youth**
Environmental factors	Land degradation (erosion, reduced soil fertility and desertification)
	Drought
	Deforestation
Demographic factors	High population growth***
Social factors	Family reunification
	Role of networks (e.g. brotherhoods****)
Pull Factors	
Labour factors	Job opportunities
Social factors	Education/training opportunities

⁵ During the period 2000-2005, the stock of emigrants increased by 1.8%. (Source: [EC Country Strategy Paper for Senegal 2008-2013](#))

⁶ Ministry of Senegalese Abroad, October 2006, 'Lettre de Politique sectorielle des Sénégalais de l'Extérieur'

* In 2004, 54% of the Senegalese population (11 million in 2005) lived below the poverty line. In 2005, Senegal ranked 157 among 177 countries according to UNDP's Human Development Index (HDI). (Source: EC Country Strategy Paper for Senegal 2008-2013)

** In 2008, unemployment in Senegal was estimated to 49%. (Source: French Ministry of Foreign and European Affairs – Presentation on Senegal, accessed on 05.01.10.)

*** In 2008, the population growth was estimated at 2.6%. (Source: French Ministry of Foreign and European Affairs – Presentation on Senegal, accessed on 05.01.10.)

**** E.g. the Mourid brotherhoods ('les Mourides') (Source: EC Country Strategy Paper for Senegal 2008-2013)

NB: This list is not exhaustive

Sources: EC, 2007, Migration from Africa – A case study on root causes and factors contributing to migration from Senegal to the EU; EC Country Strategy Paper for Senegal 2008-2013; and the French Ministry of Foreign and European Affairs – Presentation on Senegal, accessed on 05.01.10

Senegalese emigrants are usually men between the age of 18-35⁷. They are either single or left unaccompanied by family members⁸. However, women also constitute an important group of Senegalese emigrants. According to the EC Country Strategy Paper for Senegal 2008-2013 (FR), 40.2% of the Senegalese migration stock in 2005 were women. This can *inter alia* be linked to a change in social patterns. Whilst labour migration from Senegal within West Africa used to concern men, Senegalese women increasingly started to emigrate independently and step in as new family providers⁹.

1.2 Competent Authorities

Table 1.2 - Senegal: Main National Authorities with Competencies Relevant to Emigrant Communities		
Agency	Ministry	Areas of Responsibility
N/A	<u>Ministry of Senegalese Abroad</u> (FR)*	Key responsibilities: Management, protection and promotion of emigrant communities; etc.
N/A	<u>Ministry of Foreign Affairs</u> (FR)**	Key responsibilities: Management of consular and diplomatic relations with countries of destination, and negotiation of agreements pertaining to migration; etc.
N/A	<u>Ministry of Interior</u> (FR)***	Key responsibilities: Management of administrative documents (e.g. passport, identification documents) and border control; etc.
N/A	<u>Ministry of Economy and Finances</u> (FR)****	Key responsibilities: Management of economic and financial questions relating to migration.

⁷ Ibid.

⁸ Ibid.

⁹ EC Country Strategy Paper for Senegal 2008-2013

Background

N/A	<u>Ministry of Public Function, Employment, Labour and Professional Organisations (FR)</u> *****	Key responsibilities: Management of questions relating to migrant workers' rights, protection and social security.
N/A	<u>Ministry of Youth, Sports and Leisure (FR)</u> *****	Key responsibilities: Management of questions relating to legal labour migration and contribution to reintegration of migrants.
<u>Investment Promotion and Major Works Agency (FR)</u> *****	N/A	Key responsibilities: Encourage the development of investments by facilitating procedures of investments and simplifying administrative procedures for the creation of Small and Medium-sized Enterprises (SMEs).
* Official French title: Ministère des Sénégalais de l'Extérieur ** Official French title: Ministère des Affaires Etrangères *** Official French title: Ministère de l'Intérieur **** Official French title: Ministère de l'Economie et des Finances ***** Official French title: Ministère de la Fonction Publique, du Travail, de l'Emploi et des Organisations Professionnelles ***** Official French title: Ministère de la Jeunesse, des Sports et des Loisirs ***** Official French title: Agence nationale chargée de la Promotion de l'Investissement et des Grands Travaux (APIX)		

1.3 Countries of Destination

The Ministry of Senegalese Abroad estimates **650,000**¹⁰ Senegalese to reside abroad, representing approximately 5% of Senegal's total population. Unofficial figures refer to 2 to 3 million¹¹. The **majority resides in other African countries** (Table 1.3), with Gambia, Côte d'Ivoire and Gabon being the main destination countries¹². Other important destination countries are Mali, Mauritania, Guinea-Bissau, South Africa, Cameroon, DRC, the Republic of the Congo, Guinea and Nigeria¹³. Between 1988 and 1992, Senegalese migrants residing in other African countries represented 58% of the total Senegalese migrant population¹⁴.

Table 1.3 – Estimated Distribution of Senegalese Emigrant Communities	
Regions of destinations	Emigrant Population
Africa	410,000
Europe	190,000
North America	43,200
Asia	5,400
Source: Ministry of Senegalese Abroad, October 2006, 'Lettre de Politique sectorielle des Sénégalais de l'Extérieur'	

¹⁰ Ministry of Senegalese Abroad, October 2006, 'Lettre de Politique sectorielle des Sénégalais de l'Extérieur'; and [EC Country Strategy Paper for Senegal 2008-2013](#)

¹¹ Answer to the Inventory Chapter on Senegal from the Ministry of Senegalese Abroad

¹² Ministry of Senegalese Abroad, October 2006, 'Lettre de Politique sectorielle des Sénégalais de l'Extérieur'

¹³ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Senegalese Abroad, [Ministry of Family, Food Security, Female Entrepreneurship, Micro Finance and Childhood](#), and Ministry of Public Function, Employment, Labour and Professional Organisations

¹⁴ DPS, 1998, 'Enquête sur les Migrations et l'urbanisation au Sénégal' (EMUS) 1992-1993, Rapport national descriptif, CERPOD

In Europe, France is the main destination of Senegalese emigrants (45,994 in 2003)¹⁵. This is mainly due to the historical link between France and Senegal during the colonial period, when *inter alia* the first Senegalese migrants reached France by way of joining the French colonial army¹⁶. After leaving the army, many Senegalese soldiers found employment in the city of Marseille, which together with Paris today are two main centres for Senegalese emigrant communities in Europe¹⁷.

Italy, Spain and the USA are other Western countries, which are increasingly becoming important countries of destination for Senegalese migrants¹⁸. Elements contributing to this development are *inter alia* the introduction of a compulsory visa for Senegalese in France (1985), and the passing of laws regularising irregular migrants in European countries¹⁹.

1.4 General Characteristics of Emigrant Communities

The Senegalese emigrant community is composed of highly and low skilled migrants. According to the World Bank (EN), 24.1% of Senegalese migrants have a tertiary education²⁰. In addition, approximately 54.1% of physicians and 26.9% of nursing staff is estimated to have left the country²¹.

Senegalese migrants are typically from the region of Dakar, Diourbel (city of Touba), Louga, Ziguinchor, and more recently Kolda. However, following continuous economic instability, migration from Senegal today concerns all the regions in the country²². According to the Hamburg Institute of International Economics (EN) publication Focus Migration: Country Profile of Senegal (EN), the decision of a Senegalese person to emigrate is viewed as both individual and collective. The majority (58%) of Senegalese emigrants tend to him/herself take the decision to migrate²³. However, in many cases, family plays an important role in financing the journey (only 46% of emigrant finance their own travel) and are thus considered influential in the decision to emigrate²⁴. In 2004, 76% of urban households and 70% of households nationwide were estimated to have at least one family member abroad²⁵.

1.5 Estimated Remittance Flows

In recent years, remittances to Senegal have continuously increased. In 2007, **official remittance transfers** from Senegalese migrants amounted to **US\$874 million**²⁶, whilst in 2004 remittances

¹⁵ EC Country Strategy Paper for Senegal 2008-2013

¹⁶ Hamburg Institute of International Economics, November 2007, Focus Migration: Country Profile of Senegal

¹⁷ Ibid.

¹⁸ Ministry of Senegalese Abroad, October 2006, Lettre de Politique sectorielle des Sénégalais de l'Extérieur

¹⁹ Hamburg Institute of International Economics, November 2007, Focus Migration: Country Profile of Senegal

²⁰ <http://siteresources.worldbank.org/INTPROSPECTS/Resources/334934-1199807908806/Senegal.pdf>, accessed on 05.01.10

²¹ Ibid.

²² Robin N., Lalou R. et Ndiaye M., 1999, 'Facteurs d'attraction et de répulsion à l'origine des flux migratoires internationaux', Rapport National du Sénégal, EUROSTAT/NIDI/IRD

²³ Hamburg Institute of International Economics, November 2007, Focus Migration: Country Profile of Senegal

²⁴ Ibid.

²⁵ Ibid.

²⁶ <http://www.iom.int/jahia/Jahia/pid/400>, accessed on 05.01.10

Background

amounted to US\$563.2 million, followed by US\$91 million in 1998²⁷. Most transfers take place through money transfer operators, *inter alia*, Western Union, the Post, MoneyGram, Télégros and Money Express²⁸. Few Senegalese transfers are made through regular bank channels²⁹. Other methods used are, *inter alia*, direct handover to the recipient in person during visits and shipment of consumer and other goods³⁰.

Remittances are mainly used for **direct household needs** (about 80%³¹). The most important recipients are immediate family members (parents, spouses and children), followed by other relatives, friends, acquaintances, the needy and religious groups³².

Senegalese emigrants usually invest in construction (used to build rental or private housing), trade and commerce, agriculture, provision of services and transport facilities³³. Investments are either made in Small and Medium-sized Enterprises (SMEs) and businesses. Commonly, these are run by families or networks with religious affiliation³⁴.

1.6 Country Specificity

According to the Ministry of Senegalese Abroad, migrant associations (including associations of religious affiliations ('*dahiras*'³⁵)) play an important role within Senegalese emigrant communities and for the development of migrants' regions of origin. Although most associations face financial and managerial constraints, migrant associations are highly involved in social and economic initiatives (e.g. construction of health centres, schools)³⁶. These initiatives are predominantly oriented towards families and communities of origin³⁷. About 700-1000 migrant associations (excluding *dahiras*) are estimated to exist only in Europe³⁸.

²⁷ Hamburg Institute of International Economics, November 2007, [Focus Migration: Country Profile of Senegal](#)

²⁸ IOM, 2007, 'Etude d'identification des opportunités d'investissement et d'analyse du système bancaire en relation avec la problématique des transferts financiers des migrants du Sénégal'

²⁹ GTZ, 2007, [The Senegalese Diaspora in Germany – Its contribution to Development in Senegal](#)

³⁰ Ibid.

³¹ IOM, 2007, 'Etude d'identification des opportunités d'investissement et d'analyse du système bancaire en relation avec la problématique des transferts financiers des migrants du Sénégal'

³² GTZ, 2007, [The Senegalese Diaspora in Germany – Its contribution to Development in Senegal](#)

³³ Ibid.

³⁴ Ibid.

³⁵ 'Dahiras' are religious associations, for the most part adhering to the Sufi movement. In Senegal they mainly adhere to the Mourid or Tijan brotherhoods. (Source: GTZ, 2007, [The Senegalese Diaspora in Germany – Its contribution to Development in Senegal](#))

³⁶ Husson B. et Sall B., 2001, 'Migration et développement. Évaluation de la stratégie du GRDR dans le bassin du fleuve Sénégal', GSR-CIEDEL-GRDR.

³⁷ Ibid.

³⁸ Interview with the Ministry of Senegalese Abroad

2.1 Legislative and Policy Framework pertaining to Emigrant Communities

2.1.1 National Legislation

The Sector Policy for Senegalese Abroad (*'Lettre de politique sectorielle des Sénégalais de l'Extérieur'*) of 2006, prepared by the Ministry of Senegalese Abroad, constitutes the main policy framework in Senegal relating to Senegalese emigrant communities. It elaborates on the dynamics of Senegalese emigration, the characteristics of Senegalese emigrant communities, institutional and legal frameworks put in place to provide social protection and reach out to Senegal migrants, and the objectives of the policy set out (unofficial translation)³⁹:

- To ensure good management of migration flows;
- To assure social, health, and legal protection of Senegalese residing abroad;
- To promote Senegalese abroad; and
- To reinforce institutional support structures.

In addition, the Poverty Reduction Strategy Paper II 2006-2010 (FR) (*'Document de Stratégie de Réduction de la Pauvreté'* (DSRP)) of Senegal further elaborates on the importance of fostering the link with and promoting Senegalese residing abroad. Its Action Plan describes the following two objectives and relating actions of priority pertaining to Senegalese migrants (unofficial translation)⁴⁰:

- 1) Objective: To establish an adequate management and follow up system with regards to the Senegalese population abroad.

Actions of Priority:

- Awareness-raising of the risks of irregular migration on civil status;
- Social assistance to and repatriation of Senegalese migrants in distress; and
- Establish an information portal addressing Senegalese abroad.

- 2) Objective: To establish a policy on the involvement of Senegalese living abroad in development efforts of Senegal.

- Capacity building of associations of Senegalese abroad;
- Elaboration and implementation of a strategy on the involvement of Senegalese living abroad in development efforts of Senegal.

³⁹ Ministry of Senegalese Abroad, October 2006, 'Lettre de Politique sectorielle des Sénégalais de l'Extérieur'

⁴⁰ Poverty Reduction Strategy Paper II 2006-2010

Inventory Findings

2.1.1.1 Dual Citizenship

Law no. 61-70 of 7 March 1961 (FR), as amended by Law No. 84-10 of 4 January 1984 (FR), is the Senegalese Citizenship Law (*'Code de la nationalité sénégalaise'*). The law defines Senegalese citizens and explains the procedures to be followed for non-Senegalese to be naturalised. Under the Senegalese Citizenship Law, Senegalese citizens residing abroad do not have the possibility to hold dual citizenship, and lose their Senegalese citizenship upon the voluntary acquirement of a foreign nationality.

Article 18 elaborates on the loss of Senegalese citizenship upon the voluntary acquirement of a foreign nationality (unofficial translation)⁴¹:

'Any Senegalese of majority age who voluntarily acquires a foreign nationality loses his/her Senegalese nationality.'

Nevertheless, in practice, dual citizenship is reported to be a practiced institution in Senegal⁴².

2.1.1.2 Financial Incentives

Legal frameworks incorporating incentives aimed to encourage the return of financial resources of Senegalese emigrant communities include, *inter alia* (unofficial translation):

- **Investment Code** (FR) (*'Loi n° 2004-06 du 6 février 2004 portant Code des investissements'*): It details a series of initiatives to incite foreign investors and Senegalese nationals residing abroad to invest in Senegal. Incentives offered to investors who would like to create a corporate activity in Senegal include:
 - Fiscal advantages in the project set-up period of three years;
 - Fiscal advantages during the exploratory phase of an enterprise/project, limited to 5 to 8 years;
 - Alleviation and/or exemption of certain state taxes; etc.
- Law No. 2008-47 of 3 September 2008 includes fiscal incentives relating to the creation of mutual savings and micro-credit, which can be of interest to Senegalese nationals living abroad⁴³.

Incentives offered by National Banks

In addition to legal financial incentives put in place by the Senegalese Government, National Banks furthermore offer a range of incentives to Senegalese nationals living abroad. Two examples are⁴⁴:

- **Banque de l'Habitat du Sénégal (BHS)** (FR): Offers financial solutions to Senegalese abroad through, *inter alia*, the *Diaspora Package* (FR) (*'Pack diaspora'*) which offers the possibility to

⁴¹ Law no. 61-70 of 7 March 1961 as amended by Law No. 89-42 of 26 December 1989

⁴² Hamburg Institute of International Economics, November 2007, *Focus Migration: Country Profile of Senegal*

⁴³ Answer to the Inventory Chapter on Senegal from the Ministry of Senegalese Abroad

⁴⁴ Ibid.

open a savings account with special interest rates, a free of charge cheque account, and a related insurance component in the event of financial difficulties of the account holder.

- Caisse Nationale de Crédit Agricole du Sénégal (CNCAS) (FR): Offers financial solutions for investments in the primary sector, notably the agricultural, animal husbandry and fishery sector, which are domains of interest to Senegalese migrants who are potential candidates for return.

2.1.2 International Legislation

As a country with a significant emigration, Senegal has ratified various international conventions relating to international migration and migrants abroad. These include for example:

- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families of 1990 (EN). (Ratified by Senegal by accession on 9 June 1999⁴⁵)
- ECOWAS Protocol on Free Movement of Persons, Right of Residence and Establishment of 1979 (EN).
- ECOWAS Protocol on the Definition of Community Citizens of 1982 (EN)
- Cotonou Agreement of 2000 (EN)

The following conventions have not yet been ratified :

- The CIPRES Convention ;
- The Convention No. 97 on Migration for Employment (Revised), 1949 (FR) ;
- The Convention No. 143 on Migrant Workers (Supplementary Provisions), 1975 (FR).

2.1.3 Bilateral Migration Agreements

To provide a legal framework for Senegalese citizens abroad, Senegal has signed bilateral agreements on labour migration and social security with multiple countries. These include, *inter alia*⁴⁶:

Labour Migration Agreements	Social Security Agreements
<ul style="list-style-type: none"> ■ Cameroon ■ Cape Verde ■ France ■ Gabon ■ Mali ■ Mauritania 	<ul style="list-style-type: none"> ■ France (Convention of 1974) ■ Gabon (Convention of 1982, signed and ratified by Senegal, non ratified by Gabon) ■ Mali (Convention of 1965) ■ Mauritania (Convention of 1987) ■ Cameroon (Signed and ratified by Senegal, non ratified by Cameroon) ■ Cap-Vert (Draft agreement being negotiated) ■ Togo (Inter cash payment agreement) ■ Cote d'Ivoire (Inter cash payment agreement) ■ Benin (Inter cash payment agreement) ■ Burkina Faso (Inter cash payment agreement)

⁴⁵ http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-13&chapter=4&lang=en, accessed on 11.03.10

⁴⁶ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Senegalese Abroad and the Ministry of Public Function, Employment, Labour and Professional Organisation; IOM, Migration au Sénégal, Profil National 2009; IOM, 2008, LISTE - Liaison Information Systems and Tools for Emigration; and IOM Office in Senegal

2.2 Involved Stakeholders

2.2.1 Main National Institutions Charged with Emigrant Communities

Ministry of Senegalese Abroad

The Ministry of Senegalese Abroad (FR) was created on 27 August 2003 by Decree No. 2003-666⁴⁷. In 2007, it was re-established as the Ministry of Senegalese Abroad, Handicraft and Tourism⁴⁸. Two years later, in 2009, the Ministry was re-instituted as the Ministry of Senegalese Abroad⁴⁹. The Ministry is mandated to elaborate and implement State policy relating to Senegalese abroad, its specific **objectives** being⁵⁰:

- To manage questions relating to Senegalese abroad;
- To provide frameworks of protection for Senegalese nationals living abroad; and
- To promote Senegalese abroad.

To implement these objectives, the Ministry acts according to the following areas of responsibility (unofficial translation):

- 1) Assist Senegalese nationals living abroad by encouraging and coordinating initiatives, which unite these;
- 2) Promote the economic, social and cultural reintegration of Senegalese abroad upon their return to Senegal;
- 3) Facilitate their access to housing; and
- 4) To work towards enhancing investment projects of Senegalese abroad in Senegal.

The Ministry for Senegalese Abroad is structured into the following sub-divisions (unofficial translation)⁵¹:

- Directorate for the Promotion of Housing for Senegalese abroad (DIPHASE), whose goal is to purchase plots on national territory and develop them for the Senegalese abroad with the support of property developers.
- Directorate of Support to Investments and Projects (DAIP), in charge of the collection, review, follow-up and assessment of projects designed by expatriates.
- Directorate of Social Affairs (DAS): in charge of supporting and protecting the Senegalese abroad and, in this capacity, of social welfare, issues relating to social security, retirement and family reunification.

⁴⁷ IOM Office in Senegal

⁴⁸ Ibid.

⁴⁹ Ibid.

⁵⁰ Answers to joint ICMPD-IOM Questionnaire from the Ministry of Senegalese Abroad

⁵¹ <http://www.gouv.sn/spip.php?article206>, accessed on 20.03.10

- Directorate of General Administration and Equipment (DAGE) : in charge of staff management, budget drafting and execution, and managing the credits and materials allocated to the Ministry.

In addition, the following Offices are under the auspices of the Ministry (unofficial translation)⁵²:

- The Superior Council of the Senegalese Abroad ('Conseil Supérieur des Sénégalais de l'Extérieur' (CSSE)): Created in 1995, this advisory body has gone through a long period of lethargy. By virtue of Decree No. 2010-241 of 1 March 2010, the State of Senegal repealed Decree No. 95-154 of 9 February 1995 creating the CSSE. Its mission is to represent migrant associations and contribute to the Government's action towards the management, protection and fostering of Senegalese abroad⁵³. The CSSE, created in 1995, is not yet functional⁵⁴. The Senegalese Government is, however, striving to revive it, and on 1 March 2010 renewed the Council through Decree No. 2010-241, replacing Decree No. 95-154 of 9 February 1995⁵⁵. The CSSE is seen as the umbrella body of Senegalese migrant associations around the world and is foreseen to deal directly with the Government⁵⁶.
- Office of Reception, Orientation and Follow-up of Emigrants ('Bureau d'Accueil, d'Orientation et de Suivi des Émigrés' (BAOS)): It is responsible for providing useful information to Senegalese living abroad and for providing assistance to migrants both during the preparation of departure and upon their return to Senegal⁵⁷. The BAOS is, however, not yet functional⁵⁸. A project aiming at boosting the BAOS is currently implemented⁵⁹. The objectif is to create a cross-functional structure both in Senegal and in host countries⁶⁰.

⁵² Ibid.

⁵³ Answer to the Inventory Chapter on Senegal from the Ministry of Senegalese Abroad

⁵⁴ IOM Office in Senegal

⁵⁵ Ibid.

⁵⁶ Ibid.

⁵⁷ Ibid.

⁵⁸ Ibid.

⁵⁹ Answer to the Inventory Chapter on Senegal from the Ministry of Senegalese Abroad

⁶⁰ Ibid.

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Table 2.1 - Senegal: Ministry of Senegalese Abroad

Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities*
1) Website of the Senegalese Government: www.gouv.sn (FR); 2) Visits of delegations and/or single representatives from the Ministry of Senegalese Abroad to destination countries where main emigrant communities reside; 3) 'Bureaux d'Appui' at Embassies (yet to be established); 4) Information campaigns; 5) Migrant Associations Abroad; 6) ICTs; etc.	Establishment of an Investment Support Fund for Senegalese Abroad ('Fonds d'Appui à l'Investissement des Sénégalais de l'Extérieur' (FAISE))
	Organisation of summer camps ('Colonies de vacances') for descendents of Senegalese nationals residing abroad in Senegal
	Organisation of cultural events and activities ('Espaces et caravanes culturelles') in main destination countries of Senegalese abroad
	Preparation and undertaking of a Census on Senegalese abroad
	Publication of a <u>Guide for Senegalese Abroad</u> (FR) ('Le guide du Sénégalais de l'Extérieur')
	Undertaking of studies relating to Senegalese abroad (e.g. feasibility study on the possibility to evaluate the impact of contributions made by Senegalese abroad)
	Drafting of a Guide on Return
	Designing a support scheme for the private sector aiming at promoting the Senegalese migrant community living in Italy
Outreach Channels through Other National Institutions	Other Activities Relating to Emigrant Communities
1) Senegalese Embassies and Consulates Abroad; etc.	Coordination with national institutions and support to the renewal of The Superior Council of Senegalese Abroad ('Conseil Supérieur des Sénégalais de l'Extérieur' (CSSE)) on 1 March 2010.
	Coordination and support to the establishment of a Federation of Senegalese Migrant Associations as a means to reduce the number of interlocutors, enhance outreach and achieve higher cooperation efficiency. The proposed Federation of Associations of Senegalese Abroad has already been launched in The Gambia, Mali and Italy (Federation by region).

NB: This list is not exhaustive

* Further details on initiatives under Chapter 2.3: Institutional Practices

Sources: Answer to joint ICMPD-IOM Questionnaire from the Ministry of Senegalese Abroad; Interview with the Ministry of Senegalese Abroad; *Le Matin - Quotidien Sénégalais d'Informations Générales*; and IOM Office in Senegal

Ministry of Foreign Affairs

With regards to emigrant communities, the Ministry of Foreign Affairs (FR) is mandated to, inter alia, manage consular and diplomatic relations with countries of destination, in which Senegalese emigrant communities reside, negotiate agreements pertaining to migration, etc⁶¹. Through Senegalese Embassies and Consulates (FR), the Ministry of Foreign Affairs further provides Senegalese nationals abroad with a number of services, such as⁶²:

- Provision of information on activities organised in Senegal and/or the respective destination country addressing Senegalese residing abroad;
- Provision of information on political and economic developments in Senegal;
- Renewal of passports and other documents;
- Authentication of formal documents; and
- Recording of civil events (i.e. birth, death, divorce, marriage).

Table 2.2 - Senegal: Ministry of Foreign Affairs

Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities
1) Internet website of the Ministry of Foreign Affairs: www.diplomatie.gouv.sn (FR); 2) Senegalese Embassies and Consulates Abroad; etc.	Regular organisation of cultural activities through Embassies and/or Consulates
	Other Activities Relating to Emigrant Communities
	Information dissemination on investment opportunities and incentives in Senegal to potential investors
NB: This list is not exhaustive Sources: Senegalese Ministry of Foreign Affairs; Answer to joint ICMPD-IOM Questionnaire from the Ministry of Senegalese Abroad; <u>Embassy of Senegal to the United States (USA)</u> ; and <u>Embassy of Senegal to France</u>	

2.2.2 Inter-Institutional Coordination

The Ministry of Senegalese Abroad constitutes the lead entity for issues relating to Senegalese emigrant communities⁶³. Other Ministries involved in matters pertaining to Senegalese abroad are⁶⁴:

- Secretariat-General of the Presidency of the Republic
- Prime Minister Office
- Ministry of Foreign Affairs

⁶¹ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Senegalese Abroad

⁶² Embassy of Senegal to the United States (USA); and Embassy of Senegal to France

⁶³ Answer to joint ICMPD-IOM Questionnaire from the Ministry of Senegalese Abroad

⁶⁴ Ibid.

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- Ministry of Interior
- Ministry of Economy and Finances
- Ministry of Public Function, Employment, Labour and Professional Organisations
- Ministry of Youth, Sports and Leisure
- Ministry of Family and Microfinance

Aware of the need of a coordinated migration management by all institutional players, the Ministry of Senegalese abroad has been actively involved in the establishment of a dialogue framework on legal migration (in partnership with the BIT)⁶⁵.

In addition, the Ministry of Senegalese Abroad is member of the National Technical Working Groups set up by ILO (Labor Migration Program) and IOM (Migration Profile Projects and Labor Migration Program)⁶⁶.

2.2.3 Main International Institutions Involved with Emigrant Communities

International institutions involved in matters pertaining to migration in Senegal are, *inter alia*:

- UNDP in Senegal (FR)
- The International Organization for Migration (IOM) (EN)
- The ILO Sub-Regional Office in Dakar (FR), covering all ECOWAS States

Other international stakeholders are:

- The Central Bank of West African States (FR) (*'Banque Centrale des Etats de l'Afrique de l'Ouest', BCEAO*) and its National Board for Senegal
- The Delegation of the European Union to Senegal (FR): Through strategic frameworks such as the Country Strategy Paper (CSP) and National Indicative Programme (NIP) 2008-2013 (FR) of the European Union (EU) for Senegal, a mechanism for cooperation is set out between the EU and Senegal under the 10th European Development Fund (EDF) (EN), covering the period 2008-2013. The main thematic areas of the CSP and NPI 2008-2013 for Senegal are (unofficial translation)⁶⁷:
 - 1) Support to regional and commercial integration
 - 2) Infrastructure for wastewater treatment
 - 3) Budgetary support to the implementation of the Poverty Reduction Strategy for Senegal
 - 4) Other relevant areas

Migration is addressed in the CSP and NPI 2008-2013 as follows⁶⁸:

⁶⁵ Ibid.

⁶⁶ IOM Office in Senegal

⁶⁷ EC Country Strategy Paper for Senegal 2008-2013

⁶⁸ Ibid.

- In the area of *support for regional and commercial integration*, the NIP describes the need to pursue dialogue in the areas of migration and development as well as with regards to management of migration flows; and
- Under *other relevant areas*, the management of irregular migration is referred to, focusing on communication, research, institutional capacities and return programmes.

2.2.4 Main Non-Governmental Institutions Involved with Emigrant Communities

In Senegal, multiple non-governmental organisations are involved in matters pertaining to migration. The majority provides assistance to return migrants through a variety of social services, ranging from health assistance to socio-economic reintegration support⁶⁹. Other predominant areas of involvement are the protection of human rights of migrants, policy lobbying, prevention of irregular migration through small scale development projects in rural areas and awareness-raising campaigns⁷⁰.

Examples of non-governmental actors in Senegal involved in issues pertaining to migration and/or emigrant communities are:

- 'Conseil des ONG d'appui au développement' (CONGAD) (FR), engaged in questions relating to human rights, notably those of migrants⁷¹. CONGAD further have a coordinating role for non-governmental organisations and associations in Senegal, initiated to maximise the results of migration related-activities and initiatives undertaken by civil society⁷². To provide a basis for its coordinating role, CONGAD is in the midst of compiling a repertoire of Senegalese non-governmental organisations and associations involved with migration issues⁷³.
- 'ENDA Diapol' (FR), part of the non-governmental organisations 'ENDA Tiers Monde' (FR). ENDA Diapol is active in the field of policy dialogue between national institutions and civil society, focusing on matters relating to Migration and Development⁷⁴. In addition, as Senegalese migration increasingly is being influenced by environmental push-factors, such as desertification and land degradation, ENDA Diapol is also active within migration and climate change, as well as migration and agriculture⁷⁵.

⁶⁹ Interview with CONGAD; and Interview with ENDA Diapol

⁷⁰ Ibid.

⁷¹ Interview with CONGAD.

⁷² Ibid.

⁷³ Ibid.

⁷⁴ Interview with ENDA Diapol

⁷⁵ Ibid.

2.3 Institutional Practices

2.3.1 National Institutions

The following examples of initiatives relating to emigrant communities have been introduced by national authorities in Senegal, outreach and orientation, fostering the link with Senegalese abroad, return of migrants' financial capital, socio-economic and agricultural development being the main areas of focus:

Table 2.3 - Senegal: Initiatives by National Institutions

National Institution	Initiative	Cooperation	Aim
Ministry of Senegalese Abroad	Establishment of an Investment Support Fund for Senegalese Abroad (<i>Fonds d'Appui à l'Investissement des Sénégalais de l'Extérieur</i> (FA/SE))	N/A	Key objective (unofficial translation): To incite and accompany Senegalese migrants willing to invest in productive sectors, as a means to support the creation of jobs, notably in their regions of origin.
Ministry of Senegalese Abroad	Organisation of summer camps (<i>Colonies de vacances</i>) for descendants of Senegalese nationals residing abroad in Senegal	N/A	Key objective (unofficial translation): To foster the link with and strengthen the socio-cultural identity of descendants of Senegalese migrants; etc.
Ministry of Senegalese Abroad	Organisation of cultural events and activities (<i>Espaces et caravanes culturelles</i>) in main destination countries of Senegalese abroad	N/A	Key objective (unofficial translation): To enhance the link with Senegalese nationals living abroad; etc.
Ministry of Senegalese Abroad	Preparation and undertaking of a Census on Senegalese abroad	Ministry of Foreign Affairs (FR) and the <u>International Organization for Migration (IOM)</u> (EN)	Key objective (unofficial translation): To establish a data base with information relating to Senegalese abroad; etc. The pilot project of the Census was realised in 2007 in Mali and The Gambia. The second phase is foreseen for 2010.

Ministry of Senegalese Abroad	Publication of a Guide for Senegalese Abroad (FR) (<i>'Le guide du Sénégalais de l'Extérieur'</i>)	N/A	Key objective (unofficial translation): To foster the link with Senegalese abroad, and provide information on consular matters, civic rights including the right to vote, social security, opportunities for investment, investment incentives, contact details of national institutions, etc.
Ministry of Senegalese Abroad	Undertaking of studies relating to Senegalese abroad (e.g. feasibility study on the possibility to evaluate the impact of contributions made by Senegalese abroad)	N/A	Key objective (unofficial translation): To gather information and analyse different matters relating to emigration and Senegalese abroad; etc.
Ministry of Agriculture, Rural Hydraulic and Food Security	Return of Emigrants to the Agricultural Sector (<i>'Retour des Emigrés Vers l'Agriculture' (REVA)</i>)	Ministry of Senegalese Abroad	Key objective (unofficial translation): To promote and encourage returnees to contribute to the diversification of Senegalese agriculture; etc.
Ministry of Youth, Sports and Leisure (FR)	Information system for efficient management of migration (<i>'Système d'information pour la gestion efficace de la migration' (SIGEM)</i>)	N/A	Key objective: To put in place an information registration system, gathering data on young employment seeking persons. The information is collected by Departmental Centres for Public Education and Sport (<i>'Centres départementaux d'éducation populaire et sportive' (CDEPS)</i>) and is inserted into a centralised database of all employment seekers within Senegal. Candidates for legal emigration are chosen from this database.
NB: This list is not exhaustive Sources: IOM, Migration au Sénégal, Profil National 2009; Answer to joint ICMPD-IOM Questionnaire from the Ministry of Senegalese Abroad and the Ministry of Youth, Sports and Leisure; Guide for Senegalese Abroad; and IOM Office in Senegal			

In addition to the above-mentioned initiatives, the Government of Senegal has and/or foresees, to enhance the return of migrant resources and investment projects, to put in place various institutional support mechanisms targeting Senegalese abroad. These include mechanism such as:

Table 2.4 - Senegal: Institutional Support Mechanisms		
Support Mechanism	Agency/Ministry	Aim
Office of Reception, Orientation and Follow-up of Emigrants ('Bureau d'Accueil, d'Orientation et de Suivi des Émigrés') (Foreseen to be established at the International Airport of Dakar as well as Senegalese Embassies.)	Ministry of Senegalese Abroad	Key objectives (unofficial translation): 1) To provide migrants with the necessary information relating to conditions for their reintegration upon their return; 2) To ensure implementation and monitoring of incentives allowing a better integration in various production sectors; 3) To apply policy relating to the promotion and mobilisation of transfer of savings of migrants; 4) To facilitate the technical and financial set up of individual and collective projects relating to reintegration, in cooperation with public and private institutions, and relevant technical and financial bodies; 5) To monitor the technical management of projects; etc.
'Guichet Unique'	Investment Promotion and Major Works Agency (FR) ('Agence nationale chargée de la Promotion de l'Investissement et des Grands Travaux' (APIX))	Key objective (unofficial translation): To encourage the development of investments by facilitating procedures of investments and simplifying administrative procedures for the creation of Small and Medium-sized Enterprises (SMEs), allowing the creation of a business within 48 hours; etc.
Savings accounts with special interest rates for Senegalese abroad	Banque de l'Habitat du Sénégal (BHS) (FR)	Key objective (unofficial translation): To attract and enhance return of migrants' financial capital.
Establishment of Overseas Bank Offices of the National Bank 'Banque de l'Habitat du Sénégal' (BHS) (FR) in Main Destination Countries of Senegalese emigrant communities	N/A	Key objective (unofficial translation): To facilitate and enhance investments and remittance transfers of Senegalese abroad; etc.
Support system for Senegalese investors living abroad (yet to be implemented)	Chamber of Commerce, Industry and Agriculture in Dakar (FR) ('Chambre de Commerce, d'Industrie et d'Agriculture de Dakar' (CCIAD))	Key objective (unofficial translation): To provide support in the set-up of a business plan, in the establishment of an enterprise and its legal set up, in managing the company, in identifying partners in the productive sector, etc.
Support Programme for Solidarity-based Development Initiatives (formerly co-development)	Technical Support Directorate	Key objective: To support the contribution of expatriates to the development of the areas of origin and facilitate their return and reintegration
Decentralised cooperation	Ministry of International Cooperation	Key objective: To develop regions of origin through cooperation among migrant-initiated local communities

NB: This list is not exhaustive

Sources: Answer to joint ICMPD-IOM Questionnaire from the Ministry of Senegalese Abroad and the Ministry of Public Function, Employment, Labour and Professional Organisation, Internet website of Banque de l'Habitat du Sénégal: www.bhssn.org; Ministry of Senegalese Abroad, October 2006, 'Lettre de Politique sectorielle des Sénégalais de l'Extérieur'; Ndione, Babacar; Broekhuis, Annelet, 2006, *Migration et Développement – Points de vue et initiatives au Sénégal*; and IOM Office in Senegal

2.3.2 International Institutions and Other Relevant Actors

The following examples of initiatives relating to emigrant communities have been introduced by international institutions and other relevant actors present in Senegal:

Table 2.5 - Senegal: Initiatives by International Institutions and Other Relevant Actors

Agency	Initiative	Cooperation	Aim
<u>International Organization for Migration (IOM)</u> (EN)	International Migration in West and Central Africa: National and Regional Country Migration Profiles for Strategic Policy Development (2008-2010)	Donors: - <u>European Commission</u> (EN) - <u>Government of Belgium</u> - <u>Government of Switzerland</u>	Key objective: To enhance governmental capacities to promote comprehensive and proactive migration and asylum management policies; etc.
	<u>Migrant Women for Development in Africa (WMIDA)</u> (EN) (Feb 2008 - Dec 2009)	Donor: <u>Italian Cooperation</u> (EN)	Key objective: To engage West African women migrants residing in Italy in the development of their countries of origin. The main output of the project was the selection of 12 entrepreneurial project proposals presented by migrant women and their associations in Italy, which received financial support for its implementation. Out of the 12 projects, five projects were implemented in Senegal, focusing on the sectors of agriculture, tourism, child care and manufacturing.
	<u>Migration for Development in Africa (MIDA)</u> (EN)	Donor: <u>Italian Cooperation</u> (EN)	Key objective: To enhance the contribution of the Senegalese emigrant community in Italy in order to: - Support the development of regions of origin; - Channel remittances towards productive activities favoring connections between the community in regions of origin of emigration and the Senegalese emigrant community in order to share knowledge and experiences; etc.

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<p>Profiling Senegalese Nationals Abroad and Enhancing Their Expertise for Senegal (2006)</p> <p>(Pilot project part of the Migration for Development in Africa (MIDA) Strategy)</p>	<p>N/A</p>	<p>Key objective: To enhance the link between Senegalese migrants and their country of origin, by facilitating the profiling of Senegalese emigrants through an inventory of Senegalese abroad and the creation of an information network by collecting data available in consulates and assessing their competencies necessary for the development of priority sectors in their country of origin.</p>
<p><u>Italian Cooperation</u> (EN)</p>	<p>Government of Senegal</p>	<p>Overall objectives (unofficial translation):</p> <ol style="list-style-type: none"> 1) To increase the capacity of the Senegalese private sector and of Senegalese emigrant communities living in Italy to contribute to the sustainable development of their country; and 2) To promote the economic role of women in the process of development and investment in durable technologies, while respecting the protection of the environment. <p>Specific objective (unofficial translation):</p> <p>To increase the volume of effective and productive investments by Small and Medium-sized Enterprises (SMEs), which can generate employment opportunities, particularly in regions of emigration.</p>
<p><u>Commodity Aid II</u> (IT)</p>	<p>N/A</p>	<p>Key objectives (unofficial translation):</p> <ol style="list-style-type: none"> 1) To reinforce the structures of the Senegalese government authorities; 2) To provide technical equipment to the Senegalese public administration; 3) To facilitate the return of Senegalese migrants from Italy; etc.
<p><u>The European Union</u> (EU) (EN)</p>	<p>Government of Benin, Cameroun, Mali and Senegal.</p> <p>Implementing agency: <u>Ministry of Labour, Social Relations, Family, Solidarity and City</u> (FR)</p>	<p>Key objectives: To support Benin, Cameroun, Mali and Senegal to promote and better manage migration of skilled persons between their respective country of origin and European countries of destination, as a means to enhance circular migration.</p>

<u>UNOPS</u> (EN)	<u>TOKEN Programme for Senegal</u> (FR) (Oct 2001 – June 2003)	<u>Ministry of Foreign Affairs</u> (FR)	<p>Key objectives:</p> <ul style="list-style-type: none"> - To enable Senegal to profit from competencies of emigrants in order to contribute to the economic and social development of the country; - To develop effective measures of resource mobilisation and partnership; - To enable flexible responses to governmental needs by making available highly skilled international experts; etc. <p>Key objective (unofficial translation): To support investment by Senegalese living in the Catalonia region in their regions of origin, as a means to support local development in Senegal.</p>
<u>Catalan Fund for Development Cooperation</u> (ES)	<u>REDEL</u> (FR) Project	N/A	<p>Key objectives:</p> <p>To provide persons with information on transfer costs and conditions between France and selected countries, so that these receive the opportunity to choose as freely and as objectively as possible, the financial institution and/or way to transfer their capital according to conditions of safety, speed and cost.</p>
French Development Agency (EN) and <u>Ministry of Immigration, Integration, National Identity and Development Partnership</u> (EN)	Establishment of a website on remittance transfer costs in selected countries: www.envoirdargent.org (FR)	<u>Selected banks and money transfer operators</u> (FR)	
<p>NB: This list is not exhaustive</p> <p>Sources: Internet website of the <u>International Organization for Migration</u> (IOM); <u>Catalan Fund for Development Cooperation</u>; www.envoirdargent.org, accessed on 20.03.10; and http://www.diplomatie.gouv.sn/maeuase/index_token.htm, accessed on 20.03.10</p>			

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Main Challenges:

- The Ministry of Senegalese Abroad is the Governmental Institution charged with matters relating to emigrant communities and constitutes the lead entity for coordination with other Ministries and/or Ministerial Departments implicated in questions relating to Senegalese abroad. With the involvement of multiple Ministries in migration-related questions in Senegal, one challenge faced in overcoming limitations in inter-ministerial coordination is, however, the **lack of an independent institutional body** with enacted responsibilities to ensure continuous inter-institutional coordination and information sharing.
- The Ministry of Senegalese Abroad has put in place a key policy framework relating to Senegalese abroad as well as various activities to foster the link with the Senegalese emigrant community, enhance outreach and orientation, and the return of migrant's resources. One challenge faced is, however, the **limited resources** of the Ministry, for it to further develop its activities and implement its Sectorial Policy.

The Syrian Experience

MTM: A Dialogue in Action

Linking Emigrant Communities for More Development
Inventory of Institutional Capacities and Practices

Joint ICMPD-IOM Project

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1.1 History of Emigration

Modern emigration from the Syrian Arab Republic dates back to the second half of the 19th century. Over the last 150 years, the following developments with regard to emigration flows from Syria can be identified:

- From the 1860's onwards Dominated by Syrians¹ emigrating to North America, Latin America and Australia².
- From 1918 and onwards Characterised by regional migration within the Mashreq region³, emerging by end of WWI and the collapse of the Ottoman Empire⁴.
- Up until the 1940's Characterised by Syrians emigrating to Europe and Africa, as well to the Western hemisphere in general.⁵
- From the 1960's till today Distinguished by labour migration to the Gulf Region and its expansive oil-based economies, in particular as a consequence of the 1973 economic boom (driven by an upsurge in oil revenues)⁶. Continuation of regional migration within the Mashreq, in particular to Lebanon and Jordan. Emigration both of permanent and temporary nature⁷. Emigrants are primarily educated or skilled workers⁸. The greatest net outflow took place in the 1980's⁹. In addition to regular labour migration, smaller flows of irregular migrants and asylum seekers aiming for Europe compose a part of the contemporary emigration context in Syria.

Factors influencing Syrian emigration are both internal (push) and external (pull). The majority of contemporary Syrian emigrants are educated and/or skilled, thus push and pull factors relating to employment and economic prospects are of particular importance (Table 1.1).

¹ It is worth noting that a distinction between Syrians, Lebanese and other persons of Middle Eastern origin was not necessarily made upon registration in destination countries until post WWII (Source: Salloum, Habeeb, *The Syrians in Canada*)

² Wincler, Onn, 1997, Syrian migration to the Gulf countries, *Middle Eastern Studies*, Vol. 33, No. 1

³ The Mashreq region is composed of 6 countries: Cyprus, Jordan, Iraq, Lebanon, Palestine and Syria

⁴ Baldwin-Edwards, Martin, 2005, *Migration in the Middle East and the Mediterranean*

⁵ ECORYS for the European Investment Bank, 2006, *Study on improving the efficiency of workers' remittances in the Mediterranean countries*

⁶ Wincler, Onn, 1997, Syrian migration to the Gulf countries, *Middle Eastern Studies*, Vol. 33, No. 1

⁷ Baldwin-Edwards, Martin, 2005, *Migration in the Middle East and the Mediterranean*

⁸ Ibid.; Interview with the Syrian Ministry of Interior

⁹ The net migration rate for the 1980's was 125,000. (Sources: World Bank, 2008, *The Road not Travelled: Education Reform in the Middle East and North Africa*, Chapter 8: Migration and Education; and Wincler, Onn, 1997, Syrian migration to the Gulf countries, *Middle Eastern Studies*, Vol. 33, No. 1)

Background

Table 1.1 – Syria: Factors Influencing Syrian Emigration

Push Factors	
Economic factors	Strong supply pressure in the labour market*
	Lack of economic perspectives**
Political factors	Political context
Demographic factors	High population growth***
Additional factors	Compulsory military service
Pull Factors	
Labour factors	Demand for labour in the Gulf States
	Job opportunities
Educational factors	Education/training opportunities
Social factors	Family reunification
	Role of family networks

* The refugee situation in the region and the demography of the Syrian society put pressure on the Syrian labour market - 300,000 new entrants on the labour market every year over the next ten years is estimated (Source: EC Country Strategy Paper (CSP) 2007-2013 and National Indicative Programme (NIP) 2007-2010).

** On the Human Development Index (HDI) 2007, Syria ranked 107 out of 182 countries (Source: [UNDP Human Development Report 2009](#)); The EC CSP 2007-2013 and NIP 2007-2010 further describes: '30% of the population are presently just above the poverty line and can satisfy a reasonable level of basic needs.'

*** 3.47% in 2008 (Source: [World Bank Development Indicators](#))

NB: This list is not exhaustive

Sources: EC Country Strategy Paper (CSP) 2007-2013 and National Indicative Programme (NIP) 2007-2010; Wincler, Onn, 1997, Syrian migration to the Gulf countries, Middle Eastern Studies, Vol. 33, No. 1; and ECORYS for the European Investment Bank, 2005, [Study on improving the efficiency of workers' remittances in the Mediterranean countries](#)

1.2 Competent Authorities

Table 1.2 - Syria: Main National Institutions with Competencies Relevant to Emigrant Communities

Agency	Ministry	Areas of Responsibility
N/A	Ministry of Expatriates (EN)	<p>Key responsibilities:</p> <ol style="list-style-type: none"> 1) Facilitate communication between Syrians living abroad and their relatives in Syria, including maintenance of such communication with future generations; 2) Represent Syria in all activities relating to emigrant communities; 3) Monitor emigrants' cultural, social, and economic activities; 4) Preserve the national identity of Syrians abroad; 5) Collect data on emigrant communities; 6) Develop an information management system that facilitates information exchange and interaction between the ministry and emigrant communities; and 7) Preserve the cultural, social, and economic unity of emigrant communities abroad. <p>Through its <i>Planning and Economic Investment Enhancing Directorate</i>, the Ministry is furthermore responsible for encouraging and facilitating investments of Syrians abroad in Syria.</p>

N/A	Ministry of Foreign Affairs	Key responsibility: Manage consular and diplomatic relations with countries of destination, and external relations with emigrant communities, including accepting the submission of 'visit applications' from and issuing passports to Syrians abroad.
<u>Civil Affairs</u> (AR)	Ministry of Interior	Key responsibility: Facilitate civil affairs issues, e.g. the obtainment, relinquishment, deprivation and restitution of Syrian nationality and citizenship.
N/A	<u>Ministry of Tourism</u> (AR)	Key responsibilities: 1) Promote Syria as a destination country for tourism, targeting among others Syrians living abroad; and 2) Strengthen the relationship between Syrian emigrant communities and Syria.
<u>State Planning Commission</u> (EN)	N/A	Key responsibility: Play a supporting and enabling role in the socioeconomic development of Syria by: 1) Developing long, medium and short term plans on macro and sector level; 2) Monitoring the implementation of such plans; 3) Facilitating international cooperation; and 4) Providing technical assistance to the Syrian government on economic development issues.

1.3 Countries of Destination

The Syrian Central Bureau of Statistics (EN) estimated the Syrian emigrant population at **657,291** in 2004¹⁰, whilst the World Bank (EN) estimates that 480,708 Syrians resided abroad in 2005¹¹. The **main continent of destination is Asia**, hosting 49.5% of the Syrian emigrant population (Table 1.3)¹². According to the World Bank (EN), the primary country of destination in Asia is the Kingdom of Saudi Arabia (KSA), followed by the West Bank and Gaza and Israel¹³. Additionally reported important countries of destination in Asia are Lebanon¹⁴ and Jordan¹⁵.

Table 1.3 – Syria: Estimated Distribution of Syrian Emigrant Communities in Destination Regions*

Regions of Destination	Emigrant Population (%)
Asia	49.5

¹⁰ 2004 census

¹¹ World Bank Migration and Remittances Factbook on Syria

¹² UNDP Human Development Report 2009

¹³ World Bank Migration and Remittances Factbook on Syria

¹⁴ CARIM, 2010, Migration Profile: Lebanon

¹⁵ IOM, 2004, Arab Migration in a Globalized World

Background

Europe	19.5
North-America	17.0
Africa	7.7
Latin-America, Caribbean	4.6
Oceania	1.7
Total	100
*2000-2002	
Sources: UNDP Human Development Report 2009	

The primary countries of destination for Syrian emigrants within North America are the United States and Canada, whilst the most prominent destination country in Latin-America is Venezuela. The most significant countries of destination within Europe are Germany, followed by Sweden and France¹⁶.

1.4 General Characteristics of Emigrant Communities

Contemporary Syrian emigrants are typically skilled and/or educated¹⁷. However, the skill/educational level may differ between various regions and countries of origin. For example, whilst 73% of Syrians in France holds a tertiary education, only 5% of the Syrian community in Jordan is in possession of an education at this level.¹⁸ With regards to the loss of educated nationals, the World Bank (EN) reports that an estimated 9.5% of the physicians trained in Syria have left the country¹⁹.

Table 1.4 – Syria: Educational Level of Emigrants		
Educational Level	No. of Emigrants	No. of Emigrants (%)
Illiterate	110,256	16.8
Literate	160,789	24.5
Primary certificate	109,850	16.7
Intermediate certificate	107,309	16.3
Secondary certificate	82,352	12.5
Vocational certificate	37,606	5.7
University graduate	47,577	6.5
Master degree	698	0.1
Doctorate	837	0.1
Not stated	5,017	0.8
Total	657,291	100
Sources: Syrian Central Bureau of Statistics, 2004 Census		

The Syrian Central Bureau of Statistics (EN) described the characteristics of the Syrian emigrant population as follows²⁰:

¹⁶ World Bank Migration and Remittances Factbook on Syria

¹⁷ ECORYS for the European Investment Bank, 2006, Study on improving the efficiency of workers' remittances in the Mediterranean countries; Interview with the Syrian Ministry of Interior

¹⁸ Fargues, Phillipe, 2006, International Migration in The Arab Region: Trends and Policies

¹⁹ Ibid

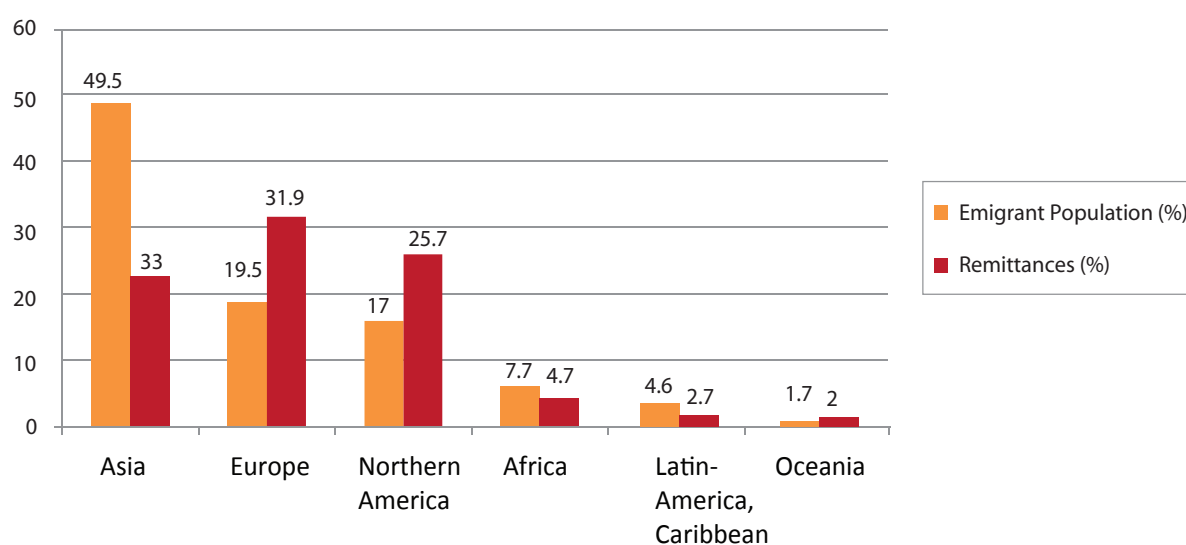
²⁰ 2004 census

- **Sex:** Close to evenly divided between men and women, with women making up 48.4% of the total.
- **Age:** The majority is reported to be between 20 and 39 years of age, the most significant age group being that of persons from 24 to 29 years of age.
- **Education level:** 83% of the Syrian emigrant population is reported to be literate, whilst approximately 7% hold a university degree (Table 1.4).
- **Occupation:** The majority of emigrants are employed within the field of public administration and defence (31.1%), followed by construction (13.2%), manufacturing (11.4%), wholesale and retail trade (9.7 %), and agriculture, hunting and forestry (6.1%).

1.5 Estimated Remittance Flows

According to the [UNDP Human Development Report 2009](#) (EN), **official remittance transfers** from Syrian emigrants amounted to **US\$ 824 million** in 2007, accounting for approximately **2.2% of Syria's GDP**. This represents an average remittance transfer of US\$41 per Syrian migrant resident abroad, compared with the average for Arab States of US\$125. The largest inflow originates from Asia, where the most significant Syrian emigrant community (49.5%) is located. The second largest inflow derives from Europe (Graph 1.1)²¹. The [World Bank](#) (EN) estimates that the remittance inflow to Syria is largely composed of "workers' remittances"²².

Graph 1.1 - Syria: Estimated Remittance Flows from Destination Regions (%) in Relation to Emigrant Population (%)



Source: [Human Development Report 2009](#)

²¹ [UNDP Human Development Report 2009](#)

²² In 2006, 770 of 795 million US\$ in total formal remittance flow was "workers' remittances", the remaining million US\$25 categorised as "compensation of employees". (Sources: [World Bank Migration and Remittances Factbook on Syria](#))

Background

With regard to the magnitude of remittance flows, it is worth noting that informal remittance flows into Syria, which are not registered, are believed to be considerable²³.

Detailed knowledge on how remittances are made use of in Syria is limited. However, a mini-survey conducted within the framework of the Study on improving the efficiency of workers' remittances in Mediterranean countries (EN) indicates that remittances in Syria are typically used for household consumption²⁴.

1.6 Country Specificity

Over recent years Syria has undergone a gradual financial liberalisation, transitioning from a state-planned economy towards a social market-led economy²⁵. This economic transition entails a novel presence of foreign banks and money transfer operators (MTOs), as well as a liberalisation of foreign currency regulations and investment conditions, which facilitate the transfer of remittances as well as foreign direct investments of Syrian emigrant communities abroad²⁶.

²³ World Bank Migration and Remittances Factbook on Syria; and ECORYS for the European Investment Bank, 2006, Study on improving the efficiency of workers' remittances in the Mediterranean countries

²⁴ ECORYS for the European Investment Bank, 2006, Study on improving the efficiency of workers' remittances in the Mediterranean countries.

²⁵ UNDP Syria, <http://www.undp.org.sy/index.php/poverty-reduction/56-technical-support-for-the-implementation-of-the-tenth-five-year-plan->, accessed 16.03.10; Central Bank of Syria, 2009, Five Years of Monetary Policy reform 2005-2009; and ECORYS for the European Investment Bank, 2006, Study on improving the efficiency of workers' remittances in the Mediterranean countries

²⁶ Ibid.

2.1 Legislative and Policy Framework pertaining to Emigrant Communities

2.1.1 National Legislation

Act 42 of 1975 regulates the exit and entry of Syrian Arab nationals, as well as Palestinian refugees registered in Syria²⁷.

Policies and initiatives relating to emigrant communities are set out within the framework of a **general national Five-Year Plan**. The national plan (EN), currently implemented covers the period 2006-2010 and is the tenth plan to be executed. Within the framework of this Five-Year Plan, the Syrian Ministry of Expatriates (EN) is in the lead on the implementation of issues relating to emigrant communities, cooperating and coordinating closely with other relevant ministries and institutions²⁸.

2.1.1.1 Dual Citizenship

The Syrian Nationality Act (EN) of November 1969 regulates the obtainment, relinquishment, deprivation and restitution of Syrian nationality and citizenship. Chapter 5 of this decree stipulates that dual citizenship is not accepted. However, Syrian authorities inform that dual citizenship is a recognised and practiced institution²⁹.

2.1.1.2 Financial Incentives

Legal frameworks incorporating incentives aimed to encourage Syrians resident abroad to invest in Syria are *inter alia*:

- Law No. 10 of 1991, as amended by Decree No.7 of 2000 (EN): Referred to as the “unified law of investment”, it aims to encourage Syrian Arab citizens residing within the country and abroad, as well as Arab and foreign nationals, to invest in development projects in Syria, thus contributing to the socio-economic development of the country³⁰. Incentives introduced include:
 - Ease of import and foreign currency restrictions;
 - Various forms of tax exemptions;
 - The possibility of transferring profits and unutilized capital abroad; etc.
- Legislative Decree No. 8 of 2007 (EN): Includes the following investment incentives:

²⁷ Internet website of UNHCR Refworld, accessed on 11.03.10

²⁸ Internet website of the Ministry of Expatriates, accessed on 10.03.10

²⁹ Information obtained from the Syrian Embassy in Berlin, Germany per phone on 10.03.10; Information obtained from the Syrian embassy in Vienna, Austria per phone on 10.03.10

³⁰ Internet website of the Syrian Ministry of Industry, accessed on 11.03.10

Inventory Findings

- Guarantee of working and residence permits for foreign investors and their families;
- Various forms of tax exemptions;
- An easing of import restrictions; etc.

To *inter alia* facilitate inflow of capital to Syria, a general liberalisation of the Syrian financial sector has taken place over recent years. Although state involvement, and corresponding rigidities, is still present, the liberalisation is gradually allowing for greater facilitation of financial transfers from abroad in general³¹.

2.1.2 International Legislation

Syria is a State Party to the following International conventions relating to international migration and migrants abroad:

- International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families 1990 (EN) (Ratified 2 June 2005)³²

2.1.3 Bilateral Migration Agreements

Syria has in place a bilateral agreement with Lebanon concerning labour migration (1994)³³. Further information regarding bilateral migration agreements could not be collected.

³¹ Central Bank of Syria, 2009, Five Years of Monetary Policy reform 2005-2009; ECORYS for the European Investment Bank, 2006, Study on improving the efficiency of workers' remittances in the Mediterranean countries

³² UN Treaty Collection: http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-13&chapter=4&lang=en

³³ CARIM, 2010, Migration Profile: Lebanon

2.2 Involved Stakeholders

2.2.1 Main National Institutions Charged with Emigrant Communities

Ministry of Expatriates

The legislative Decree 21/2002 establishes the Syrian **Ministry of Expatriates** (EN), a national body designated to issues relating to Syrian emigrant communities, an area of responsibility previously under the Ministry of Foreign Affairs³⁴.

The main **objectives** of the Ministry of Expatriates are³⁵:

- To develop the Ministry's capacity to serve Syrians residing abroad;
- To mobilise the resources of emigrant communities in the process of promoting national socio-economic development; and
- To promote cultural exchange through the Syrian emigrant community.

Furthermore, under the auspices of the Ministry of Expatriates, the **Syrian Expatriate Advisory Council** (EN) has been established. This body is mandated with the following:

- To provide support and advice to the Ministry of Expatriates;
- To assist in the implementation of relevant work programmes; and
- To provide expertise and intellectual resources to support the development process of all sectors in Syria.

Table 2.1 - Syria: Ministry of Expatriates

Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities*
1) Internet website of the Ministry of Expatriates: www.moex.gov.sy (AR). The website provides information to Syrians abroad on, <i>inter alia</i> : <ul style="list-style-type: none"> - Relevant civil affairs, e.g. marriage of Syrian citizen; - Military service/military service financial substitute payment; - Investment opportunities in Syria; - How to obtain a passport, visa, and residence permit; - Procedures for country visit applications**; - Investment incentives, custom allowances, family member accompaniment (passport acquisition); and - Registration forms for Syrian experts residing abroad. 	Promoting and further developing of a database to map out characteristics and capacities of the Syrian emigrant community
2) Visits to major Syrian emigrant communities; etc.	The publication of a <u>Guide</u> (EN) to persons who wish to study in Syria
	Arabic language learning programmes for Syrian descendants
	The establishment of a "Syrian Expatriate House"
	The initiation of Syrian emigrant community <u>Youth Forums</u> (EN) in Syria
Outreach Channels through Other National Institutions	The organisation of Conferences for emigrant communities. The first Conference took place in 2004
1) Syrian Embassies and Consulates Abroad; etc.	

³⁴ Interview with the Syrian Ministry of Expatriates

³⁵ Internet website of the Syrian Ministry of Expatriates, accessed on 10.03.10

Inventory Findings

NB: This list is not exhaustive

* Further details on initiatives under chapter 2.3: Institutional Practices

** Syrian expatriates are allowed to visit Syria a total of 3 months per year, for which they have to submit a "country visit application" (Source: Syrian Ministry of Expatriates, http://ministryofexpatriates.gov.sy/cweb/MOEX_ENG/MOEX%20Pages/FAQ_en.htm, accessed on 12.03.10)

Sources: Internet website of the Ministry of Expatriates; Interview with the Ministry of Expatriates

Ministry of Foreign Affairs

Through Syrian embassies and consulates, the Syrian Ministry of Foreign Affairs provides Syrians abroad with a number of services, *inter alia*³⁶:

- Receiving "country visit applications";
- Issuance of visas;
- Issuance of Syrian passports;
- Issuance of various statements, e.g. on civil status;
- Registration of births and deaths;
- Offers the service of special and general power of attorney; and
- Issuance of certificates of origin.

Table 2.2 - Syria: Ministry of Foreign Affairs

Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities
1) Internet websites of Syrian Embassies and Consulates Abroad; etc.	Provision of information on investment relevant to potential foreign investors and Syrians abroad*
NB: This list is not exhaustive	
* Posted on the websites of the Syrian Embassies in, <i>inter alia</i> , Sweden and Germany	

Ministry of Interior

The Syrian Ministry of Interior is composed of two bodies:

- 1) Internal Security Forces
- 2) Civil Affairs

Only the latter body, the Civil Affairs (AR), is of relevance to issues relating to emigrant communities, e.g. the obtainment, relinquishment, deprivation and restitution of Syrian nationality and citizenship, as well as civil affair issues in general³⁷.

Table 2.3 - Syria: Ministry of Interior – Civil Affairs

Outreach Channels of the Ministry	Initiatives Relating to Emigrant Communities
1) Internet website of the Ministry of Interior - Civil Affairs: www.civilaffair-moi.gov.sy (AR)	No information could be collected
NB: This list is not exhaustive	

³⁶ Syrian Embassy in Sweden, accessed on 11.03.10; and Syrian Ministry of Expatriates, accessed on 11.03.10

³⁷ Internet website of the Ministry of Tourism, accessed on 16.03.10; and the Syrian Nationality Act

2.2.2 Inter-Institutional Coordination

The Syrian Ministry of Expatriates (EN) is in the lead on the implementation of issues relating to emigrant communities, cooperating and coordinating closely with other relevant ministries and institutions³⁸.

No information could be collected on inter-institutional mechanisms put in place to ensure inter-departmental coordination on issues relating to migration and/or emigrant communities.

2.2.3 Main International Institutions Involved with Emigrant Communities

International institutions involved in matters pertaining to migration in Syria are *inter alia*:

- UNDP in Syria (EN)
- The International Organization for Migration (IOM) (EN)

Other international stakeholders are:

- League of Arab States (AR), Population Policy and Migration Department
- The Delegation of the European Union to Syria (EN). Through strategic framework such as the Country Strategy Paper (CSP) 2007-2013 and National Indicative Programme (NIP) 2007-2010 (EN) and the National Indicative Programme (NIP) 2011-2013 (EN), a mechanism for cooperation between Syria and the EU is set out. The main objectives of the CSP 2007-2013 include³⁹:

- 1) Support for political and administrative reform, including modernisation of the administration, decentralisation, rule of law, and respect for human rights;
- 2) Support for economic reform, including implementation of the Five-Year Plan, preparation for the implementation of the Association Agreement⁴⁰ and preparation for WTO accession; and
- 3) Support for social reform, including human resources development and measures to accompany the economic transition process.

It is worth noting that the EU's engagement in the field of migration in Syria is primarily focused on border management, trafficking in human beings (THB) and document security⁴¹.

2.2.4 Main Non-Governmental Institutions Involved with Emigrant Communities

No information could be collected.

³⁸ Internet website of the Ministry of Expatriates, accessed on 10.03.10

³⁹ EU Delegation to Syria, accessed on 11.03.10

⁴⁰ An Association Agreement between Syria and the EU, the first step toward incorporation into the European Neighbourhood Policy (EPN) scheme, is currently pending ratification

⁴¹ Interview with EU Delegation of the European Commission to Syria

2.3 Institutional Practices

2.3.1 National Institutions

The following examples of initiatives relating to emigrant communities have been introduced by national authorities in Syria, social-economic development, outreach and fostering the link with the Syrian emigrant community being the main areas of focus:

Table 2.4 - Syria: Initiatives by National Institutions			
National Institution	Initiative	Cooperation	Aim
Ministry of Expatriates	Promoting and further developing of a database to map out characteristics and capacities of the Syrian emigrant community	N/A	Key objectives: To contribute to socio-economic development in Syria by: 1) Facilitating communication between Syria and the Syrian emigrant community, 2) Allowing for targeted programmes relating to emigrant communities; etc.
Ministry of Expatriates	The publication of a <u>Guide (EN)</u> to persons who wish to study in Syria	N/A	Key objective: To make it easier for non-residents, including Syrian emigrants, to conduct studies/part of studies in Syria.
Ministry of Expatriates	The initiation of Syrian emigrant community <u>Youth Forums (EN)</u> in Syria	N/A	Key objective: To foster the link with and national identity of Syrian descendants; etc.
Ministry of Expatriates	The organisation of Conferences for emigrant communities. The first Conference took place in 2004	N/A	Key objective: To strengthen ties between Syrian emigrant communities and Syria.
Ministry of Expatriates	Arabic language learning programmes for Syrian descendants	Syrian Virtual University (EN)	Key objective: To provide those within the Syrian emigrant community who do not speak Arabic with an opportunity to learn Arabic.

Ministry of Expatriates	The establishment of a "Syrian Expatriate House"	N/A	Key objective: To provide a venue for emigrant community activities; etc.
NB: This list is not exhaustive			
Sources: Internet website of the Ministry of Expatriates , accessed on 18.03.10; and Interview with Ministry of Expatriates			

2.3.2 International Institutions and Other Relevant Actors

The following examples of initiatives relating to emigrant communities have been introduced by international institutions and other relevant actors present in Syria:

Table 2.5 - Syria: Initiatives by International Institutions and Other Relevant Actors			
Agency	Initiative	Cooperation	Aim
<u>International Organization for Migration (IOM)</u> (EN)	<u>Capacity Building Project for Government Senior Managers</u> (EN) (2005)	<ul style="list-style-type: none"> - <u>State Planning Commission</u> (EN) - <u>Mol Civil Affairs</u> (EN) - <u>Ministry of Expatriates</u> (EN) - <u>Ministry of Social and Labor Affairs</u> 	Key objective: To strengthen the capacity of the Syrian Government to face its migration challenges by training Government Senior Managers from Ministries involved in Migration issues.
<u>IOM</u> (EN)	Workshop on Migration Issues (2008)	State Planning Commission	Key objective: No further information could be collected
<u>UNDP</u> (EN) and <u>UNV</u> (EN)	TOKTEN (EN) Programme for Syria*	Various national institutions, UNV/UNDP	Key objective: To strengthen national capacities in Syria by building on the competencies and skills of national emigrants who volunteer to contribute.
NB: This list is not exhaustive			
*According to information obtained during interview with the Ministry of Expatriates, the TOKTEN programme was implemented in Syria in the period 2004-2007			
Sources: Internet website of IOM: http://iom.int/jahia/jsp/index.jsp , accessed on 18.03.10; information sheet on TOKTEN (EN); Interview with the Ministry of Expatriates			

Main Challenges:

- Although a general liberalisation of the Syrian financial sector has taken place over recent years, rigidities deriving from, *inter alia*, considerable state involvement is likely to constitute **an impediment to efficient money transfers from abroad**.
- Syria develops and implements its policies in various fields according to a general national Five-Year strategy plan, the current plan covering the period 2006-2010. Although the current plan makes sporadic reference to emigrant communities and certain policy areas, which may have an impact on issues relating to emigrant communities, **no specific strategy covering emigrant communities is in place**. This may pose a challenge to the development of long-term general and targeted initiatives.
- Although Syrian authorities are implementing several initiatives aiming to enhance communication and relations with Syrians abroad, **lack of comprehensive data** on emigrant communities poses a challenge to targeted efforts when striving to strengthen the link between Syria and its emigrant communities.

The Tunisian Experience

MTM: A Dialogue in Action

Linking Emigrant Communities for More Development
Inventory of Institutional Capacities and Practices

Joint ICMPD-IOM Project

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1.1 History of Emigration

Modern emigration from Tunisia dates back to the 1950's. Emigration from Tunisia is mainly related to the movement of labour migrants. In terms of emigration flows, modern migration from Tunisia can be divided into four main phases¹:

- 1956-1962 **First wave of emigration:** Mainly composed of spontaneous departures of low skilled migrants to European countries, notably France.
- 1963-1974 **Second wave of emigration:** Dominated by low skilled labour migration to Europe, regulated through bilateral agreement on temporary migration signed between Tunisia and the destination countries of France (1963), Germany (1965), Belgium (1969), the Netherlands and Hungary. During the beginning of the 1970's, Tunisian emigration flows also headed to Libya, following the economic boost of the Libyan oil sector. Tunisian migrants departing to Libya were commonly irregular migrants.
- 1974 to 1983 **Third wave of emigration:** Mainly composed of persons pursuing family reunification, following increased immigration restrictions in European destination countries. In the case of France, migration policy restricting immigration to family reunion resulted in a transformation of temporary migration of single workers to permanent migration through family reunion. During this period, migratory movements to Libya also significantly decreased, following depressed oil revenues in Libya and political tensions between Tunisia and Libya.
- 1983 till today **Fourth wave of emigration:** During the mid 1980's, Tunisia experienced a high return of emigrants from Libya, subsequent to mass expulsions of Tunisian labour migrants. As a result, many Tunisians oriented themselves towards other Arabic countries (notably Gulf States) and new European destination countries (notably Spain, Italy and Greece). Since 1985, Tunisia also experiences an increase of skilled migration, notably young graduates.

Between the 1960's and the 1980's, Tunisia became an important source of low skilled labour for European countries. Since the 1980's, the significant improvement of the level of education in Tunisia resulted in an increased movement of skilled migrants, a development which continues to take place.

¹ Answer to joint ICMPD-IOM Questionnaire from the Office of Tunisians Abroad; and Mensard, Alice, 2004, *Temporary migration and Self-Employment: Evidence from Tunisia*, *Brussels Economic Review*, Vol. 47(1)

Background

According to the EC Country Strategy Paper 2007-2013 and National Indicative Programme 2007-2010 for Tunisia (FR), modern emigration from Tunisia is mainly related to labour and financial push and pull factors. However, social and educational factors also play an important role. (Table 1.1)

Table 1.1 – Tunisia: Factors Influencing Tunisian Emigration	
Push Factors	
Economic factors	Lack of economic perspectives*
	High unemployment rate, notably among young graduates**
Social factors	Deficient working conditions in the informal sector
Pull Factors	
Labour factors	Attractive job opportunities
Educational factors	Education/training opportunities
Social factors	Higher degree of social security
	Family reunification
	Marriages of migrants with Tunisian women
<p>* Over the period 2000-2007, 12.8% of the Tunisian population was estimated to live on less than US\$2 a day. In 2007, Tunisia ranked 98 out of 182 countries according to UNDP's Human Development Index (HDI) (Source: UNDP Human Development Report 2009)</p> <p>** In 2004, 13.9% of the working population in Tunisia was unemployed. (Source: EC Country Strategy Paper 2007-2013 and National Indicative Programme 2007-2010 for Tunisia)</p> <p>NB: This list is not exhaustive</p> <p>Sources: Mensard, Alice, 2004, Temporary migration and Self-Employment: Evidence from Tunisia Brussels Economic Review, Vol. 47(1); Fourati, Habib, Tunisie: la dimension démographique et économique des migrations - In: Consortium for applied Research on International Migration (CARIM). Mediterranean Migration report 2008 – 2009; and The European Training Foundation (ETF), 2007, The Contribution of Human Resources Development to Migration Policy in Tunisia</p>	

1.2 Competent Authorities

Table 1.2 - Tunisia: Main National Institutions with Competencies Relevant to Emigrant Communities		
Agency	Ministry	Areas of Responsibility
N/A	Ministry of Foreign Affairs (EN)	Key responsibilities: Management of consular and diplomatic relations with countries of destination, and negotiations of agreements pertaining to migration.
Office of Tunisians Abroad (OTE) (FR)*	Ministry of Social Affairs, Solidarity and Tunisians Living Abroad (FR)**	Key responsibilities: 1) To ensure the promotion and implementation of mentoring programmes for Tunisians residing abroad; 2) To define and implement an assistance programme for Tunisians abroad and their families in the country of residence and Tunisia; 3) To develop and implement cultural programs to foster the link of descendants of Tunisian migrants to the country; 4) To facilitate the reintegration of returning labour migrants into the national economy; and 5) To establish an information system to reach out to Tunisians abroad and ensure that information is up-to-date.

<u>National Social Security Fund (CNSS)</u> (FR)***	<u>Ministry of Social Affairs, Solidarity and Tunisians Living Abroad</u> (FR)	Key responsibilities: Management of pension funds in Tunisia belonging to Tunisians living abroad, and bilateral social security agreements with destination countries regarding the provision of medical care.
<u>National Employment Agency and Self-Employment Site (ANETI)</u> (EN)****	<u>Ministry of Vocational Training and Employment</u> (EN)*****	Key responsibilities: To facilitate the reintegration of returning labour migrants into the national economy, following their definite return.
<u>Tunisian Agency for Technical Cooperation</u> (EN)*****	<u>Ministry of Development and International Cooperation</u> (EN)*****	Key responsibilities: 1) To explore and provide support to executive Tunisians working abroad; and 2) To ensure protection of Tunisians working abroad through diplomatic missions and within the framework of technical cooperation.
<u>Agency for the Promotion of Industry (API)</u> (EN)*****	<u>Ministry of Industry and Technology</u> (FR)*****	Key responsibilities: To encourage the development of direct investments and contribute to the development of industrial sectors. Through its 'Guichet Unique' (FR), API offers a one-stop-desk for the creation of companies, investment assistance, etc.
<u>Agricultural Investment Promotion Agency (APIA)</u> (EN)*****	<u>Ministry of Agriculture and Hydraulic Resources</u> (FR)*****	Key responsibilities: To promote investments in agricultural and fishery sectors. Through its 'Guichet Unique', APIA offers an information desk for potential investors.
<p>* Official French title: Office des Tunisiens à l'Etranger (OTE)</p> <p>** Official French title: Ministère des Affaires sociales, de la solidarité et des Tunisiens à l'étranger</p> <p>*** Official French title: Caisse nationale de sécurité sociale (CNSS)</p> <p>**** Official French title: Agence Nationale pour l'Emploi et le Travail Indépendant (ANETI)</p> <p>***** Official French title: Ministère de la Formation Professionnelle et de l'Emploi</p> <p>***** Official French title: Agence Tunisienne de Coopération Technique</p> <p>***** Official French title: Ministère du Développement et de la Coopération Internationale</p> <p>***** Official French title: Agence de Promotion de l'Industrie (API)</p> <p>***** Official French title: Ministère de l'Industrie et de la Technologie</p> <p>***** Official French title: Agence de Promotion des Investissement Agricoles (APIA)</p> <p>***** Official French title: Ministère de l'Agriculture et des Ressources Hydrauliques</p>		

1.3 Countries of Destination

In 2008, the Tunisian Ministry of Foreign Affairs estimated **1,057,797** Tunisians to reside abroad. The **majority reside in European countries** (82.63%), with France being the main destination country

Background

(54.64%)². Other important European destination countries are Italy, Germany, Belgium, Luxembourg, Switzerland, the Netherlands, Sweden, the United Kingdom, Austria and Spain (Table 1.4)³.

Table 1.3 – Tunisia: Estimated Distribution of Tunisian Emigrant Communities in Destination Regions in 2008

Regions of Destination	Emigrant Population (%)
Europe	82.63%
Arab States (North Africa and Middle East)	14.48%
Americas and Australia	2.67%
Asia	0.12%
Africa	0.10%
Total	100%

Sources: Statistics of the [Tunisian Ministry of Foreign Affairs](#)

Arab States in North Africa and the Middle East are other key destinations for Tunisian emigrants, with Libya (7.9%), the Kingdom of Saudi Arabia (1.9%), Algeria (1.5%) and the United Arab Emirates (1.2%) being the most important countries. Other key countries are Qatar, Morocco, Syria, Kuwait, Egypt and Bahrain⁴.

Table 1.4 – Tunisia: Estimated Distribution of Tunisian Emigrants in Main Destination Countries per Region 2008

European Countries of Destination	Number	Arab Countries of Destination	Number
France	577,998	Libya	83,633
Italy	141,907	Saudi Arabia	20,017
Germany	82,635	Algeria	15,898
Belgium and Luxembourg	19,441	United Arab Emirates	12,420
Switzerland	12,318	Qatar	5,926
Netherlands	8,222	Morocco	3,035
Sweden	7,593	Syria	2,250
United Kingdom	6,526	Kuwait	2,077
Austria	5,870	Egypt	1,842
Spain	2,512	Bahrain	1,065
Russia, Ukraine	1,472	Americas and Australia	Number
Romania	1,302	Canada	14,202
Norway	1,242	United States of America	13,377
African Countries of Destination	Number	Australia	644

² Statistics of the [Tunisian Ministry of Foreign Affairs](#)

³ Ibid.

⁴ Ibid.

Senegal, Guinea, Gambia, Cape Verde and Guinea Bissau	295	Asian Countries of Destination	Number
Côte d'Ivoire, Togo, Benin	192	Japan	624
South Africa	155	Indonesia	329
Gabon	126	China	198
NB: This list is not exhaustive			
Sources: Statistics of the Tunisian Ministry of Foreign Affairs			

Tunisian emigrants are primarily men, who migrated individually. Since the 1960's, Tunisian women and descendants are, however, increasingly becoming significant groups within Tunisian emigrant communities. This is mainly due to family reunification and marriages of migrants with Tunisian women⁵.

1.4 General Characteristics of Emigrant Communities

The Tunisian emigrant community is composed of high and low skilled migrants. According to data from the Tunisian Annual Employment Survey of 2007, one fifth of Tunisians residing abroad have a higher education⁶. In addition, 46.3% have a secondary education and 34.1% have a level of education lower than secondary level⁷. In the last few years the level of education among Tunisians abroad has significantly increased. The 2001 Tunisian Annual Employment Survey indicated that then 13.7% of Tunisian migrants had a higher education, whilst 45.7% had a secondary education⁸.

In terms of Tunisian migrants' civil status, the Tunisian Annual Employment Survey further shows that in 2007, three out of four emigrants, aged over 15 years, were single⁹. The remaining 24.4% were married, widowed or divorced¹⁰. In addition, 17.7% were head of households and many had left their families at home¹¹.

1.5 Estimated Remittance Flows

According to the [UNDP Human Development Report 2009](#) (EN), **official remittances transfers** from Tunisian migrants amounted to **US\$1.7 billion** in 2007, accounting for approximately **5% of Tunisia's GDP**¹². The *largest portion* is sent by Tunisian emigrants in Europe (about 84%), where 82.63% of Tunisia's total emigrant population abroad reside. The *second largest portion* originates from Tunisian emigrants in Africa, where only 0.1% of Tunisia's total emigrant population abroad live. (Graph 1.1)

⁵ [Country Strategy Paper 2007-2013 and National Indicative Programme 2007-2010 for Tunisia](#) and Statistics of the [Tunisian Ministry of Foreign Affairs](#)

⁶ Fourati, Habib, *Tunisie: la dimension démographique et économique des migrations* - In: Consortium for applied Research on International Migration (CARIM). Mediterranean Migration report 2008 – 2009

⁷ Ibid.

⁸ Ibid.

⁹ Ibid.

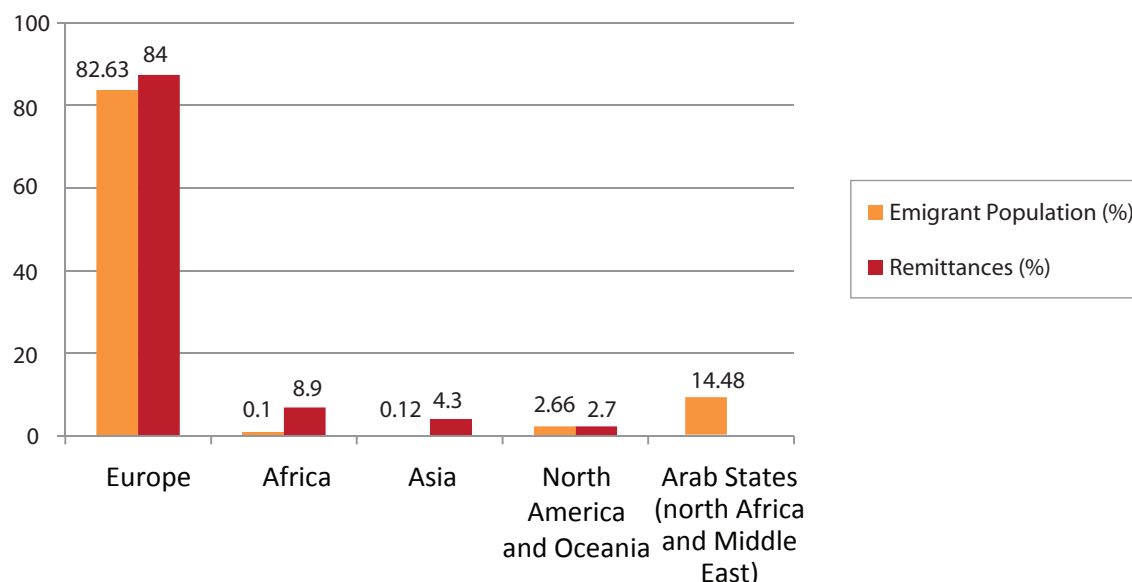
¹⁰ Ibid.

¹¹ Ibid.

¹² [UNDP Human Development Report 2009](#)

Background

Graph 1.1 - Tunisia: Estimated Remittance Flows from Regions of Destination (%) in relation to Emigrant Population



Note: Data on remittance transfer from Arab States are not available.

Source: Statistics of the Tunisian Ministry of Foreign Affairs and UNDP Human Development Report 2009

In addition to remittances, Tunisian migrants commonly bring back goods from abroad (i.e. equipment for agriculture, cars, furniture, electric devices etc.)¹³. Usually, these *in-kind* remittances are sold in Tunisia as a means to bypass import regulations and convertibility of foreign currency in Tunisia¹⁴. The share of *in-kind* remittances being brought into Tunisia in relation to financial remittances increased particularly after 1981, when the Libyan dinar was no longer convertible in Tunisia¹⁵.

1.6 Country Specificity

To encourage the development of direct investments and contribute to the development of industrial sectors, the Tunisian authorities in 1989 created a 'Guichet Unique' (FR) within the Agency for the Promotion of Industry (API) (EN) under the Ministry of Industry and Technology (FR). The 'Guichet Unique' today unites multiple national administrations in one office to facilitate the administrative process of investments and creation of Small and Medium Enterprises (SMEs). For further details on this, see Inventory Findings.

¹³ Mensard, Alice, 2004, Temporary migration and Self-Employment: Evidence from Tunisia *Brussels Economic Review*, Vol. 47(1)

¹⁴ Ibid.

¹⁵ Ibid.

2.1 Legislative and Policy Framework pertaining to Emigrant Communities

2.1.1 National Legislation

The Tunisian Presidential Programme 2009-2014 (FR) constitutes one of the main strategic frameworks in Tunisia relating to the Tunisian emigrant community. Under the Presidential Programme, Tunisian citizens abroad represent one of the main focus groups, in the context of which the following four key objectives have been identified (unofficial translation)¹⁶:

- 1) To foster the social and cultural links of Tunisians abroad with their country of origin;
- 2) To consolidate the established institutional framework dealing with Tunisians abroad;
- 3) To establish '**Des Maisons de Tunisie**' to convey the Tunisian history, culture, and the work of Tunisians experts and artists residing abroad; and
- 4) To implement new initiatives aiming at encouraging skilled Tunisians abroad to participate in the development of Tunisia.

In addition to the Presidential Programme, reference to Tunisians residing abroad is also made in national development strategies¹⁷. A single comprehensive policy framework relating to migration and Tunisians abroad is, however, yet to be implemented in Tunisia.

2.1.1.1 Dual Citizenship

Law No. 63-6 of 1956 (FR) is the Tunisian Citizenship Law ('*Code de la Nationalité Tunisienne*'). The law defines Tunisian citizens and lays down the procedures to be followed for non-Tunisians to be naturalised. Under the Tunisian Citizenship Law, Tunisian citizens residing abroad have the possibility to hold dual citizenship, and do not lose their citizenship upon the voluntary acquirement of a foreign nationality¹⁸.

Article 30 of the Tunisian Citizenship Law elaborates on the right to hold dual citizenship (unofficial translation):

"Any Tunisian citizen who voluntarily acquires a foreign nationality does not lose the Tunisian nationality unless this is imposed by decree."

¹⁶ Presidential Electoral Programme 2009-2014 Zine El Abidine Ben Ali

¹⁷ Presentation of the Office of Tunisians Abroad (OTE) at MTM Expert Launching Conference, 23-24 June 2009, The Hague

¹⁸ Law No. 63-6 of 1956

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Dual Citizenship Entitlements:

Tunisians who hold dual citizenship enjoy all civic rights, including the right to vote during presidential elections¹⁹. The right to vote is defined in Law No. 2003-58 of 2003, amending and supplementing the Tunisian Electoral Code of 1969 (FR).

Article 68 of Law No. 2003-58 describes the right of Tunisians residing abroad to vote in presidential elections (unofficial translation)²⁰:

“Any Tunisian citizen residing abroad, who fulfils the conditions stipulated in Article 7 of the present law, is allowed to execute his/her right to vote [...]”

2.1.1.2 Financial Incentives

Legal frameworks incorporating incentives aimed to encourage the return of financial resources of Tunisian migrants abroad are, *inter alia*:

- The Tunisian Investment Incentives Code (FR) (*‘Code des Incitations aux Investissements’*), promulgated by Law No. 93-120 of 1993 and which entered into force on 1 January 1994: It provides for a range of incentives in various sectors of economic activity (with the exception of sectors such as mining, energy, domestic trade and the financial sector) and aims at encouraging foreign investors and Tunisians residing abroad to invest in Tunisia. Incentives offered to investors who would like to create a corporate activity in Tunisia include (unofficial translation)²¹:
 - *Common incentives* granted to all investors (e.g. tax alleviation and exemptions from custom duties and taxes of equivalent effect);
 - *Targeted incentives* granted on the basis of pre-established objectives (e.g. export, agricultural development, regional development, support investment, etc.);
 - *Special incentives* granted by decree on a case to case basis, depending on different criteria (e.g. level of investment, degree of integration, technological input); etc.
- Decree No. 95-197 of 1995 (FR), as amended by Decree 2007-5 of 2007 (FR), regulating fiscal entitlements of Tunisians residing abroad: It includes incentives to Tunisians abroad returning temporarily and/or permanently to the country. These incentives include, *inter alia* (unofficial translation):
 - The possibility for Tunisians residing abroad for at least one year to, upon their temporary or permanent return, enjoy tax and customs exemptions on imported goods up to a value of TND 1,000 if the goods are not considered to have a commercial character.
 - The possibility for Tunisians abroad to during one time only, upon their definite return, enjoy fiscal advantages on the importation or acquisition of local goods and household effects up to a total value of TND 15,000 per household.

¹⁹ Answer to joint ICMPD-IOM Questionnaire from the Office of Tunisians Abroad

²⁰ Tunisian Electoral Code

²¹ http://www.tunisianindustry.nat.tn/guide_en/doc.asp?mcat=20&mrub=249, accessed on 10.03.2010

- The possibility for Tunisians abroad to during one time only, upon their definite return, enjoy fiscal advantages on the importation or acquisition on the local market, one motorcycle or one motor vehicle not exceeding 3,5 tons.

2.1.2 International Legislation

As a country with a significant emigration of labour migrants, Tunisia has, *inter alia*, ratified the following international convention relating to migration and migrants abroad:

- International Labour Organisation Convention Number 118: Equality of Treatment of Nationals and Non-Nationals in Social Security (EN) (Ratified by Tunisia on 2 July 1964²²)

Tunisia is yet to ratify the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families of 1990 (EN)²³.

2.1.3 Bilateral Migration Agreements

To provide a legal framework for Tunisian citizens abroad, Tunisia has signed bilateral agreements on social security with multiple countries. These include, *inter alia*²⁴:

Arab Countries	Europe
<ul style="list-style-type: none"> ▪ Algeria, 29 September 2004 ▪ Egypt, 23 March 2000 ▪ Libya, 6 June 1973 ▪ Mauritania, 21 April 1999 ▪ Morocco, 25 February 1987 	<ul style="list-style-type: none"> ▪ Austria, 23 June 1999 ▪ Belgium, 29 January 1975 ▪ France, 23 June 2003 ▪ Germany, 16 April 1984 ▪ Italy, 7 December 1984 ▪ Luxembourg, 23 April 1980 ▪ Netherlands, 22 September 1978 ▪ Spain, 26 February 2001

²² Bencheikh, Farah; Chekir, Hafidh, 2006, Présentation des principales dispositions juridique tunisiennes relatives à la migration des personnes, CARIM Analysis and Synthesis Notes

²³ http://portal.unesco.org/shs/en/ev.php-URL_ID=3693&URL_DO=DO_TOPIC&URL_SECTION=201.html, accessed on 14.03.10

²⁴ Answer to joint ICMPD-IOM Questionnaire from the Office of Tunisians Abroad

2.2 Involved Stakeholders

2.2.1 Main National Institutions Charged with Emigrant Communities

Ministry of Social Affairs, Solidarity and Tunisians Living Abroad – Office of Tunisians Abroad

The Office of Tunisians Abroad (OTE) (FR) under the Tunisian Ministry of Social Affairs, Solidarity and Tunisians Living Abroad (FR) was established in 1988 by Article 14 of the National Decree No. 60-88²⁵. The overall objective of OTE is to provide the Tunisian Government with relevant statistics and information as a means to enable the establishment of a national policy targeting and assisting Tunisians residing abroad²⁶.

The OTE undertakes its responsibilities according to the following **objectives** (unofficial translation)²⁷:

- 1) To pay attention to problems concerning Tunisians residing abroad, Tunisian returnees, and their families;
- 2) To encourage the active engagement of Tunisians residing abroad in the development of Tunisia;
- 3) To inform Tunisians abroad on investment possibilities and advantages in Tunisia;
- 4) To facilitate the establishment of investment projects by Tunisians abroad;
- 5) To develop a spirit of solidarity and mutual assistance among the members of the Tunisian emigrant community;
- 6) To foster the link between new emigrants, Tunisia and its' culture; etc.

In view of the above-mentioned objectives of OTE, the Office pays particular attention to the following three groups of Tunisians residing abroad²⁸:

- Families of Tunisians residing abroad;
- The Young Generation of Tunisians abroad; and
- Skilled Tunisians with competencies in scientific, technical, financial and artistic areas; etc.

Regional Delegations

To anchor activities undertaken by the OTE at regional level, OTE has furthermore established a network of **Regional Delegations** (FR) in the country²⁹. The delegations have the following responsibilities (unofficial translation)³⁰:

- To support the implementation of OTE's objectives and implement activities at regional level;
- To provide assistance to families of emigrants that live in Tunisia;
- To elaborate and implement programs targeting migrants and their families at local and regional level;
- To collect and transmit to OTE all information concerning emigrants and their families which live in Tunisia; etc.

²⁵ Internet website of the Office of Tunisians Abroad (OTE)

²⁶ Ibid.

²⁷ Ibid.

²⁸ Ibid.

²⁹ Ibid.

³⁰ Ibid.

**Table 2.1 – Tunisia: Ministry of Social Affairs, Solidarity and Tunisians Living Abroad
- Office of Tunisians Abroad**

Outreach Channels of the Office of Tunisians Abroad	Initiatives Relating to Emigrant Communities*
1) Internet website of the <u>Office of Tunisians Abroad (OTE)</u> (FR);	Organisation of the annual <u>Development Support Days</u> (FR) (<i>Journées d'Appui au Développement</i>)
2) 52 Social Attachés at Tunisian Embassies and Consulates;	Organisation of the annual Symposium: <u>Seminar for Tunisian businessman residing in Europe</u> (FR) (<i>Colloque des hommes d'affaires tunisiens résidant en Europe</i>)
3) 10 Social Assistants at selected Tunisian Consulates. These are in France, Germany, Italy, Libya and Algeria;	Organisation of the Conference: <u>Scientific, technical and cultural expertise, which have succeeded abroad due to their creativity and know-how</u> (FR) (<i>Compétences scientifiques, techniques et culturelles qui ont réussi à l'étranger grâce à leur créativité et leur savoir-faire</i>)
4) 16 Cultural Centres (<i>Espaces famille</i>) and the staff employed in these. These are in France, Italy, Germany, Belgium and Canada;	Organisation of the International Symposium: <u>Tunisian Migration: Status, developments and challenges</u> (FR) (<i>La migration tunisienne: état des lieux, développement et enjeux</i>), 28-29 May 2007, Tunis
5) Visits of delegations and/or single representatives from OTE to destination countries where main emigrant communities reside;	Establishment of a <u>Directory of Tunisian Expertise Abroad</u> (FR) (<i>Répertoire des compétences tunisiennes à l'étranger</i>)
6) Migrant Associations Abroad;	Publication of a <u>Practical Guide for Tunisiens Residing Abroad</u> (FR) (<i>Guide du Tunisien à l'étranger</i>). This is updated on an annual basis
7) Academic Migrant Networks abroad;	Publication of an <u>Information Folder</u> (FR) for Tunisians abroad who return during summer holidays
8) Outreach and information campaigns;	Publication of the magazine ' <u>Yasmine</u> ' (FR) for descendants of Tunisian emigrants
9) Media (Radio and TV);	Publication of the brochure ' <u>Haute sollicitude et suivi continu</u> ' (FR)
10) Seminars, Meetings, Symposiums;	Publication of various <u>research documents</u> (FR) focusing on Tunisians abroad
11) ICTs; etc.	Organisation of weekly <u>TV and Radio Programmes</u> (FR) specifically produced for Tunisians living abroad
	Annual organisation of the "National Day of Tunisians Abroad" on 7 August
	Organisation of <u>exploration and study trips</u> (FR) (<i>Voyages d'exploration et d'étude</i>) for Tunisian descendants to Tunisia of the age 16 or over
	Organisation of <u>Arabic courses</u> (FR) offered through Embassies in destination countries, as well as in Tunisia during summer holidays for Tunisian descendents
	Organisation of annual <u>summer university</u> (FR) for descendents of Tunisians abroad
	Annual <u>summer camps</u> (FR) in Tunisia for children of Tunisians residing abroad (between the age of 9-14)

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Outreach Channels through Other National Institutions	Other Activities Relating to Emigrant Communities
1) Tunisian Embassies and Consulates Abroad; etc.	Provide support and contribute to the organisation of cultural and religious events in destination countries of Tunisians abroad (e.g. sending of Imams to countries of destination during religious holidays)
NB: This list is not exhaustive	
* Further details on initiatives under Chapter 2.3: Institutional Practices	
Sources: Interview with the Office of Tunisians Abroad; Answer to joint ICMPD-IOM Questionnaire from the Office of Tunisians Abroad; Internet website of the <u>Office of the Tunisians Abroad</u> ; and Presentation of <u>Office of Tunisians Abroad (OTE)</u> at MTM Expert Launching Conference, 23-24 June 2009, The Hague	

Ministry of Foreign Affairs

With regards to emigrant communities, the aim of the Ministry of Foreign Affairs (EN) is to protect, defend and safeguard the material and moral rights and interests of Tunisians living abroad³¹. Through Tunisian Embassies and Consulates (FR), the Ministry of Foreign Affairs further provides Tunisians abroad with a number of services, *inter alia*³²:

- Free registration in consulates' record;
- Recording of civil events (i.e. birth, death, marriage, divorce);
- Renewal of passports and other documents;
- Authentication of formal documents;
- Application for transfer of pensions;
- Intervention in domestic disputes;
- Repatriation of Tunisians living abroad; and
- Repatriation of Tunisians deceased abroad.

Table 2.2 - Tunisia: Ministry of Foreign Affairs	
Outreach Channels of the Ministry of Foreign Affairs	Initiatives Relating to Emigrant Communities
1) Internet website of the <u>Ministry of Foreign Affairs</u> (FR);	Regular organisation of cultural activities through Embassies and/or Consulates.
2) Tunisian Embassies and Consulates Abroad	Other Activities Relating to Emigrant Communities Information dissemination on investment opportunities and incentives in Tunisia to potential investors.
NB: This list is not exhaustive	
Sources: Internet website of the Ministry of Foreign Affairs: www.diplomatie.gov.tn	

³¹ <http://www.diplomatie.gov.tn/site/index.php?a=theme&theme=83>, accessed on 15.03.2010

³² <http://www.sicad.gov.tn/sicadxml/fr/ministerefr04.html>, accessed on 02.03.2010

2.2.2 Inter-Institutional Coordination

To provide the basis for inter-institutional coordination and dialogue on issues relating to Tunisians abroad, multiple inter-ministerial committees have been set up in Tunisia, including, *inter alia*³³:

- An *Ad-hoc Committee* (put in place for discussions on specific topics relating to Tunisians abroad);
- A *Committee* charged with linking up with Tunisian experts abroad (in charge of organising bi-annual conferences in destination countries addressing Tunisians abroad with expertise knowledge, and ensuring follow-up of recommendations of conferences);
- A *National Committee* charged with the provision of support to Tunisians abroad who return during holidays; and
- A *Committee* charged with the preparation of the national development plan, and the inclusion of matters relating to Tunisians abroad in this plan.

2.2.3 Main International Institutions Involved with Emigrant Communities

International Institutions involved in matters pertaining to migration in Tunisia are, *inter alia*:

- UNDP in Tunisia (FR)
- The International Organization for Migration (IOM) (EN)

Other international stakeholders are:

- League of Arab States (AR), Population Policy and Migration Department
- African Development Bank (EN)
- The Delegation of the European Commission to Tunisia (FR): Through strategic frameworks such as the Country Strategy Paper (CSP) 2007-2013 and National Indicative Programme (NIP) 2007-2010 (EN) of the European Union (EU) and the current Action Plan (EN) under the European Neighborhood Policy (ENP) (EN), mechanisms for cooperation are set out between the EU and Tunisia. The three main thematic areas of the NIP 2007-2010 for Tunisia are³⁴:
 - 1) Economic governance, competitiveness and convergence with the EU
 - 2) Human resources and improvements in employability
 - 3) Sustainable development

The CSP 2007-2013 further describes that one area of cooperation between the EU and Tunisia relates to the support of reforms concerning the justice system and **management of migration and asylum** in accordance with the principles laid down in the 1951 UN Convention relating to the Status of Refugees to which Tunisia is signatory³⁵.

³³ Answer to joint ICMPD-IOM Questionnaire from the Office of Tunisians Abroad; and Presentation of Office of Tunisians Abroad (OTE) at MTM Expert Launching Conference, 23-24 June 2009, The Hague

³⁴ EC Country Strategy Paper for Tunisia 2007-2013 and National Indicative Programme for Tunisia 2007-2010

³⁵ Ibid.

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2.2.4 Main Non-Governmental Institutions Involved with Emigrant Communities

In Tunisia, multiple non-governmental organisations are involved in matters pertaining to migration³⁶. The protection of rights of Tunisians residing abroad is an important field for these actors³⁷. Other areas of involvement of Tunisian non-governmental organisations are, *inter alia*, the strengthening of links between Tunisians residing abroad and their home country in order to encourage these to contribute and participate to the development of Tunisia³⁸.

Examples of non-governmental organisations involved in matters pertaining to Tunisians abroad are³⁹:

- 'AL-JISR'
- 'Association tunisienne de défense des tunisiens à l'étranger'

³⁶ Bel Hadj Zekri, Abderazak, 2004, Les politiques migratoires, les institutions compétentes et leur environnement en Tunisie, CARIM Analysis and Synthesis Notes

³⁷ Ibid.

³⁸ Ibid.

³⁹ Ibid.

2.3 Institutional Practices

2.3.1 National Institutions

The following examples of initiatives relating to emigrant communities have been introduced by national authorities in Tunisia, social and economic development, return of migrants' skills and resources, fostering the link with and national identity of Tunisian descendents, outreach and orientation of Tunisians abroad being the main areas of focus:

Table 2.3 - Tunisia: Initiatives by National Institutions			
National Institution	Initiative	Cooperation	Aim
Office of Tunisians Abroad (OTE) (FR)	Organisation of the annual Development Support Days (FR) (<i>Journées d'Appui au Développement</i>)	Regional Development General Commissariat (EN)	Key objective (unofficial translation): To inform Tunisian businessmen residing abroad on investment possibilities in different regions in Tunisia; etc.
OTE (FR)	Organisation of the annual Symposium: <u>Seminar for Tunisian businessman residing in Europe</u> (FR) (<i>Colloque des hommes d'affaires tunisiens résidant en Europe</i>)	Tunisian Ministries with competencies relevant to emigrant communities	Key objective (unofficial translation): To inform Tunisian businessmen residing abroad on new legislation implemented in their favour and on realisable projects possibilities in Tunisia; etc.
OTE (FR)	Organisation of the Conference: <u>Scientific, technical and cultural expertise, which have succeeded abroad due to their creativity and know-how</u> (FR) (<i>Compétences scientifiques, techniques et culturelles qui ont réussi à l'étranger grâce à leur créativité et leur savoir-faire</i>)	N/A	Key objective (unofficial translation): To inform and promote the good and successful practices of Tunisian talents abroad; etc.

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OTE (FR)	Organisation of the International Symposium: <u>Tunisian Migration: Status, developments and challenges</u> (FR) (<i>'La migration tunisienne: état des lieux, développement et enjeux'</i>), 28-29 May 2007, Tunis	<ul style="list-style-type: none"> - <u>International Organization for Migration (IOM), Office in Tunisia</u> (EN) - <u>Observatoire national de la jeunesse</u> (FR) - <u>Laboratoire MIGRINTER</u> (FR) 	Key objectives (unofficial translation): To present information on and provide a forum for discussion on Tunisian migration.
OTE (FR)	Establishment of a <u>Directory of Tunisian Expertise Abroad</u> (FR) (<i>'Répertoire des compétences tunisiennes à l'étranger'</i>)	N/A	Key objective (unofficial translation): To gain and further enhance knowledge on Tunisian experts living abroad.
OTE (FR)	Publication of a <u>Practical Guide for Tunisiens Residing Abroad</u> (FR) (<i>'Guide du Tunisien à l'étranger'</i>). This is updated on an annual basis.	N/A	Key objective (unofficial translation): To provide to Tunisians abroad information on, inter alia, administrative procedures, tourism, investment opportunities, social security services and study opportunities, etc.
OTE (FR)	Publication of an <u>Information Folder</u> (FR) for Tunisians abroad who return during summer holidays	N/A	Key objective (unofficial translation): To provide to Tunisian migrants who return during summer holidays information on, inter alia, customs regulations, social security services, the Regional Delegations of OTE, etc.
OTE (FR)	Publication of the magazine <u>'Yasmine'</u> (FR) for descendants of Tunisian emigrants	N/A	Key objective (unofficial translation): To foster the national identity of Tunisian descendants residing abroad.
OTE (FR)	Publication of the brochure <u>'Haute sollicitude et suivi continu'</u> (FR)	N/A	Key objective (unofficial translation): To highlight the political, economical, social and cultural achievements of the Tunisian Government with regards to the Tunisian emigrant community.
OTE (FR)	Publication of various <u>research documents</u> (FR) focusing on Tunisians abroad	N/A	Key objectives (unofficial translation): 1) To collect statistical data regarding Tunisian emigration; 2) To study the economical and social impact of emigration; 3) To analyse the different aspects of migration and their impacts on Tunisians migrants; etc.

<u>OTE</u> (FR)	Organisation of weekly TV and Radio Programmes (FR) specifically produced for Tunisians living abroad	National and International Media	Key objective (unofficial translation): To foster the link between Tunisians residing abroad and their home country; etc.
<u>OTE</u> (FR)	Annual organisation of the 'National Day of Tunisians Abroad' on 7 August	N/A	Key objective (unofficial translation): To foster the link with Tunisians abroad; etc.
<u>OTE</u> (FR)	Organisation of <u>exploration and study trips</u> (FR) (' <i>Voyages d'exploration et d'étude</i> ') for Tunisian descendants to Tunisia of the age 16 or over	Tunisian Ministries with competencies relevant to emigrant communities	Key objectives (unofficial translation): 1) To introduce Tunisian descendants living abroad to the country of origin of their parents; 2) To foster the national identity of Tunisian descendants residing abroad; etc.
<u>OTE</u> (FR)	Organisation of <u>Arabic courses</u> (FR) offered through Embassies in destination countries, as well as in Tunisia during summer holidays for Tunisian descendants	Tunisian Embassies and/or Consulates	Key objective (unofficial translation): To foster the national identity of Tunisian descendants residing abroad; etc.
<u>OTE</u> (FR)	Organisation of annual <u>summer university</u> (FR) for descendants of Tunisians abroad	<u>Institut Bourguiba des Langues Vivantes</u> (EN)	Key objectives (unofficial translation): To foster the national identity of Tunisian descendants living abroad; etc.
<u>OTE</u> (FR)	Annual <u>summer camps</u> (FR) in Tunisia for children of Tunisians residing abroad (between the age of 9-14)	N/A	Key objectives (unofficial translation): To foster the national identity of descendants of Tunisian migrants; etc.
NB: This list is not exhaustive			
Sources: Interview with the Office of Tunisians Abroad; Answer to joint ICMPD-IOM Questionnaire from the Office of Tunisians Abroad; Internet website of the Office of the Tunisians Abroad; Presentation of Office of Tunisians Abroad (OTE) at MTM Expert Launching Conference, 23-24 June 2009, The Hague; and IOM Office in Tunisia			

In addition to the above-mentioned initiatives, the Government of Tunisia has, to facilitate and enhance the return of migrant resources, put in place various institutional support mechanisms targeting Tunisians abroad. These include mechanism such as:

Table 2.4 - Tunisia: Institutional Support Mechanisms		
Support Mechanism	Agency/Ministry	Aim
'Guichet Unique' (FR)	Agency for the Promotion of Industry (API) (EN) under the Ministry of Industry and Technology (FR)	<p>Key objectives (unofficial translation): To encourage the development of direct investments by facilitating procedures of investments and simplifying administrative procedures for the creation of Small and Medium-sized Enterprises (SMEs).</p> <p>Institutions incorporated in the 'Guichet Unique' are:</p> <ul style="list-style-type: none"> - <u>Tunisian Agency for the Promotion of Industry (API)</u> (FR) - 'Bureau de Recette des Actes des Sociétés' - 'Bureau du Greffe du Tribunal' - Tunisian Tax Office - <u>Tunisian Customs Office</u> (FR) - <u>Official Printing Office of the Republic of Tunisia</u> (EN) - <u>Tunisian Ministry of Vocational Training and Employment</u> (EN) - <u>Municipal Office of Tunis</u> - <u>Office of the Tunisian National Social Security Fund (CNSS)</u> (EN) - <u>Tunisian Ministry of Interior and Local Development</u>
'Guichet Unique' (FR)	<u>Export Promotion Centre (CEPEX)</u> (EN) under the <u>Ministry of Commerce and Handicraft</u> (FR)	<p>Key objective: To facilitate administrative procedures of exports in order to promote the expansion and development of Tunisian exports.</p>

'Guichet Unique'	<u>Agricultural Investment Promotion Agency (APIA) (EN) under the Ministry of Agriculture and Hydraulic Resources (FR)</u>	Key objective: To provide an information desk for potential investors in agricultural and fishery sectors.
<u>Temporary and Permanent Reception Offices (FR) ('Bureaux d'accueil') at main Border Entry Points</u>	<u>Office of Tunisians Abroad (OTE) (FR)</u>	<p>Key objectives (unofficial translation):</p> <p>To establish Reception Offices at main Border Points that provide the following services:</p> <ol style="list-style-type: none"> 1) Orientation of Tunisians abroad who return to Tunisia on a temporary or permanent basis; 2) Provision of information and distribution of documents issued by OTE or other agencies; 3) Preparation of technical and administrative issues relating to customs formalities; 4) Assistance on board of car ferries during summer periods; etc. <p><u>Permanent Reception Offices are located at:</u></p> <p>Airport of Tunis-Carthage, Airport of Tunis-Carthage Fret, Harbour of Goulette, Harbour of Radès, Guichet Unique of CEPEX, Airport of Djerba-Zarzis, and Border Point of Ras Jedir.</p> <p><u>Temporary Reception Offices (put in place during summer periods) are located at:</u></p> <p>Airport of Skanès-Monastir, Airport of Sfax, Airport of Tabarka, Harbour of Sousse, Harbour of Sfax and Harbour of Bizerte.</p>
<p>NB: This list is not exhaustive</p> <p>Sources: Interview with the Agency for Promotion of Industry (API); Answer to joint ICMPD-IOM Questionnaire from the API; Internet website of the API; Internet website of the Export Promotion Centre; and Internet website of the Office of Tunisians Abroad</p>		

2.3.2 International Institutions and Other Relevant Actors

The following examples of initiatives relating to emigrant communities have been introduced by international institutions and other relevant actors present in Tunisia:

Table 2.5 -Tunisia: Initiatives by International Institutions and Other Relevant Actors			
Agency	Initiative	Cooperation	Aim
The International Organization for Migration (IOM) (EN)	Institutional Strengthening of Migration Management Capacities of Tunisian Trainers for a better Socio-Professional Integration of Tunisian Candidates for Emigration	Donor: <u>Italian Cooperation</u> (EN)	Key objective: To strengthen Tunisian institutional capacities in managing migration by training Tunisian trainers on how to facilitate the integration of Tunisian candidates for emigration in Italy.
	Promotion for Development of Emigration Zones in Tunisia (PROCHE)	Donor: <u>Province of Turin (IT)</u> in Italy and the <u>Italian Cooperation</u> (EN)	Key objectives: 1) To support local economic development through the sustainable creation of jobs in the Kasserine region, which is an area with a significant potential for emigration and a high rate of unemployment; 2) To promote job creation and decrease migratory pressure; 3) To encourage Tunisians living in Italy to invest and establish microenterprises in order to revitalise the area; 4) To organise training courses in the field of entrepreneurship for young unemployed persons and women; 5) To help young unemployed persons and women to create their own small businesses, notably in tourism, agriculture and craft industry. Main outcomes: 1) The project supported local economic development through sustainable employment creation in an area prone to economically-driven outward migration; 2) It encouraged and provided additional mechanisms for the reinvestment of capital and human resources in Tunisia by nationals abroad and from Italian entrepreneurs interested in investing in Tunisia.

Promotion of Development Areas in Tunisia: "Migration and Micro Credits" (TMMC)	Donor: <u>Italian Cooperation</u> (EN)	Key objectives: 1) To promote the role of the <u>Tunisian Solidarity Bank (BTS)</u> (FR) in development and in the initiation of micro projects in the Kasserine and Mahdia region, characterised by high migration dynamics; 2) To reinforce the capacities of the Association for Local Development (ADL) and promote innovative ideas in the micro-finance sector. Within the framework of this project, the IOM Office in Tunis and the IOM Regional Office for the Mediterranean in Rome inaugurated the Centre of Resources for Micro-Credit in Tunis.
<u>UNDP in Tunisia</u> (FR)	UN Country Team in Tunisia, Delegation of the EU in Tunisia and the Tunisian Government.	Key objectives: To support small scale actors to contribute to link migration and development in 16 selected countries of origin. Priority areas: (i) migrant remittances, (ii) migrant communities, (iii) migrants' capacities, and (iv) migrants' rights.
<u>Agence Française de Développement (AFD)</u> (EN)	<u>Selected banks and money transfer operators</u> (FR)	Key objectives: To provide persons with information on transfer costs and conditions between France and selected countries, so that these receive the opportunity to choose as freely and as objectively as possible, the financial institution and/or way to transfer their capital according to conditions of safety, speed and cost.
NB: This list is not exhaustive Sources: European Training Foundation (2007); <u>The contribution of human resources development to migration policy in Tunisia</u> ; Internet website of the <u>The International Organization for Migration (IOM)</u> ; <u>UNDP in Tunisia</u> ; <u>www.envoirdargent.org</u> , accessed on 14.03.10; and IOM Office in Tunisia		

Inventory Findings

Main Challenges:

- The Tunisian Government has put in place various financial incentives and institutional support mechanisms to encourage and facilitate the return of migrant resources. In spite of this, investment have been decreasing during recent years according to OTE, as well-established Tunisians living abroad tend to invest in the destination country rather than in their country of origin. One challenge faced is therefore to better identify and analyse the evolution of the profile and needs of the Tunisian emigrant communities, so as to **adapt incentives and outreach mechanisms to attract resources** from this group of Tunisian migrants.

