European Good Practice Examples of Migration and Development Initiatives

with a Particular Focus on Diaspora Engagement

Marlene Keusch
Nadja Schuster

Vienna Institute for International Dialogue and Cooperation (ed.)

Table of contents

List of abbreviations

ADA	Austrian Development Agency
ADPC	African Diaspora Policy Center
AVP	Afrika Vernetzungsplattform (Africa Networking Platform)
BA	German Federal Employment Agency
BER	Berliner entwicklungspolitischer Ratschlag e.V. (Advisory board for development policy)
BMZ	German Federal Ministry for Economic Cooperation and Development
CAMM	Common Agenda on Migration and Mobility
CIM	Centre for International Migration and Development
CBP	Capacity Building Programme for Diaspora Organisations
CFA	Co-financing Agencies
CoMiDe	Initiative for Migration and Development
CONCORD	European NGO confederation for relief and development
Cordaid	Catholic Organisation for Relief and Development Aid
DFD	Diaspora Forum for Development
DfID	Department for International Development (United Kingdom)
DGIS	Directorate General for International Cooperation (Netherlands)
EC	European Commission
EIF	European Fund for the Integration of non-EU immigrants
EED	Evangelischer Entwicklungsdienst (Germany)
EU	European Union
EUNOMAD	European Network on Migration and Development
FAMSI	Andalusian Fund of Municipalities for International Solidarity
FAO	Food and Agriculture Organisation
GAMM	Global Approach to Migration and Mobility
GCIM	Global Commission on International Migration
GFMD	Global Forum on Migration and Development
GTZ	German Technical Cooperation
GIZ	Deutsche Gesellschaft für internationale Zusammenarbeit GmbH
HIVOS	Humanistisch Instituut voor Ontwikkelingsamenwerking (Humanistic Institute for Development Cooperation)

HTA	Hometown Association
ICCO	Interchurch Organisation for Development Cooperation
ILO	International Labour Organisation
INAFI	International Network of Alternative Financial Institutions
IOM	International Organisation for Migration
JMDI	European Commission – United Nations Joint Migration and Development Initiative
Linkis	Low-Threshold Initiatives and Knowledge Center for International Cooperation (Netherlands)
MDGs	Millennium Development Goals
MIDA	Migration for Development in Africa
MIND	Migrant Women Initiative in the Netherlands for Development
MitS	Migrants in the Spotlight
MWPN	Multicultural Women Peacemakers-Netherlands
NCDO	National Committee for International Cooperation and Sustainable Development (Netherlands)
NGO	Non-governmental Organisation
OECD	Organisation for Economic Development and Co-operation
PMO	Programme to Promote the Development Activities of Migrant Organisations
TOKTEN	Transfer of Knowledge Through Expatriate Nationals Programme
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations International Children's Emergency Fund
UNHCR	United Nations High Commissioner for Refugees
UNFPA	United Nations Population Fund
UNV	United Nations Volunteers Programme
VIDC	Vienna Institute for International Dialogue and Cooperation
WMIDA	Migrant Women for Development in Africa

Acknowledgements

Executive summary

Migration holds great development potential. Since the drastic increase in remittances in recent decades, a shift from a pessimistic view of the links between migration and development to a more positive one has been witnessed. The recognition of migrants as actors of development and their valuable contribution as citizens to both their origin and destination countries is steadily increasing. Policy makers and politicians are becoming more and more interested in the activities of diaspora and migrant organisations, recognising their potential for poverty reduction, development and economic growth.

However, with regard to the interdependency of migration and development, populist and right-wing parties still believe that development in the countries of origin can reduce migration from the South to the North. This shows that the underlying causes of migration have not yet been analysed and understood. On the one hand, harsh or unsatisfactory living and working conditions can indeed be a motivation to migrate. On the other hand, higher levels of development can also trigger the wish to migrate. The driving factors behind migration are manifold, but it is widespread knowledge among scientists and experts that economic and human development does not lead directly to decreased migration. Willingness to migrate is also determined by the aspirations of persons and small groups, such as families and households.

In this publication, before we look at good practice examples, we would like to approach the question of the coherence of migration policy and development objectives by looking at actual EU policies on migration and development. Although positive views on migration are slowly increasing, what prevails in the EU is a restrictive approach to migration with the aim of realising the EU's unilateral economic objectives. Border management and combating illegal migration, instead of a human rights based approach, are high on the political agenda. The EU does not understand the concept of circular migration as the right of free movement between two or more countries but rather as a likely conditional back and forth movement or restricted return migration. What is more, populist and right-wing parties have connected security and criminality to migration, thereby nourishing the negative public image of migrants that is supported by the mainstream media (CONCORD, 2011).

The Study of European Good Practice Examples responds to the need to learn and improve in the migration and development domain linking Europe with migrant-sending countries. In order to share information on good practices and to learn from previous failures and successes, knowledge must be generated, documented and distributed. This increases the effectiveness and impact of new programmes, and avoids duplication. We can learn from countries like France, Germany and the Netherlands who have actively supported migrant organisation initiatives through specific policies and programmes aimed towards building synergies between different stakeholders with the same goal: implementing the potential of migration for development.

In our case study, nine good practice examples implemented by governmental, non-governmental and diaspora-led organisations were analysed. What they have in common is the engagement of diasporas building upon the cooperation of different actors. The activities of the selected initiatives range from awareness raising and the facilitation of business investment start-ups to the promotion of knowledge transfer, capacity building, financial support and hometown associations. From each of them,

we can learn while developing migration and development initiatives. An overall lack of evaluation in the migration and development domain makes it even more important to synthesise available information and collect lessons learned from successfully implemented and sometimes long-lasting initiatives. Moreover, examples can serve as a stimulus for policy-makers, officials, development organisations, diaspora organisations and other actors.

Based on an extensive review of printed and online literature, interviews with experts and the experiences of VIDC partners, the good practice examples presented in this study were selected according to the following criteria: positive views of migration, migrants as key players and/or main beneficiaries, quality of cooperation, collective activities, accessibility and availability of information. With regard to sustainability, an additional decisive factor that became prevalent during the research is the spillover effect of the initiative into regular development cooperation.

The outcome of our study is a set of recommendations for improved cooperation between governmental, non-governmental and diaspora organisations and for more coherence between migration and development policies.

We have identified the following recommendations for improved cooperation:
- Recognising diaspora organisations as development actors
- Mobilising development actors for diaspora engagement
- "Unpacking the diaspora"
- Equal partnership and ownership
- Open and broad definition of development
- Awareness raising and knowledge transfer
- Capacity building and consultation for diaspora organisations
- Promoting evaluation

In a second step, we have established recommendations for more coherence between migration and development policies:
- Human rights protection of migrants
- Authorisation of dual citizenship
- Inclusion of migrants in policymaking
- Shift from a project to a process approach
- Promoting research and development education

From a theoretical perspective, some of these recommendations might not seem new, however, evidence from our experience and that of our partners shows that they have not yet been put into practice in most of the EU member countries.

To conclude, fundamental structural changes in the migration and development field are needed as well as behaviour changes for key stakeholders. Mutual trust as well as the recognition of current diaspora activities is indispensable for an equal and sustainable cooperation between diaspora, governmental and non-governmental organisations. Therefore, in order to fully implement the development potential of diasporas and to promote their transnational participation, a human-rights based approach and freedom of movement instead of restrictive migration policies is fundamental.

Introduction

The nexus of migration and development has become a policy field marked by enthusiasm. Aspirations of going beyond a narrow view of migration highlight migrants' potentials for development cooperation. As a result, increased attention has been given to migrants, and in particular to diaspora organisations (non-governmental by nature) as agents of development cooperation (Faist, 2008). The current debate emphasises the broader role of diasporas in the national development of the country of origin as well as the destination country (Castles & Delgado Wise, 2008). High expectations prevail, but so does scepticism about the actors of migration by the established development sector, and vice versa. Against this backdrop, a differentiated analysis can trace the myriad possibilities as well as the limitations (Drossou & Kwesi Aikins, 2008) of new types of cooperation.

The shift from a pessimistic view of the link between migration and development to a more positive one has undoubtedly been initiated by the increase in remittances (de Haas, 2008). Remittances are private funds transferred to the country of origin by migrant workers. The dollar amounts sent by migrants to less-developed countries have risen dramatically. In 1990, 31.1 billion USD and ten years later more than double that, 76.8 billion USD, were remitted (de Haas, 2008). In 2008, remittances sent through official channels were more than three times higher compared to the Official Development Assistance (ODA) (388 billion USD compared to 119.8 billion USD) (Faist & Fauser, 2011). In 2010, remittances added up to 325 billion USD and were still double the amount of ODA (Globale Verantwortung, 2012). As a result, the discussion on migration and development focuses strongly on financial remittances and organisations such as the World Bank brought migration and development back into the policy discourse by pointing to the increase of remittances.

The initiatives beyond individual remittances, which the study is focusing on, are not as tangible and therefore not yet as prominent throughout Europe (de Haas, 2006). Newland and Patrick (2004) stated that the quality of information is rather poor regarding the influence of diaspora engagement and, although interest in the topic has grown, the quality of research has not grown along with it. Despite a large body of literature, "a number of questions still remain unaddressed about how the engagement of diaspora organisations can favour the promotion of homeland development" (Sinatti, 2010: 7).

Nevertheless, the effects of diaspora activity are gaining more and more attention from policy makers, politicians and NGO representatives because of their potential for poverty reduction, development and economic growth (Ionescu, 2006). In terms of cooperation, in Europe this increased attention has led to the instigation of a variety of initiatives in the field of migration and development, focusing on activities such as promoting knowledge transfer, assisting the foundation of small-scale businesses in the countries of origin, and supporting the activities of hometown associations, capacity building and network efforts. Some countries in Europe such as the Netherlands, Germany, France and others have actively promoted and supported these initiatives through specific programmes, policies and funding.

This study describes nine examples of migration and development initiatives implemented by governmental, non-governmental and international organisations. The examples were selected based on our empirical research, an extensive review of available literature and the experiences of our partners. Our study should be seen as a case study.

In other words, we did not evaluate all initiatives being undertaken in the field and do not intend to discount the value of many other important and valuable examples. Considered as good practice, the examples are worthy of a close look and could serve as a stimulus for policy-makers, officials, development organisations, diaspora organisations and other possible participants in the field of migration and/or development. The study of good performance examples may be beneficial to further initiatives for learning purposes and will contribute to informed policy advice. What the selected examples have in common is the engagement of diasporas, which means that the initiatives either build upon cooperation between actors of the established development sector and diaspora organisations or offer funding and capacity building for the latter.

The study is embedded in the transnational Initiative for Migration and Development CoMiDe, which aims to advance coherent migration and development policies at the European level and in four EU member countries. Migration policy is often at odds with development goals, undermining internationally agreed-upon development goals, such as the Millennium Development Goals (MDGs). In these policy fields, links between the governmental and non-governmental levels are very rare. The same applies to cooperation between state participants, non-governmental organisations and diaspora organisations. CoMiDe's objective is to initiate cooperation between development NGOs, diaspora organisations, and communities in Italy, Slovenia, Slovakia and Austria. Ultimately, in the international debate, migration should be considered a result of global inequality.

1. The concept of migration and development

Migration and development are linked in various ways. For instance, through "the livelihood and survival strategies of individuals, households, and communities; through large and often well-targeted remittances; through investments and advocacy by migrants, refugees, diasporas and their transnational communities; and through international mobility associated with global integration, inequality and insecurity" (Nyberg-Sørensen et al., 2002: 1). At the same time, migration and development are two separate policy approaches with different aims. A restrictive approach to migration with the aim of realising the EU's unilateral economic objectives prevails. Instead of furthering the development potential of migrants by considering development implications and human rights requirements, the EU puts a strong focus on border management and combating illegal migration (CONCORD, 2011). The resulting conflicting policies hinder national and international cooperation and are therefore both cost-intensive and counter-productive (Nyberg-Sørensen et al., 2002).

With a coherent approach, international development could be tackled in a much more comprehensive way, thus really contributing to narrowing the gap between destination and origin countries (Interviews 4 & 5) that has become apparent through the recent increase in South-North migration. In the 1980s, about 100 million people lived outside their countries of birth for over a year. 47.7 million of these people were in developed countries and 52.1 million people in developing countries. In 2006, the total sum of (documented) international migrants rose to 190 million people, of which 62 million had moved from the South to the North, 61 million from South to South, 53 million from North to North, and 14 million from North to South (Castles & Delgado Wise, 2008). In 2010 the EU hosted around 31.8 million migrants (37% come from other European countries, 25% from Africa, 20% from Asia, 17% from Americas and 1% from Oceania) (EUROSTAT, October 2010 in: CONCORD, 2011). According to a UNDP estimate, between 6 and 15% of all migrants are irregular (UNDP, 2009 in: CONCORD, 2011).

The push factors of migration are manifold: conflict, political repression, persecution, economic constraints, unemployment and precarious and unsafe working conditions (CONCORD, 2011). However, considering the interdependency of migration and development, it is absolutely incomprehensible that policymakers still consider development in countries of origin to be a means of curbing migration from the South to the North. With regard to this, it is important to recognise a significant fact: today, nearly all scientists and experts agree that economic and human development does not lead directly to decreased migration. In the words of Stephan Castles (2008: 1), "development policies cannot reduce international migration, because a higher level of development brings more mobility, not less – at least for a considerable period". In other words, harsh or unsatisfactory living and working conditions can motivate migration because people do not see any possibility for improvement in their country of origin. On the other hand, a higher level of development can also trigger the wish to migrate and thus lead to increased migration.

The belief that development hinders migration lies in an inaccurate analysis of the developmental causes underlying migration. Migration is a process characterised by selectivity and therefore it is not the poorest individuals that tend to migrate. This tendency is especially true for international migration. A certain degree of social, hu-

man and financial resources is a prerequisite for migration, in addition to the aspiration necessary to take the step into migration (de Haas, 2007).

Looking at the resources required, labour migrants generally move to find a better and more stable livelihood, as well as to improve their social and economic status. It was demonstrated that in economies with an abundant labour supply, trade liberalisation, foreign aid, remittances and income increase led to a rise in the ability of workers to afford the costs of migration. As a result, the migration from South to the North would increase (de Haas, 2007). Migration is thus an "integral part of broader processes of social and economic change and should therefore be considered as an almost inevitable outgrowth of nations' incorporation into the global economy. […] Migration and development are functionally and reciprocally connected processes" (de Haas, 2007: 19).

However, the willingness to migrate is also dependant on the aspirations of persons and small groups such as families and households. Consequently, a broad concept should be employed when analysing the causes of migration. Beyond the focus on income indicators, improved education, infrastructure, security and access to the media and other information sources also seem to stimulate migration. These are contributing factors to the rise in aspirations and ability of people to take the migration step (de Haas, 2007).

Therefore, more development in countries of origin would not lead to a drastic decrease in migration rates from South to North. It is crucial to highlight this because it is not commonly understood beyond academic circles. Moreover, a widespread perception of international migration is that it is something bad that brings negative consequences (Castles, 2008) such as threats to security, loss of welfare, exploitation of the social security system and unemployment. Populist political parties have connected security, criminality and migration in their discourse, something taken up by the mainstream media as well (CONCORD, 2011). This has contributed to spreading negative perceptions and prejudices.

The resulting concomitance of increasing attention to the field of migration and development on the one hand, and restrictive migration policies on the other, is highly ambivalent. The migration policies of Western European countries, mostly directed at meeting the needs of their labour markets, are one-sided and take only the European perspective into account, therefore limiting their development potential. "National labour markets are highly segmented along national or ethic lines where a majority of third country nationals are employed in low skill, low paid professions and experience dangerous working conditions" (CONCORD, 2011: 59). The link between migration and development is multidimensional and, as stated above, both issues are "part of the same process and therefore constantly interactive" (Castles, 2008:1). Consequently, the inverse reasoning that migration leads to development in either case also appears foreshortened. A positive relationship between migration and development is not automatic. Market forces alone will not establish the connection and "therefore, the role of the state is decisive" (Portes, 2008: 37). It is seldom the simple act of migration alone, but the conditions under which migration takes place, state policies and international political economic relations, that determine its developmental impact. Thus the migration and development nexus must be seen as embedded in the broader issues of global power, wealth and inequality (Castles, 2008).

1.1. The scientific and policy debate – A brief historical overview

The last decade has been marked by a growing interest in migration and development, sparked by a substantial increase in remittances. In the 2003 World Bank Report, this phenomenon was highlighted, drawing global attention to the nexus of migration and development. The report pointed out that worker remittances were not only higher than the ODA amount, but also stable and counter-cyclic. Even during times of economic recession in the countries of immigration, remittances continue to flow (Faist & Fauser, 2011).

The association between migration and development has not been discovered just recently. However, due to a general lack of awareness about existing research and policy practices (de Haas, 2006), this is often assumed. Some aspects of migration and development were already investigated before World War II, but not explicitly tied to the term development in public and academic discourse, as it has been since the 1960s (Faist, 2008).

Therefore, a brief overview of how the concept has changed since World War II follows. According to Faist & Fauser (2011), three phases can be identified:

1. 1950s and 1960s: migration and development – remittances and return;
2. 1970s and 1980s: underdevelopment and migration – poverty and brain drain;
3. since the 1990s: migration and co-development – the celebration of circulation.

The first phase, during the 1950s and 1960s, was marked by a strong focus on remittances and return, and was embedded in the overall economic modernisation concept. Rising labour shortages in the North were met by migrant workers from the South (Faist & Fauser, 2011). Governments in Europe actively encouraged emigration because it was thought to be an instrument that promoted national development in countries of origin and destination (de Haas, 2006).

At that time, it was assumed that financial remittances, possible returns, and the accompanying transfer of knowledge and qualifications would contribute to development in the countries of origin. It was expected that the migration of workers to the North would lead to labour shortages in the South and this, in turn, would attract an inflow of capital, furthering the development of the sending countries in the long term (Faist & Fauser, 2011). In this period, expectations were very high because returnees were expected to spend huge amounts of money on income-generating activities such as industrial enterprises (de Haas, 2006).

In the second phase, the link between migration and development was reversed. During much of the 1970s and 1980s, framed by the dependency theory and later by the world system theory, the development or underdevelopment of the periphery (the South) was seen as a result of structural dependency on the centre (the North). During this period, migration was expected, both as a result of and as a reason for underdevelopment, and brain drain was a major concern (Faist & Fauser, 2011). "In a dependency perspective, underdevelopment led to the loss of the well-educated and most-qualified persons, who migrated from the periphery to the centres in the dependent world and, above all, into industrialized countries. This out-migration, in turn, was thought to contribute to even more underdevelopment and increased migration flows through asymmetric distribution of benefits and resources working in favour of the economically developed centres" (Faist & Fauser, 2011: 6).

Since the 1990s, a third phase has been seen which relates once again to a more positive point of view. The developmental potential of international migration has come into consideration once again. In the current period, migrants have emerged as key actors to development and are now considered to be crucial cooperation partners. Nonetheless, in the third phase, financial remittances and the ways in which this individual and collective money is transferred are still the main focus. Additionally, the flows of skills, knowledge and social remittances are also of high relevance to policy debates. For this reason, initiatives are manifold and implemented in different areas, including international, governmental and non-governmental levels.

In the current view, temporary return and brain circulation are new policy models, which – through the transfer of knowledge – are expected to promote development. These mechanisms should improve conditions for economic development through remittances and the decline of brain drain. In addition, developmental efforts and peace-building activities from established migrant groups, as well as diaspora communities, are also of growing interest (Faist & Fauser, 2011).

What is important to mention here is that the EU should understand that circular migration is a free decision to move and reside between two or more countries and not a likely conditional back and forth movement or restricted return migration (CONCORD, 2011).

1.2. Policies and activities of international organisations

Since the year 2000, this new interest in the migration and development domain is also being reflected in numerous formations and activities on an international level. International and regional organisations like the United Nations (UN), the European Union (EU), the World Bank (WB), the Organisation for Economic Co-operation and Development (OECD) and the International Organisation of Migration (IOM) have recognised the potential of migration for development and have implemented new initiatives and policies.

The previously mentioned Global Development Finance Report of the World Bank, written by Dillip Ratha in 2003 (see chapter 1.1), puts migration and development on the agenda of the World Bank, as well as on the international agenda. One result of this was the first international meeting on migrant remittances, organised by the World Bank in collaboration with the Department for International Development of the United Kingdom (DfID). The 2003 meeting drew attention to the developmental role played by remittances and reflected the priorities of the global development players. About 100 participants from 42 countries attended the meeting in London. Since 2000, the issue has been an integral part of the World Bank's research activities (de Haas, 2006).

In 2003, another influential and important initiative was established and launched in Geneva by the United Nations Secretary-General Kofi Annan: the Global Commission on International Migration (GCIM). The aim was to "provide a framework for the formulation of a coherent, comprehensive and global response to the issue of international migration" (GCIM, 2005: vii). The intent was "to analyse gaps in current policy approaches to migration; to examine inter-linkages between migration and other global issues; and to present appropriate recommendations to the UN Secretary-General, governments and other stakeholders" (GCIM, 2005: vii).

In 2005, the GCIM published its report, which set forth, in addition to other relevant issues on international migration, a comprehensive approach for more efficiently linking migration and development. One of the key recommendations was that transfer costs for financial remittances should be lowered, hardly an innovative approach (Interview 1). However, the report also provided new insight going beyond the general view of remittances. One chapter of the report highlighted the role of migrants in development and the reduction of poverty in their countries of origin (de Haas, 2006). Five out of 33 recommendations targeted the issue of migration and development. It was also emphasised that remittances are a private financial source and should therefore not be appropriated by state stakeholders. The role of the state, it suggested, should be to provide less costly means for the easy transfer of remittances. Another important message was that migrants should be encouraged to save money and to invest in their countries of origin, as well as to participate in transnational knowledge networks. Furthermore, the developmental impact of returning migrants and circular migration was emphasised (GCIM, 2005). The circulation of migrants as a development approach remains a prevailing but still rhetorical concept today. Nevertheless, the GCIM was concluded in 2005, having made its report and fulfilled its mission (Spagnul, 2010).

Another promoter of the concept of migration and development is the International Labour Organisation (ILO), which highlighted the role of diasporas in development cooperation in 2004. Together with the former German Technical Cooperation (GTZ)[1], ILO organised a meeting of experts under the thematic focus of "Migration and Development – Working with the Diaspora", which was embedded in the ILO framework "Projects on Sustainable Migration Solutions". A series of discussion papers[2] were published within this framework (de Haas, 2006).

In the context of the GCIM, the General Assembly of the United Nations initiated the High Level Dialogue on international migration and development in September 2006 in New York – the first event of the United Nations to focus solely on international migration issues.[3] Over two days, four plenary meetings and four thematic roundtables were held. Participants ranged from ministers of UN member states, to representatives of UN agencies, intergovernmental organisations and NGOs, to representatives of civil society and the private sector (Spagnul, 2010). The main objective of the High Level Dialogue was to identify ways to maximise the developmental aspect of international migration and to minimize its negative impact (UN, 2006).

The following issues were discussed (Spagnul, 2010):

- ■ The effects of international migration on economic and social development;
- ■ Measures to ensure respect and protection of the human rights of all migrants, thus preventing and combating the smuggle of migrants and human trafficking;
- ■ The multidimensional aspects of international migration and development, including the role of remittances;
- ■ Promoting partnerships, capacity building and the sharing of best practices at all levels, including bilateral and regional levels, for the benefit of countries and migrants alike.

---

1   The GTZ has been incorporated by the GIZ (Deutsche Gesellschaft für internationale Zusammenarbeit GmbH) since 2011.

2   ILO's International Migration Programme offers studies and working papers on its website: http://www.ilo.org/public/english/protection/migrant/info/imp_list.htm (accessed 26/10/2011).

3   For further information concerning the High Level Dialogue, please see http://www.un.org/esa/population/migration/hld/index.html (accessed 25/10/2011).

According to de Haas (2006), there was a strong focus on remittances, while the development potential of diaspora engagement was largely ignored. A more positive outcome of the High Level Dialogue was the establishment of the Global Forum on Migration and Development (GFMD).

The GFMD is a government-led, informal, global platform for exchange and cooperation on international migration and development. So far, more than 160 member states, over 30 international organisations, and various UN Observers have attended the annual GFMD government meetings. The main goal is to enable a constructive dialogue among governments, as well as to involve the civil society in the Civil Society Days. Between 200 and 400 different stakeholders, including diaspora organisations, have participated in these meetings, which enable non-governmental actors to contribute to the debate.

The first GFMD was held in Brussels in 2007, followed by Manila in 2008, Athens in 2009, and Puerto Vallarta in 2010. In 2011, the GFMD was chaired by Switzerland and 14 thematic meetings were held in several countries under the overarching theme of "Taking Action on Migration and Development – Coherence, Capacity and Cooperation" (GFMD, 2011a). In the course of this thematic focus, one workshop was held in Morocco on the "Contribution of Migrant Associations to Development". It was jointly chaired by the respective governments of Morocco and France, with the aim of increasing knowledge regarding "key factors impacting the success of migrant associations' contributions to development, and analysing how governments respond to their actions in order to identify the most effective forms of cooperation" (GFMD, 2011b: 1). The meeting re-emphasised the fundamentals of effective and coherent migration and development policies. Migration et Développement, an established diaspora organisation (see chapter 3.1.9.), played a central role in this workshop, organising field visits to the current project sites of their organisation for workshop participants (government and civil society actors, international organisations and academics). In the workshop, five core principles were identified: 1) enhancement of the multiple contributions of diaspora organisations to development; 2) the local scale as the appropriate level for their efforts and endeavours. Furthermore, effective interventions by diaspora organisations should be rooted in 3) local ownership. As a result, development actors should consider migration to be one of their pillars and migrants as development actors. In this regard, the cooperation between different stakeholders promotes 4) the coherence of the local and global levels. Lastly, the workshop suggested the notion that 5) long-term commitment, which is ensured by migrant associations, is a condition for sustainable developmental impact (GFMD, 2011b).

Despite this ambitious initiative, the GFMD – due to its non-operational and voluntary nature – is not able to enforce concrete proposals or recommendations. Therefore, the outcomes are only suggestions addressed at governments that can implement the recommendations to create the political, institutional, and policy environment necessary for change. For instance, since 2009, the GFMD has called upon participants to mainstream migration in development planning for more coherent migration and development policies that include civil society, the private sector and migrant communities.

In 2009, the Organisation for Economic Co-operation and Development (OECD), together with the European Commission and the European Parliament, organised the first High-Level Parliamentary Conference on Policy Coherence for Development and Migration. The aim was to exchange concepts and share experiences on the effects of the migration policies of EU and OECD member countries on the development of the countries of origin. The following issues were discussed: brain drain and brain waste,

circular migration versus permanent migration, irregular migration, negative impacts of falling remittances, the role of diasporas, the situation of female migrants, integration of migrants into society, xenophobia, and the role of the media and public officials (OECD, 2009). In light of the economic crisis, well-managed labour migration, with the aim of creating a win-win situation for the destination country as well as the home country, was a clear priority.

The subject of migration was also high on the UN agenda in 2009. The UNDP's Human Development Report, entitled "Overcoming barriers: Human mobility and development", highlighted links between migration and development.

In one chapter, the report outlines policies to intensify human development and recommends the following (UNDP, 2009):

- Liberalising and simplifying regular channels allowing people with low skills to seek work abroad;
- Ensuring basic rights for migrants;
- Reducing transaction costs associated with migration;
- Improving outcomes for migrants and destination communities;
- Enabling the benefits of internal mobility;
- Making mobility an integral part of national development strategies.

1.3. EU migration and development policies

The European Union's first comprehensive approach to migration and development manifested in a European Commission Communication published in 2005 titled "Migration and Development: Some concrete orientations".

In this communication, diasporas were recognised as being agents of development in their home countries and concrete measures were proposed (EC, 2005):

- Facilitating remittances and boosting their contribution to countries of origin's development;
- Mitigating the adverse effects of brain drain;
- Benefiting from circular migration and brain circulation;
- Recognising diasporas as agents of development in their home countries.

Hein de Haas (2006) considered this communication a step forward and appreciated the inclusion of the broader developmental role of diasporas. However, the promotion of circular migration and brain circulation seems to discourage permanent settlement instead of truly enhancing development in countries of origin.

Another EU Strategy is the Europe 2020 Strategy. One of its key Strategic Goals is to reach 75% employment in the EU, something that can only be achieved by capitalising on highly skilled labour. This leads to the question of how this goal can promote inclusive growth while avoiding brain drain (CONCORD, 2011).

The Global Approach to Migration and Mobility

In 2005, the original Global Approach to Migration was adopted as a policy framework that sought to address migration in a more comprehensive manner – and in cooperation with third countries. In the first half of 2011, the approach was evaluated via pub-

lic consultations that resulted in a call for stronger coherence with other policy fields and an improved thematic and geographical focus (M4D, 2011). As a result, a new approach was elaborated and published by the end of 2011 as the renewed Global Approach to Migration and Mobility (GAMM). The European Commission communication on the Global Approach to Migration and Mobility has two main goals: to strengthen the external migration policy of the European Union and to improve relationships with non-EU Member States in order to make migration mutually beneficial.

Compared to the previous Global Approach, the new GAMM included a new fourth pillar (EC, 2011a):

1. Organising and facilitating legal migration and mobility;
2. Preventing and reducing irregular migration and trafficking in human beings;
3. Maximising the development impact of migration and mobility,
4. Promoting international protection and enhancing the external dimension of asylum policy.

As the mobility of third country nationals is of strategic importance, Mobility Partnerships[4] will be provided to the EU's immediate neighbours as one of the two operational frameworks of the Global Approach. A precondition is that a specific level of progress in the dialogue with third countries has already been achieved. By 2011, Mobility Partnerships were signed with Cape Verde, Moldova, Georgia and Ghana (CONCORD, 2011). These Mobility Partnerships frame the relationship with non EU-countries and should ensure the well-governed movement of persons between the European Union and the partner country. They are intended to manage legal migration, strengthen measures addressing irregular migration, and also take steps to guide the developmental outcome of migration. Consequently, visa policy, readmission agreements and border security are foreseen as significant aspects of the Mobility Partnerships. With regard to Tunisia, Egypt and Libya for instance – where EU-friendly regimes had to resign – the EU is even more interested in Mobility Partnerships, according to the EU's priorities. The Arab uprisings make clear the urgent need for a more coherent EU approach.

The second framework is the Common Agenda on Migration and Mobility (CAMM), which could be seen as the preliminary phase of the Mobility Partnerships. "The CAMM is a viable option for partner countries and for the EU and its Member States in cases where both sides want to establish an advanced level of cooperation, but where one side or the other is not ready to enter into the full set of obligations and commitments" (EC, 2011a: 11).

In the old Global Approach, the "fight" against irregular migration, one of the thematic pillars, had already been strongly emphasised – in counterpoint to the pillar facilitating legal migration and the pillar regarding the issue of migration and development (Interview 3). Some authors even identified the Global Approach as a new paradigm in which circular migration, border management and development policy become restrictive instruments to establish a European regime of re-bordering (Tsianos & Ibrahim, 2009). CONCORD, the European NGO federation for relief and develop-

---

4   As stated in the 2007 EC communication Mobility Partnerships are seen as "mechanisms (that) would alleviate the shortage of labour in the EU, check the phenomenon of illegal immigration and allow the countries of origin to benefit from the positive impacts of emigration" (EU, 2007). In the communication, the EC proposed to set up Mobility Partnerships and to incorporate them into the general framework of external relations with the third countries (EU, 2007).

ment, stated in its report on EU Policy Coherence for Development (2011: 57) that "the current restrictive approach to EU migration policy poses additional obstacles, because of its lack of consideration for development implications and human rights requirements".

Countering this, the renewed Global Approach shows signs of being more migrant-centred, and includes enhancing the dialogue with diasporas, migrant groups and other relevant organisations. Additionally, the Global Approach was accompanied by a simultaneously published paper focussing solely on migration and development (EC, 2011b). This policy paper first points out migration and development initiatives since the 2005 communication and suggests a path forward that takes the four pillars into account. Concerning the developmental role of diasporas, the EC has funded studies on the potentials of diaspora organisations as partners in development cooperation. Because of the increasing appreciation of contributions by diaspora organisations, the EC is expected to open the budget from non-state actors and local authorities to include diaspora organisations (EC, 2011b). This would be a great step forward. However, in general, diaspora organisations are often excluded from funding. This may be related to the fact that the EU requires a very strict and sophisticated administrative and financial system. Two main obstacles for diaspora organisations are their lack of capacity and the fact that they often do not have the required legal status. Our empirical study confirmed this observation.

However, the positive aspect is that the EC has apparently recognised that the funding requirements need to be adjusted to the capacities of diaspora organisations. In addition, the working paper emphasises that a successful integration of migrants into the society of their destination country – in terms of non-discrimination, gainful employment, decent living conditions and participation in all spheres of society – is of great advantage to their developmental efforts.

In practical terms, the EU has not yet taken any steps regarding the engagement of diasporas in the elaboration and adaptation of development policies. In the future, however, the European Parliament will review how these policies will be implemented and reflected in cooperation practices, and NGOs engaged in the field will advocate it.

The Thematic Programme for Migration and Asylum

The external dimension of the migration and asylum policy for 2007 – 2013 is financed through geographical instruments and a thematic programme for the cooperation with third countries in the field of migration and asylum. The main objective is to support non-EU Member States to better manage migratory flows.

To achieve the overall goal, the Thematic Programme for Migration and Asylum (EC, 2006) has outlined five specific objectives:
1. Fostering the links between migration and development;
2. Promoting well-managed labour migration;
3. Fighting illegal immigration and facilitating the readmission of illegal immigrants;
4. Protecting migrants against exploitation and exclusion;
5. Promoting asylum and international protection.

The programme focuses on specific geographic regions, reflecting the countries of origin and transit of most migratory flows towards the European Union. It runs until 2013, and the budget for the entire seven-year period is 384 million EUR (EuropeAid, 2011).

Regarding the specific objectives of migration and development, the thematic programme aims at promoting the contributions of diasporas to the development of the home country, increasing the value of return, mitigating brain drain and promoting brain circulation (which include temporary return schemes, facilitating remittances and channelling these into development), supporting voluntary return (including reintegration measures and governmental assistance) and, lastly, building capacities for managing migration (EC, 2006).

In summary, in the last decade a number of initiatives and activities have appeared in the nexus of migration and development on the international level. This demonstrates the increasing recognition of the potential of international migration for development. The challenge for the future will be to translate working-level policies and programmes into practice, with a comprehensive approach to coherence (Interview 5). Several international, regional and local organisations have already tackled the issue. What holds great potential but still needs to be further analysed is the cooperation between local authorities, development organisations and diaspora organisations going beyond national borders (Interview 1).[5]

1.4. Some remarks with regard to policy level

The prevailing restrictive and highly selective migration policies currently in place in most European countries raise the question: In which ways are migrants truly enabled to realise their potential for contributing to the development of their countries of origin? Perhaps the question could also be: Are the intentions of policy makers and politicians genuine in regard to making migration and development policies coherent? And, what kind of coherence are we talking about?

These questions are difficult to answer because socio-political analysis is required in order to uncover the underlying motives of policies. Experts in the field of migration and development often state that development cooperation is instrumentalised for the legitimisation of strict migration policies. For instance, migrants, especially those that are highly skilled, are incentivised to emigrate with the purpose of overcoming labour shortages in Europe. Against the background of migration control, this labour policy is then cast as legitimate owing to the potential of migrants returning to and aiding in the development of their countries of origin. Besides their contribution to the economy in the destination country, they are also expected to transfer their knowledge to their country of origin (Interview 1). This so-called brain gain will influence development in a positive way. However, from the perspective of the origin countries, the talk is instead about brain drain – with their few highly qualified citizens leaving the country for better job offers in Europe. In general, it is known that the receiving countries are the foremost beneficiaries of such policies.

Simultaneously, it must be stated that the issue of migration and development would not be high on the international agenda if it were not linked to migration man-

---

5   A good practice example is the Andalusian Fund of Municipalities for International Solidarity (FAMSI) a Network of local governments as well as other private and public institutions coordinating public decentralized international development cooperation in Andalusia. Amongst others FAMSI concentrates on migration and development issues and promotes cooperation with diaspora organisations. Furthermore FAMSI focuses on the improvement of citizenship policies enhancing social inclusion and recognition of migrants in the Andalusian society (FAMSI, 2011).

agement. The legitimating function of migration and development unfolds a dynamic, which in the short or the long run will reveal that there is a contradiction. Migration control is at the forefront but there is also a link to development. However, migration control and development policy cannot become coherent, because they have conflicting goals.First of all, current migration policy seems to hinder migration from the South to the North, unless it meets the labour market needs of the destination country. At the same time, as mentioned above, development in the countries of origin, the overarching goal of development policy, leads to an increase in international migration. Therefore, this discrepancy should be addressed by policy debate because all policies should be based on informed rationale (Interview 1).

A more reliable policy, for instance, would be the acceptance of dual citizenship. This is seen as a possible key for migrants to realise their full potential in areas of development, and to use all aspects of transnationality. "Restrictive residency and citizenship laws in countries of destination may limit diaspora participation in programmes if prolonged absence means loss of residency rights" (IOM, 2008: 73). Furthermore, dual citizenship generally enhances the freedom to travel across borders, thus promoting transnational participation. "For example, the immigrant entrepreneur who needs to mobilize contacts across borders could benefit by retaining the citizenship of his home country" (Faist & Gerdes, 2008: 10). Freedom of travel is thus an important element of development in general.

In current policy discourse, coherence between migration and development policies seems to be interpreted as development policies that hinder migration (Interview 3). Policy coherence, however, aims at a more sustainable impact at all levels, and should be directed at benefiting the global good. International development should be seen as a global policy, and thus needs a coherent and comprehensive approach in order to contribute to narrowing the gap between countries of destination and origin. This would need to include migrants in policymaking and, accordingly, to see migration as part of the solution and not of the problem (Interview 4 & 5). Moreover, it must be recognised that flows are not unidirectional. There is empirical evidence of reverse remittances flowing from the South to the North (Interview 1).

Nevertheless, the status quo of policy debates reveals neither a concrete nor an integrative approach towards the benefits of the link between migration and development. According to migration and development experts, it is not entirely clear how migration and development policies are linked, or what kind of coherence is prioritised (Interview 1 & 3).

However, in the Treaty of the Functioning of the European Union with its Article 79 specific on migration, "a stable, comprehensible and more accountable legal framework for the development of the EU migration policy through a greater involvement of the European Parliament in the decision making process" (CONCORD, 2011: 60) is affirmed. As a consequence, the EU needs to further the social inclusion of migrants, combat discrimination and support integration strategies as a basis for sustainable co-development. A paradigm shift towards a development-focused, migrant-centred and rights-based approach to migration is critical. Policy changes could be introduced much more easily if EU Member States would sign, ratify and implement the UN International Convention for the Protection of Migrant Workers and their families, international labour standards and strive for the achievement of MDG 1B[6] (CONCORD, 2011).

---

6   In 2005, the sub-target 1B "Achieve full and productive employment and decent work for all, including women and young people" was added to the first MDG.

1.5. Some remarks with regard to development cooperation

As outlined in the previous chapter, there are hardly any supportive and comprehensive policies in place that could further the potential of international migration for development in general and the cooperation between development and diaspora organisations in particular. The dilemma is that on the one hand migrants from less developed countries in Europe experience myriad obstacles because of restrictive migration policies and discrimination. On the other hand, they are expected to engage in development cooperation (Interview 1). If the huge inherent potential of diasporas for development is to be grasped, this contradiction must be resolved.

Evidence shows that migrants that are well integrated in the labour market, educational system, society and housing of the destination country are the most active in development cooperation. In other words, a prerequisite for being actively involved in development – besides motivation and required resources – is successful integration (Interview 1 & 4). Migrants who struggle with problems of residency, work permits, racism, discrimination, assimilation constraints and/or even with survival are generally unlikely to engage in the development of their home country (Interview 4). In this way, it is not difficult to see how migrant organisations often come to be associated with unsuccessful integration (Interview 3) and are confronted with a great deal of prejudice.

Furthermore, it should be pointed out that many diaspora organisations are already contributing to development in their home countries through self-initiated and private initiatives. Being active in the migration and development domain demands a broad definition of development. "For instance, migrants' expenditures on consumption goods and the construction of houses are often seen as 'non-productive', but as long as they contribute to the well-being of people and communities, they could be seen as 'development'" (IMI, 2009:1). Loose alliances, registered associations and well-established networks can implement development activities. Yet they are still quite invisible in the field of development cooperation and their efforts are not sufficiently recognised (Interview 6). In general, there is a lack of knowledge about the organisational and financial structure of diaspora organisations. Thus, the requirement for cooperation with well-established development organisations (governmental or non-governmental) often exceeds the capacities of diaspora organisations. For this reason, diaspora organisations are often excluded from funding and have only a marginal role in policy debates (Interview 6).

It is important to highlight here that promoting the equal and fair cooperation between diaspora organisations and established development sector organisations is indeed fruitful. Equality and ownership are preconditions for a successful implementation of projects and policies. Development cooperation involving both diasporas and governmental or non-governmental development organisations should address the global social inequality that is made visible through migration flows (Interview 1). "The potential strength of migrants is their simultaneous knowledge of and involvement in two or more societies, which make them a potentially effective link between wealthy and poor countries" (de Haas, 2006: 2). Another advantage of furthering cooperation between agents of development and diasporas is that it helps to exploit these synergies and to maximise resources instead of having two separate agents working parallel on the achievement of development goals in the same country (Interview 3).

2. Study of European Good Practice Examples

2.1. Diaspora engagement

In this study, diaspora engagement[7] focuses on existing initiatives and programmes on the cooperation level.

The selected examples can be divided into the following types of practice:

- Awareness raising;
- Diaspora entrepreneurship;
- Transfer of knowledge;
- Capacity building;
- Funding of migration and development initiatives;
- Hometown association initiatives.

Activities that were considered range from raising awareness about migration-related issues in European countries, facilitating business investment start-ups and small-scale businesses in the country of origin (diaspora entrepreneurship), promoting knowledge transfer, offering capacity building and financial support. Furthermore, the activities of so-called hometown associations, which collaborate with established governmental or non-governmental developmental actors, were also taken into account. As a result, the organisational and institutional structures of the selected programmes and projects are diverse and follow different goals. These programmes are also implemented by different stakeholders: international organisations, governmental and non-governmental institutions, and diaspora organisations. Thus, they should be seen as mutually exclusive initiatives that cannot be compared.

Defining diaspora

There is no common definition of the term diaspora and the term has different meanings to different actors (Spagnul, 2010). Usage of the term has been inflationary in recent years, going so far as to become a universal word. The word as such is an old one, but its meaning and usage have changed fundamentally over time (Faist, 2010). Now going far beyond the Jewish or Armenian diaspora, the "new" concept of diaspora emerged in literature as early as the 1970s as trading diasporas (Brubaker, 2005), and in the 1980s in an analysis of the social and political engagement of migrant alliances (Baraulina & Borchers, 2008). Since then, use has increased dramatically, not only in academic circles. Undoubtedly, the concept is a contested one.[8]

In general, diaspora "always refers to a community or group" (Faist, 2010: 13). According to Plaza and Ratha (2011: 3), diaspora can be very generally defined "as people who

---

7 We use the term diaspora engagement because it is widespread and frequently used in the policy and scientific context. However, the term refers rather to passivity than to activity and does not take the required ownership and partnership needed for a fruitful cooperation between governmental or non-governmental development and diaspora organisations into account.

8 As there is no room for detailed discussion see Faist (2010) for an extensive analysis of the term diaspora; for a more critical view, see Brubaker (2005).

have migrated, and their descendants, who maintain a connection to their homeland". A more extensive definition comes from Van Hear et al. (2004: 3), tying more strongly into a transnational perspective, as well as to relationships within diasporas:

> [...] *populations of migrant origin who are scattered among two or more destinations, between which there develop multifarious links involving flows and exchanges of people and resources: between the homeland and destination countries, and among destination countries* .

Both definitions explicitly entail the notion that persons who have not migrated themselves can also belong to a diaspora. Furthermore, the plural form expresses the diversity and the plurality of diasporas, which means that there are individual interests and experiences among and within diasporas (Spagnul, 2010), instead of thinking of it as homogeneous groups. As a result, migrants coming from the same country of origin can live in such different realities that they have almost nothing in common with each other. Different realities can be determined by social status, political or religious beliefs, and the status and conditions in the country of destination (Baraulina & Borchers, 2008).

Stressing the different meanings and uses of the term diaspora, Brubaker (2005: 5) identified "three core elements that remain widely understood to be constitutive of diaspora." The first one is any kind of dispersion in space. The second criterion is the orientation to a so-called homeland. The third constitutive element is boundary-maintenance, which means that diasporas are held together through solidarity and social relationships beyond nation states (Brubaker, 2005).

Diaspora organisation

In general, we follow the view of de Haas (2006: 7) that "although there is an analytical distinction between diaspora and migrant organisation, in practice the terms are often used interchangeably in different national contexts."[9] As this study examines different national contexts and different stakeholders, we use both terms interchangeably.

Additionally, due to the fact that informal alliances as well as established organisations are active in development cooperation, both are sub-summarized under the term "diaspora organisation" without referring to their legal status.

2.2. Scope and innovativeness of the study

Although the literature on migration and development is vast, it proves difficult to identify best or good practice with regard to diaspora engagement. Initiatives in this field are not yet prominent throughout Europe (de Haas, 2006). A couple of questions – particularly related to existing practices of diaspora engagement – still remain unaddressed (Sinatti, 2010) and the quality of information regarding the influence of diaspora engagement is rather poor (Newland and Patrick, 2004).

---

9   "A migrant organisation is any kind of organisation consisting mainly of migrants and their descendants, irrespective of the specific activities of such organisations" (de Haas, 2006: 7).

As it proves difficult to identify best or good practice with regard to diaspora engagement, this study aims to learn from successful and pioneering programmes and projects. It claims innovativeness for two reasons. First, it attempts to identify good practice in the field of diaspora engagement and to give recommendations for the development of new initiatives and for the re-adaptation of existing ones. These recommendations could serve as a stimulus for policy makers, politicians and practitioners. Studying good performers and examples may be valuable for learning purposes, and will contribute to informed policy advice in order to mainstream diaspora engagement in policymakingpolicymaking as well as on a cooperation level. Second, the study was conducted by the Vienna Institute for International Dialogue and Cooperation (VIDC), a non-governmental organisation working in the field of development education that cooperates regularly with diaspora organisations. This is new because most of the studies on diaspora engagement have been conducted by international organisations such as the IOM and others.[10]

2.3. Methodology

With regard to methodology, an extensive literature review, online research, and an analysis of existing migration and development initiatives going beyond individual remittances were undertaken in the beginning. The available evaluations were used to identify the effectiveness as well as the awareness of possible problems in the field of diaspora engagement. Subsequently, organisations where evaluations could be expected were contacted – with and without success.

This led to a preselection of programmes and projects and the identification of experts working in the field on both theoretical and practical levels, including academics, members of civil society (which includes individual diaspora members), as well as representatives of development agencies and international organisations. In total, six semi-structured interviews with nine experts were conducted by telephone or email and five informal discussions were held with resource persons. The interview guidelines were comprised of three sections. The first one related to a general discourse on migration and development at the policy and cooperation levels, including the status quo and trends as well as obstacles and potentials. Furthermore, the preselected examples were discussed, and specific questions relating to the preselected programmes and projects were posed in accordance with the expertise of the interviewee. Interviewing these experts helped attain a better understanding of the complexity of migration and development issues and to recognise the different perspectives of the various stakeholders.

Subsequently, the collected data was analysed according to prepared guidelines, applying the method of Christiane Schmidt (2010). The analysis of guideline-based interviews is a type of content analysis wherein categories are built upon the examination of the collected material and, as a consequence, a guideline to analyse the interviews is developed. Afterwards, the material is assigned a code or "category of interest". This allows for the identification of relevant information in regard to the research question.

10 However, the European Guide to Practices, conducted by the European Network on Migrations and Development (EUNOMAD) is one of the exceptions and should be mentioned here. In 2010, the network gathers 99 Civil Society Organisations (CSOs) whose work relates to the migration – development nexus. The guide describes the initiatives and experiences of EUNOMAD members over a two-year period in different European countries such as Belgium, France, United Kingdom, Germany, Spain, Italy, Portugal, Poland and Czech Republic (EUNOMAD, 2010).

2.3.1. Selection criteria

Based on an extensive review of printed and online literature, interviews with experts and the experiences of VIDC partners, the good practice examples presented in this study were selected according to the following criteria:

- Positive views of migration;
- Migrants as key players and/or main beneficiaries;
- Quality of cooperation;
- Collective activities;
- Accessibility and availability of information.

The positive view of migration, in terms of acknowledging and promoting the development potential of migrants, is an important selection criterion. It automatically excludes programmes and projects aimed at the permanent return of migrants (unless voluntarily initiated by the migrants themselves) or at migration control. As already stated (see chapter 1), restrictive migration policies do not easily mesh with broader development goals. "Most initiatives take place in the receiving countries in the North and seem to be mostly dominated by the political will to control and restrict migration and to protect their borders" (Schmelz, 2009). Such initiatives are very one-sided and focus solely on Northern interests. Furthermore, there is evidence that initiatives connected to permanent return have a low likelihood of success (de Haas, 2006).

Another important criterion for selecting examples is that migrants must be key players and/or the main beneficiaries of the project or programme. This should be a crucial precondition for the development of projects and programmes in the field of migration and development. Migrants need to feel ownership and be able to introduce their own perceptions, as they often have different points of view on development and development cooperation than governmental and non-governmental development organisations, donors, authorities and other actors. As a result, the quality of cooperation between these actors is critical. Migrant organisations should be seen, treated and feel like equal partners, and should not be appropriated by other stakeholders in order to run migration and development programmes (Interview 1 & 5).

Although various individual initiatives in the migration and development field can be found, this study focuses on collective activities implemented by established organisations with legal status. These activities are more likely to resolve structural constraints than scattered individual efforts (de Haas, 2006). It is important to note here that we highly appreciate the efforts made by individuals and loosely formed associations but it simply exceeded our capacity to examine them, especially as most of them do not document their achievements well.

That said, even among the more established organisations, some do not document well and information can be fragmented. Thus, the accessibility and availability of information was another criterion. For example, some practices seemed to be quite interesting and innovative but had to be excluded due to a lack of information and documentation. The availability of literature, reports, evaluations and the existence of a website were a decisive aspect of the selection process. Moreover, this is also a precondition for exchanging and sharing information and for possible cooperation with other actors. However, if the information was fragmented, inaccurate or simply lacking, we supplemented it with the knowledge and experience of experts and partners.

2.3.2. Limitations of the study

Due to a lack of comparative studies, country studies and evaluations, best or good practice in the field of migration and development is difficult to identify. The literature is vast and tackles different issues. The studies undertaken on migration and development have different parameters that make a comparison of the various approaches and models difficult. A possible solution would be the elaboration of selection criteria and indicators by an expert team based on the lessons learned from existing studies. However, this is a mid- or long-term process and thus not feasible within the capacity and timeframe of this study.[11] Since sustainability is an important criterion for best practice, impact studies of existing projects and models – after some years of implementation – also need to be undertaken. This is an important task for the future.

Because of the lack of comparative studies, empirical research was undertaken, which, however, is not a replacement for impact studies, long-term studies or evaluations. Especially in the field of migration and development initiatives, there is a lack of "evaluation culture" (Chappell & Laczko, 2011).

Furthermore, as noted in the preceding chapter, the study did not consider the various independent efforts of individual migrants because of the lack of information, access and capacity. The migration and development debate is largely dominated by northern governments and international organisations (Castles & Delgado Wise, 2008), which is reflected in the numerous studies conducted by international organisations. The authors of this study are fully aware of this bias. However, the leverage of the study was increased by diversifying the sources of information, by interviewing experts and by consulting partners.

Lastly, it should be noted that the selection of good practices is exemplary and thus not exhaustive, and we acknowledge that many more may exist in the European context. Our intention was not to present a comprehensive list of all initiatives implemented by international and intergovernmental organisations but rather to carefully review initiatives that have a greater impact and are visible and well documented.

---

11   The first phase of the research project, in which the conceptualization, the literature review and the empirical part was undertaken, lasted five months, whereas data analysis was carried out within two months.

3. Results

3.1. European Good Practice Examples

The following table presents the nine selected and analysed good practice examples of migration and development initiatives aiming to boost diaspora engagement.

Programme/ Project/Initiative	Implementing Organisation(s)	Level	Type of practice	Countries involved
JMDI	UNDP, UNHCR, UNFPA, ILO, IOM	international organisation	funding of migration and development initiatives	EU-member states and 16 target countries in the South
WMIDA	IOM	international organisation	diaspora entrepreneurship	Italy, sub-Saharan African countries
TOKTEN	UNDP, UNV	international organisation	transfer of knowledge	global coverage (countries depend on certain pro-grammes)
Programme to Promote the Development Activities of Migrant Organisations	CIM	governmental organisation	funding of migrant organisation initiatives	Germany and countries of origin of migrants in Germany
Capacity Building Programme	Oxfam Novib	NGO/ governmental organisation	capacity building	Netherlands
IntEnt	IntEnt	NGO	diaspora entrepreneurship	Surinam, Morocco, Turkey, Ghana, Cape Verde, Af-ghanistan, Ethiopia, Kosovo, Bosnia and Herzegovina, Sierra Leone, Curaçao, France, UK, Germany and the Netherlands
Move Global	BER	NGO	capacity building	Germany
Ke Nako Afrika	VIDC, AVP, ADA	NGO, govern-mental organi-sation, diaspora organisation	awareness raising	Austria
Migration et Développement	Migration et Développement	diaspora organisation	hometown association	France, Morocco

The table shows the name of the programme or project and the implementing organisations – be they international, governmental, non-governmental or a migrant-led organisation (non-governmental by nature). In addition, six different practices are distinguished. Lastly, all countries involved in each programme are listed.

3.1.1. EC-UN Joint Migration and Development Initiative

Implementing organisations: UNDP, UNHCR, UNFPA, ILO, IOM
Level: International organisation
Type of practice: Funding of migration and development initiatives
Countries involved: EU Member States and 16 target countries in the South
Duration of the programme: 2008 – 2011

The European Commission-United Nations Joint Migration and Development Initiative (JMDI) is an inter-agency collaboration aiming to support the efforts of small-scale organisations in the migration and development nexus. The programme was funded by the European Union (EU) and implemented by the United Nations Development Programme (UNDP) Brussels Office. The United Nations High Commissioner for Refugees (UNHCR), the United Nations Populations Fund (UNFPA), the International Labour Organisation (ILO) and the International Organisation for Migration (IOM) were also engaged as partners.

The objectives of the four-year programme, with a budget of 15 million EUR, were (JMDI, 2011):

■ Creating and strengthening networks of actors in the field of migration and development;
■ Identifying and sharing information on good practices;
■ Preparing this knowledge for policymaking.

A call for proposals was launched to financially support projects in four thematic areas with a total amount of 10 million EUR. These included migrant rights, migrant communities, migrant remittances and migrant capacities. A wide range of actors could submit proposals – not only diaspora organisations – including civil society organisations, the private sector, local authorities, universities, research institutes, trade unions, employer associations and micro-finance institutions. A prerequisite for funding was a partnership between an actor from a EU member state and an actor from one of the sixteen target countries (Algeria, Cape Verde, Ecuador, Egypt, Ethiopia, Georgia, Ghana, Jamaica, Mali, Moldova, Morocco, Nigeria, Philippines, Senegal, Sri Lanka and Tunisia) (JMDI, 2011). Altogether, 51 projects were selected for funding. They all began in autumn of 2009 and lasted up to 22 months. The average budget for each project was 180,000 EUR (M4D, 2011).

In addition to funding, the JMDI also tries to close the gap between policy makers and practitioners in the field of migration and development by providing the online platform Migration4Development Network[12] for individuals and organisations to communicate, exchange their experiences and share best practices. Today it has 2,000 members worldwide and 5,000 visitors each month (JMDI, 2011). In addition to a project database, where short reports of all JMDI funded projects could be found, the website offers an online library, job openings, news and events dealing with migration

---

12 Migration4Development Network: http://www.migration4development.org/ (accessed 17/11/2011). The website is maintained after the completion of the programme in 2011.

and development. An e-learning course on "Running your M&D project successfully",[13] developed together with the International Centre for Migration Policy Development (ICMPD), can be attended as well.

Additionally, the JMDI organised a three-day "Migration for Development Knowledge Fair" in late 2008 in Brussels. In addition to workshops, presentations and panel discussions, practitioners also presented examples of projects that make migration work for development. About 450 individuals were brought together from various civil society organisations, including diaspora organisations and policymakers (JMDI, 2011). In 2009, the event was transformed into a virtual fair, an online exhibition entailing information on more than 70 migration and development projects initiated by civil society players. An additional feature of the online fair is the M4D TV where several expert interviews can be found (M4D, 2011).

Taking all of the various activities into account, the initiative is very comprehensive in its approach. It tackles the issue of migration and development from various points of view, such as funding, capacity building, exchange of knowledge and experience and awareness raising. However, it seems that the call for proposals was not met by the potentials and capabilities of the diaspora organisations. This is due to the fact that the application requirements were similar to other EC proposals (Interview 4). Therefore, the JMDI was tailored to already existing structures, which is reflected by the number of approved projects from France, the Netherlands, the United Kingdom and Italy (Interview 3). Important to mention here is that the initiative was funded entirely by the European Commission and does reflect the awareness of the international community regarding the issue of migration and development. However, the JMDI is simultaneously embedded in a context that is actually undermined by the migration policies of the European Union (Interview 1). This is a perpetual contradiction and fails to tackle the issue of migration and development in a comprehensive way and in a favourable policy context. The existing restrictive and selective migration policies in the European Union are not able to create a positive framework (see chapter 1).

⚘ *Relevance & innovativeness*
Important international stakeholders worked together and developed a joint strategy in the field of migration and development that suggests and promotes global awareness of the potentials of migration and development. Furthermore, the ideas regarding the e-learning course and the M4D TV are very innovative and encourage interactive engagement.

⚘ *Participation of migrants and/or beneficiaries*
Although the JMDI provides an e-learning course on "How to run successful migration and development projects", the requirements for funding did not meet the characteristics of diaspora organisations. The administrative requirements were very high. Thus, many diaspora organisations were unable to apply or had to search for partners with the appropriate skills, which could potentially go hand-in-hand with a loss of leadership (VIDC, 2011; Interview 5). However, a migrant advisory board, composed of six experts with academic or practical experience in the field of migration and development, was set up to share their networks and knowledge and to advise on the strategy of the JMDI.

---

13   E-learning course: http://www.migration4development.org/elearning/ (accessed 17/11/2011).

⚲ *Sustainability & impact*

Looking at the funded projects, there is a lack of sustainability because it is not clear when and if a next call for proposals will take place and there is no secure follow-up funding for already implemented projects (Interview 5). Sustainability is ensured for the Migration4Development Network as long as the website is updated and continues to function as a platform for exchange. Besides the possible impact of the funded projects on development, which have not been evaluated so far, the Migration4Development Network as an online community enables individuals and organisations alike to share and attain information. The results of the 51 funded projects, and others, can be found on the website, serving as ideas for new projects and lessons learned.

⚲ *Assessment*

In 2011, a handbook was published outlining the lessons learned from implemented projects, as well as the activities of the Migration4Development Network. Nonetheless, it is not an evaluation. The handbook is intended to serve civil society, local authorities, and policy makers to develop projects in the area of migration and development.

3.1.2. IOM's WMIDA

Implementing organisations: IOM Italy
Level: International organisation
Type of practice: Diaspora entrepreneurship
Countries involved: Italy and sub-Saharan African countries
Duration of the programme: 2008 – 2010

The programme "Migration for Development in Africa" (MIDA) was launched in 2001 by the International Organisation of Migration (IOM) in cooperation with the Organisation of African Union (OAU). The programme focuses on the mobilisation of competencies of the African diaspora in Europe and encourages the transfer of skills and resources to countries of origin. The roots of MIDA lie in the IOM's Return of Qualified African Nationals (RQAN) initiative (IOM, 2011).[14]

According to IOM, the overall objective of the MIDA framework is to support African governments in reaching their development goals through the formation and strengthening of sustainable links between migrants and their countries of origin (IOM, 2007). To fortify these links, four channels of transfers have been established: virtual transfer based on new information technologies, temporary visits, investments and permanent return (IOM, 2011).

The country programmes are tailored to the conditions and specific needs of the countries of origin, as well as to the resources of the diaspora.[15] MIDA Italy started in 2002 and had a special focus on entrepreneurship initiated by migrants in Italy, in other words on creating jobs in the countries of origin (Newland & Tanaka, 2010). In the initial or pilot phase, the target countries were Ghana and Ethiopia. This strategy, however, was modified because of the apparently poor relationship migrant communities in Italy

---

14   Between 1983 and 1999 the programme reintegrated 100 African nationals per year (de Haas, 2006).
15   Currently, the following programmes are still running: MIDA Great Lakes Phase V, coordinated by IOM Belgium; and MIDA Ghana Health Phase III, coordinated by IOM Netherlands.

had with the Ethiopian government. Thus, Senegal became a new target country in the second phase of MIDA Italy (VIDC, 2011).

The WMIDA Programme (Migrant Women for Development in Africa) is a follow-up project of MIDA Ghana-Senegal that lasted from 2008 to 2010. It was targeted exclusively at migrant women with a permanent residence in Italy. With WMIDA, IOM recognised the participation of women in the development of their countries of origin and also the fact that women represent nearly half of the foreign population in Italy. Financed by the Italian government, the programme's aim was to empower the migrant women in Italy who were interested in the development of their countries of origin, promoting their efforts as well as mobilising their resources for entrepreneurial activities and the development of small and medium-sized enterprises in their countries of origin (IOM, 2011).

In the preparatory phase, an outreach campaign was launched to inform the relevant stakeholders about the WMIDA strategy. This included meetings and workshops with migrant women in four Italian regions, female migrant organisations, local authorities and other stakeholders. Moreover, research was conducted to identify the networks, interests, resources, financial behaviour and development-orientated initiatives of migrant African women in Italy. Based on the results of this research, the programme was developed and a call for proposals was begun (WMIDA, 2010).

Of the 38 submitted proposals, 12 projects were selected by two expert committees, one in Italy and one in a target country (Benin, Burkina Faso, Cameroon, Cape Verde, Gambia, Ghana, Guinea, Guinea Bissau, Ivory Coast, Liberia, Mali, Nigeria, Senegal, Sierra Leone and Togo). The selected projects were co-funded in amounts of up to 30 percent of their total cost, which led to grants of 3,700 and 20,000 EUR. Furthermore, training courses to promote and learn about business start-ups and administration were also offered (WMIDA, 2010).

To give an example, one project in Burkina Faso aimed at providing women with vocational training on soap-making, as well as creating a small unit for the production and sale of shea butter soap. A migrant woman from Tuscany initiated the project, which was implemented by the Association Samoussi from Burkina Faso in collaboration with two Italian associations. Another example is a social enterprise managed by women from three villages in the central Cavally region of the Ivory Coast. The project was initiated by the female co-founder of the association Wê Ivorians in Italy, promoting the participation of Ivorians in development projects in the Ivory Coast, in collaboration with the Ivorian organisation Adehin de Blao. About one hundred women now cultivate manioc for their own consumption and for sale on the cooperative's fields (WMIDA).

However, a negative aspect of the WMIDA programme is that it has never been evaluated. Thus, neither the sustainability nor the impact of the programme has been analysed. According to experts, the evaluation efforts of IOM's migration and development programmes are rather limited, although an international organisation like IOM should have the capacity and financial means to conduct evaluations (Interviews 1 & 3). Not much is known about the projects in origin countries and even some of the projects in IOM's Southern focal points lack adequate transparency (Interview 3). As a consequence, the impact and sustainability of IOM's projects cannot be measured, which does not encourage the image of IOM as being reliable in the migration and development arena.

Another important aspect of the WMIDA programme is that it is run by IOM, whose main activities are related to migration management (Interview 1). On the country level

(in Europe), IOM offices often cooperate closely with the Ministry of Interior and IOM programmes are aligned with immigration policies. Therefore, the question should be raised whether a positive view of migration – perceiving migration as a solution and not as a problem – can be ensured under these circumstances.

⚥ *Relevance & innovativeness*
Due to the often-underexposed role of women in development and in migration processes, the WMIDA programme emphasises women as agents of development. Migrant women living in Italy are actively involved in the programme and are also beneficiaries. In this sense, WMIDA is innovative, as most migration and development programmes largely ignore the issue of gender.

⚥ *Participation of migrants and/or beneficiaries*
Migrant women were already engaged in the preparatory phase of the programme in Italy. Furthermore, the programme stresses a multi-stakeholder approach, involving not just migrants but trying to engage a broader set of possible actors in Italy as well as in the target countries (for example, local authorities) (VIDC, 2011).

⚥ *Sustainability & impact*
Beyond the WMIDA project, the MIDA Italy programme in general has grown from a single project to two follow-up projects, which could be seen as a trend, starting in 2002 with MIDA Ghana-Ethiopia leading to MIDA Ghana-Senegal and finally to WMIDA (VIDC, 2011). This approach reflects the importance of process orientation. However, the financial situation does not reflect this logic. Due to financial cuts in Italian development cooperation, no follow-up is possible at this stage, as the WMIDA was entirely financed by the Italian government (Interview 4). In addition, since no evaluation was conducted, the sustainability and impact of WMIDA cannot be measured.

⚥ *Assessment*
The WMIDA programme has not been evaluated.

3.1.3. UNDP's TOKTEN

Implementing organisations: UNDP, UNV
Level: International organisation
Type of practice: Transfer of knowledge
Countries involved: Global coverage
Duration of the programme: 1977 – to date

The Transfer of Knowledge Through Expatriate Nationals (TOKTEN) programme could be labelled as one of the first and longest standing programmes dealing with migration and development. It was introduced by the United Nations Development Programme (UNDP) in 1977 as an answer to rising debates and concerns about the emigration of experts from the South to the North and the resulting loss of professionals and specialists (UNV, 2008). Therefore, the aim was to reverse brain drain without linking it to permanent return, a concept that was quite forward thinking for this period (de Haas, 2006).

The idea is to promote the transfer of knowledge, competencies and technologies through short-term consultation stays, with a six-month maximum duration, by experts in their countries of origin. Participants share know-how gained abroad and engage with public and private institutions in a broad area of specialized technical fields (for example, banking, agriculture, engineering, science, economics, policy advice and health) (UNV, 2008).

The first programme was launched in Turkey and has expanded to include 50 other migrant-sending countries (Terrazas, 2010). Until 1997, the programme placed around 5,000 volunteers in diverse countries of origin (Newland & Patrick, 2004). For example, 400 Palestinian expatriate experts did advisory and planning services for various Palestinian Authority ministries, NGOs and the private sector. Another TOKTEN programme was established in Bosnia-Herzegovina, in 2003, in collaboration with IOM to provide consultation visits by expatriates for NGOs, for which there was a huge demand at that time. A TOKTEN-UNESCO collaboration brought professors of Malian origin from North America, Europe and other African countries back to Mali – the idea being to fill the urgent need for teachers and researchers at the University of Mali (de Haas, 2006). Another successful initiative was the TOKTEN programme launched in Afghanistan where, between 2002 and 2006, 38 volunteers contributed to nationwide capacity-building efforts (UNV, 2008). It is not known how many TOKTEN programmes are currently running, but it seems that the programmes were more popular in the 1990s, with 25 programmes running simultaneously (TOKTEN, 2000).

Since 1994, TOKTEN has been under the umbrella of the United Nations Volunteers (UNV) programme, but is still administered by the UNDP offices in participating countries (countries of origin), as well as by the corresponding governments. Also, third-party donors and the private sector can be engaged. As a consequence, national programmes differ from each other in their organisation and thus in their outcome. Because there is no centralised information regarding all past and current TOKTEN programmes, this section focuses on TOKTEN in general, providing an example of migrant volunteer projects.

According to Terrazas (2010), the basic structure and common standard features of the national programmes are as follows:

■ *Creating a database of possible volunteers*
Through certain networks, professional migrants are invited to submit their curricula vitae to an online database. A considerable outreach is a prerequisite to establishing a database of potential volunteers.

■ *Requirements for participation*
Participants must be born in the target country and reside permanently and legally in a foreign country. Moreover, they should be 25 years of age or older and have at least a bachelor's degree, as well as five years of work experience. Furthermore, they need documentation of their expertise and a high interest in the development of their country of origin.

■ *Selection of volunteers*
In general, the agency requesting the expert submits a requirement description to the management of TOKTEN. The project requesting a TOKTEN volunteer then needs to be approved by a committee, after which the requesting institution is either granted access to the database of experts or TOKTEN management provides the names of several volunteers fitting the project profile.

■ *Remuneration of volunteers and reporting*

During the period of consultation, TOKTEN covers all travel and lodging expenses and provides volunteers with a stipend. In accordance with TOKTEN guidelines, the stipends must be lower than the remuneration level for comparable international experts. The remuneration level, however, is a complex concern. Inadequate stipends could hinder recruitment, while exaggerated stipends undermine the TOKTEN ideology. Once the advisory function is completed, both the volunteer and the hosting institution draft a report on the experience that is submitted for evaluation purposes.

Due to a lack of information, especially on specific outcomes, it is not clear if the programme has contributed to the creation of lasting exchange structures between countries of origin and destination (ILO, 2009).

⚘ *Relevance & innovativeness*

The TOKTEN programme was one of the first programmes to deal with migration and development and is still in existence. Thus, it relies on over 30 years of experience. It tackles the problem of brain drain and converts it into brain gain without linking it to permanent return. This was a new approach in the 1970s and is still relevant today. As the migration policies of Europe mainly target the immigration of highly skilled workers to fill labour shortages, the issue remains relevant to this day.

⚘ *Participation of migrants and/or beneficiaries*

The individual programmes are developed in cooperation with institutions in the South and migrants are also actively involved. Participating migrants benefit from the programme in the form of a stipend (although lower than that of the private market) as well as by knowledge sharing, cultural exchange, and by building ties with their country of origin. However, there are some problems in recruiting experts and in finding individuals willing to join the programme from destination countries (Interview 1).

⚘ *Sustainability & impact*

The programme is financially effective. The consultation provided by TOKTEN volunteers is cheaper than hiring international experts from the private sector. In general, the programmes are designed to supplement local expertise and thereby enhance national capacity, which is intended to result in positive national development, if long-term structures can be established. Moreover, the programme draws upon the intercultural and linguistic competencies of volunteers to successfully transfer knowledge and skills to the country of origin. However, due to the diversity of national programmes and the demand-driven character of the programme in general, outcomes differ significantly.

⚘ *Assessment*

In general, individual TOKTEN programmes are evaluated on the basis of reports of the volunteers and participating institutions. Nonetheless, the available relevant information on specific TOKTEN programmes and their effects is rather poor. There is no centralised collection of documents or comprehensive information, as could legitimately be expected of an international organisation with long-standing experience in the field.

3.1.4. CIM's Programme to Promote the Development Activities of Migrant Organisations

Implementing organisations: The Centre for International Migration and Development (CIM)
Level: Governmental organisation
Type of practice: Funding of migrant organisation initiatives
Countries involved: Germany and countries of origin of migrants in Germany
Duration of the programme: operated by GIZ's "Migration and Development" sector programme from 2007 – 2010 and by CIM since 2011

The Centre for International Migration and Development (CIM) is the human resources placement organisation of the German Development Cooperation. It places managers and technical experts in Asia, Africa, Latin America and Eastern and South Eastern Europe, supporting them with services and subsidies to bolster their local salaries. CIM is jointly operated by two partners: the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ) and the German Federal Employment Agency (BA).

CIM's programmes for Integrated Experts and Returning Experts have been running since 1980. Through its Integrated Experts Programme, CIM places German and European experts in temporary assignments with employers in German Development Cooperation partner countries. The Returning Experts Programme supports non-European experts who, following training, studies or employment in Germany, wish to use their knowledge and experience to advance the development of their country of origin.

In recent years, CIM designed a range of tailor-made solutions for the various stages of migration, in order to maximise the potential of migrants for development. In the recently established Migration for Development Programme, several components cover the various needs of migrants willing to apply their know-how to development in their countries of origin. It is aimed at individuals wishing to return and work in positions promoting the development of their countries of origin, those interested in returning to start their own business and migrants residing in Germany and supporting the development of their countries of origin from abroad.

This is the context within which the Programme to Promote the Development Activities of Migrant Organisations (PMO) operates and co-finances the development activities of German migrant organisations in their countries of origin. It was originally developed and tested as a pilot project by the GIZ's "Migration and Development" sector programme. Since 2011, it has been steadily improved and is regularly run by CIM.

Apart from the programme's key aim – to support sustainable development projects abroad – another important factor of PMO is the enhancement of the visibility of migrant organisation activities in Germany and in their countries of origin.

The GIZ started PMO in 2006 by analysing different diaspora communities in Germany. Prior to that, there was no contact between migrant organisations and the German Development Cooperation. They commissioned studies on selected diasporas, investigating their migration history, social structure, conditions, organisations and development activities,

as well as possible interests in cooperation.[16] Conferences were then organised and the development-oriented migrant organisations identified through the research were invited. Furthermore, the programme was advertised through certain institutions cooperating with migrant organisations. As a result of this process, the pilot programme was established in 2007 with a three-year budget of 650,000 EUR (Interview 2).

In the pilot phase, implementation of the joint projects of 29 migrant organisations was supported with technical advice and financial grants.[17] As there was no call for proposals, migrant organisations that knew about and were interested in the programme could submit their project proposals (Interview 2). The countries of implementation included Afghanistan, Guinea, Morocco, Serbia, Vietnam, Nigeria, Somalia and Turkey.

For instance, in Afghanistan, an Afghan migrant organisation founded in Baden Württemberg, the Afghan-Bedmoschk-Solar-Center, equipped 12 rural households with electricity in the form of solar and wind plants in cooperation with the GIZ sector programme. Furthermore, they arranged training for two local inhabitants to maintain and repair the installations (GIZ, 2011b). In the wake of the success achieved by this project, Bedmoschk now runs a similar project funded by PMO in another village.

In 2011, CIM-PMO supported 14 migrant organisations in a range of countries such as Afghanistan, Benin, Cameroon, Ethiopia and Rwanda. The fields of activity were agriculture, education, health, renewable energy and the environment. Clean-Afrika, one of the migrant organisations, administers a project for young people in Ghana focusing on environmental awareness, waste management and recycling. Their local partner organisation Clean-Ghana, also founded by CIM Returning Experts, organises awareness campaigns in schools and initiates environment clubs.

Friends of Rwanda runs a skills centre for small and medium enterprises (SMEs) in Rubavu, Western Rwanda. The centre offers administration and management training and helps those wishing to organise themselves as cooperatives or associations. The project focuses especially on the role of women as small entrepreneurs and on the region's youth – who are particularly exposed to the dangers of the political conflicts with the neighbouring Democratic Republic of Congo.

Under the PMO, officially registered non-profit organisations in Germany with a majority of members and/or representatives from migrant families may submit proposals for development projects. Some of the criteria for submitted projects are: a) non-profit, b) located in a developing, emerging or transition country[18] and c) contributing to the achievement of the MDGs. Another important criterion is the existence of a strong local partner organisation, registered in the country of origin and with the capacity to plan, implement and secure sustainability. PMO provides financial subsidies of up to 50% of the overall project budget, up to a maximum of 50,000 EUR. The migrant organisation's contribution must be at least 50% of the overall project volume, 10% of which must be financial and up to 40% of which may take the form of work input, equipment and

---

16 Studies on Ghanaian, Ethiopian, Cameroonian, Philippine, Armenian, Senegalese, Moroccan, Vietnamese, Egyptian, Afghan and Serbian diaspora communities in Germany can be found on the website of the sector programme: http://www.gtz.de/en/themen/wirtschaft-beschaeftigung/23881. htm (accessed 18/11/2011).

17 Short descriptions of pilot projects are available on the sector programme's website: http://www.gtz.de/en/themen/wirtschaft-beschaeftigung/28697.htm (accessed 18/11/2011).

18 PMO supports projects from key countries of the German Development Cooperation. A list of all these countries is available on the website of the German Ministry of Development and Cooperation (BMZ): http://www.bmz.de/en/what_we_do/countries_regions/index.html (accessed 23/02/2011).

supplies. The 40% may also include third party funds. Together with CIM advisors in 20 countries and the GIZ offices abroad, PMO provides continual assistance, guidance and training to the migrant organisations throughout the process of drafting project proposals, the implementation of sustainable projects and the evaluation process.

In general, it is highly commendable that a governmental development agency established a programme to actively support diaspora engagement, putting the positive effects and potentials of migration at the forefront. Furthermore, the considerable efforts to promote diaspora engagement demonstrate the willingness to work with migrant organisations as partners. Additionally, the programme's aim to develop cooperation structures between German development institutions and migrant organisations shows a long-term commitment. Nevertheless, experts have questioned the relevance of the programme since it is embedded in just a tiny sector of the German Development Cooperation. There has been no spillover effect into regular development cooperation policies and programmes so far (Interview 1). Therefore, in the future it will be interesting to observe if the overall experiences and know-how of the programme will influence policy and contribute to added coherence between migration and development programmes, a goal of the sector programme, or if the programme simply fulfils a legitimatizing function.

⚱ *Relevance & innovativeness*
CIM helps to compensate for the lack of funding opportunities for migrant organisations. Through PMO, governmental organisations address the needs of migrant organisations by supporting their efforts. The intercultural and local competencies of development orientated migrant organisations and their knowledge of local needs enable innovative and sustainable projects to emerge, benefiting both the countries concerned and German Development Cooperation as a whole.

⚱ *Participation of migrants and/or beneficiaries*
GIZ is aware of the capacities, conditions and potential of these organisations, as well as of the importance of ownership. Its studies and research on diasporas in Germany paved the way for the sector programme – and especially for the support of migrant organisations in the PMO.

⚱ *Sustainability & impact*
The successful pilot phase led to the establishment of the diaspora engagement programme first as a part of the sector programme "Migration and Development" and since 2011 as a separate programme integrated in CIM. However, experts have not yet observed any spillover effects into regular development cooperation policies and programmes. Additionally, since the programme's integration into CIM, PMO is strongly linked to the other CIM programmes (e.g. Returning Experts Programme). As diaspora engagement should not be linked in any way to permanent return programmes, this new development of PMO is very critical.

⚱ *Assessment*
External experts carried out a randomised evaluation of the pilot phase of the diaspora engagement programme (Interview 2). The results of the migrant organisations' pilot phase projects can be viewed on the GIZ website.

3.1.5. Oxfam Novib's Capacity Building Programme for Diaspora Organisations

Implementing organisations: Oxfam Novib
Level: Non-governmental/governmental organisation
Type of practice: Capacity building
Countries involved: Netherlands
Duration of the programme: 2004 – 2008

The Capacity Building Programme for Diaspora Organisations (CBP) is primarily carried out through the front office of Oxfam Novib, a Dutch development organisation founded in 1956 as Novib.[19] In accordance with the special structure of the Dutch system, the context in which the CBP took place is also worth looking at in terms of facilitating the participation of migrants in development cooperation.

Oxfam Novib is one of a small number of Co-financing Agencies (CFAs) of the Dutch development cooperation.[20] Each year, Oxfam Novib receives a subsidy from the Ministry of Foreign Affairs. In 2009, the amount was 126 million EUR and represented 65 percent of their total budget (ON, 2009). Consequently, the activities of the CFAs must adhere to the broad strategy of the Dutch development cooperation. However, according to de Haas (2006), they have considerable autonomy in the development of their own more or less independent programmes.

In 2003, on the initiative of the Directorate General for International Cooperation (DGIS), the CFAs and the National Committee for International Cooperation and Sustainable Development (NCDO), a government-funded but independent development organisation, established front offices to consolidate their activities in support of small-scale development projects of organisations or individuals situated in the Netherlands. These front offices were embedded into Low-Threshold Initiatives and Knowledge Centres for International Cooperation (Linkis), a network of organisations and an online platform to facilitate the engagement of civil society actors in development cooperation.[21]

Beside its overall objectives of enhancing small-scale actors in development cooperation, Oxfam Novib's front office has a special interest in diaspora organisations that can be traced back to the 1990s and the general Oxfam Novib strategy.[22] Its more specific aim is that at least 30 percent of all approved projects be realised by migrants. To meet this target, Oxfam Novib developed the Capacity Building Programme in order to meet the specific needs of diaspora organisations, as they recognised a lack in proposal development and programming caused by the often voluntary and fragmented nature of many organisations. Each year, 300,000 EUR were made available (De Bruyn & Huyse, 2008).

---

19 Novib joined Oxfam International in 1994, which led to the name change to Oxfam Novib in 2006.

20 Other prominent co-financing agencies are the Catholic Organisation for Relief and Development Aid (Cordaid), the Interchurch Organisation for Development Cooperation (ICCO), Plan Nederland and the Humanistisch Instituut voor Ontwikkelingssamenwerking (Humanistic Institute for Development Cooperation) (HIVOS).

21 Please see www.linkis.nl (accessed 10/09/2011).

22 Since the late 1990s, Oxfam Novib has been active in the field of migration and development and has started working with diaspora organisations. In 2002, Oxfam Novib had already implemented migration and development policies in light of inter-national debates targeting development projects of diaspora organisations, including specific budgets for migrant actors (De Bruyn & Huyse, 2008).

The three main activities of the CBP were training courses, meetings between experts and international linking and learning days, which contributed to three goals:

- Capacity and skill development to enable diaspora organisations to scale up their projects;
- Alliance building;
- Empowerment of migrants.

Actually, the CBP started in 2004, embedded in the Linkis initiative, but the very first training activity took place in 2002 as a peace-building training that resulted in a peace conference in 2003. Another consequence was the creation of the Multicultural Women and Peacemakers-Netherlands (MWPN) network.

Between 2004 and 2008, 11 further training courses took place on topics such as proposal development, project cycle management, fundraising, strategic planning, financial literacy, microfinances and managing international partnerships. The courses were carried out in cooperation with an established training and consulting agency from the Netherlands. Altogether, 111 members from 52 different diaspora organisations were reached. According to some organisations, the selection methods for the training courses lacked transparency. For many organisations involved in the CBP, the courses contributed to the acquisition of skills that resulted in a higher rate of submitted and approved applications and up-scaled projects. Nonetheless, some project proposals still lack quality and fail to meet the funding requirements of institutions other than Linkis Oxfam Novib (De Bruyn & Huyse, 2008).

Regarding the alliance building objectives, a few organisations, platforms and umbrella organisations did emerge. The previously mentioned MWPN network and the Migrant Women Initiatives in the Netherlands for Development (MIND) were founded. Furthermore, four regionally-based platforms were also established: the Sudanese Civil Society Forum (SCSF), the Somalia NGOs for Development (SOMNGO), the Congo Netwerk and the Ethiopisch/Nederlands Netwerk voor Ontwikkelingssamenwerking (ENNOS). Lastly, an umbrella organisation for diaspora organisations was set up in 2007 following a meeting of experts with the leaders of 21 diaspora organisations organised by Oxfam Novib in cooperation with ADPC (De Bruyn & Huyse, 2008). The established Diaspora Forum for Development (DFD) functions as an organisation to coordinate diaspora organisations from the Netherlands active in the field of migration and development. Today, 40 organisations, platforms and networks belong to the DFD, representing more than 30 countries from the South. During the summer of 2011, they organised a European Diaspora Conference on "Connecting Diaspora for Home Engagement" (DFD, 2011).

Oxfam Novib organised several meetings of experts in the Netherlands. In addition, and in cooperation with the International Network of Alternative Financial Institutions (INAFI), Oxfam Novib organised a conference in Zacatecas. This Mexican region faces high outmigration rates to the United States, where migrants have established so-called Hometown Associations (HTA). Through collective remittances, they finance community development projects in their regions and towns of origin and have thereby gained much valuable experience.[23] Dutch diaspora organisations were invited to the conference to

---

23 HTAs are, in general, small philanthropic organisations that raise money to support small-scale local development projects in their places of origin. HTAs also fulfill other functions such as social exchange and political influence (Orozco & Lapointe, 2004). For further information regarding the emergence and activities of Mexican HTAs see Orozco & Garcia-Zanello (2009) or Orozco & Lapointe (2004).

exchange their experiences, and travel costs were covered. In addition, follow-up conferences were organised in the Philippines in 2006 and in Benin in 2007, with diaspora organisations from the Netherlands participating as well (De Bruyn & Huyse, 2008).

In 2008, the CBP was evaluated. In general, the activities contributed to realising the three main objectives as outlined earlier. However, the context in which the programme evolved was very favourable in regard to the existing interests of the Dutch development sector (governmental and non-governmental) in promoting "non-traditional" development actors. Furthermore, the migrant background and extensive knowledge of the programme officer who developed and implemented the CBP was an additional asset. This set of conditions was very unique in Europe. Nevertheless, one of the results of the evaluation was that the quality of the courses should be improved by adapting the courses to the specific ramifications of participating organisations.

⚘ *Relevance & innovativeness*
Oxfam Novib was the first organisation in the Netherlands to target diaspora organisations and start capacity building activities tailored to the needs of migrants. Owing to the often informal and voluntary character of diaspora organisations, they sometimes lack certain skills, which often excludes them from cooperating with "traditional", well-established development actors.

⚘ *Participation of migrants and/or beneficiaries*
Migrants are the main beneficiaries of the programme. The target group consisted of diaspora organisations that successfully applied for funding from the Linkis initiative. At least 30 percent of all approved projects funded through Linkis between 2004 and 2008 were implemented by diaspora organisations. Furthermore, training courses within the CBP were developed according to the needs and interests of particular diaspora organisations. Moreover, the CBP contributed to the mainstreaming of diaspora efforts within Oxfam Novib, which has evolved from a specific budgeting and treatment of project applications from diaspora organisations to a more equal approach, comparing applications from non-migrant actors in 2006 (De Bruyn & Huyse, 2008).

⚘ *Sustainability & impact*
Diaspora organisations have acquired skills that empower them to initiate further activities. Within three years, the number of approved projects of diaspora organisations rose from 140 to 230 – and some organisations also expanded their activities and implemented large-scale projects with budgets of 50,000 EUR or more (for example, Stichting DIR, Doses of Hope and HIRDA) (De Bruyn & Huyse, 2008). Moreover, a few alliances between diaspora organisations were established, some of which are still very active (for example, DFD).

⚘ *Assessment*
An evaluation of the CBP took place in 2008. The activities contributed to the achievement of the three main objectives and the high quality of training courses was also highlighted. The CBP was created in a very unique and favourable environment, as the Netherlands in general is a pioneer in the field of migration and development. Because of this, diaspora organisations were able to put their priorities on the agenda.

3.1.6. IntEnt

Implementing organisations: IntEnt
Level: Non-governmental organisation
Type of practice: Diaspora entrepreneurship
Countries involved: Surinam, Morocco, Turkey, Ghana, Cape Verde, Afghanistan, Ethiopia, Kosovo, Bosnia and Herzegovina, Sierra Leone, Curaçao, France, UK, Germany and the Netherlands
Duration of the programme: 1996 – to date

The Dutch NGO IntEnt was founded in 1996 to facilitate the establishment of businesses by entrepreneurial migrants in their countries of origin in order to boost private sector development. The establishment of IntEnt was in response to a growing number of interested individuals and organisations that were not coordinated and lacked funding, information services and facilities. In the beginning, the programme was funded exclusively by the Dutch government (de Haas, 2006). This changed over time. In the year 2009, for instance, IntEnt received funding mainly from HIVOS, a Dutch co-financing agency, and the European Union. Altogether, about 2.8 million EUR were available in 2009 (IntEnt, 2009).

Up until the year 2000, business development services were provided to migrants situated in the Netherlands for entrepreneurship in Ghana, Surinam, Morocco and Turkey (de Haas, 2006). After 2000, the programme expanded the number of countries involved. Since 2009, IntEnt also accepts participants from outside the Netherlands and, because of the sizeable interest from other EU-member countries, IntEnt-type organisations have been established in France, the United Kingdom and Germany. Moreover, target and programme countries in the South now encompass Afghanistan, Ethiopia, Kosovo, Bosnia and Herzegovina, Cape Verde, Sierra Leone and Curaçao (IntEnt, 2009).

By 2009, more than 1,500 potential entrepreneurs had requested information from IntEnt. Of the subsequent 700 acceptance interviews, 250 clients eventually participated in the support programme. Finally, 52 new businesses opened in 2009. In total, since the establishment of the organisation, 350 companies have started up (IntEnt, 2009).

The services offered by IntEnt are fee-based and include training and an advisory programme focusing on the development of professional skills and competencies. However, clients pay just a small part of the actual costs. For instance, the first contact and meeting between IntEnt and potential entrepreneurs is free.

The programme, tailored to the specific needs of migrant entrepreneurs, is divided into three phases:

- Phase 1: Sourcing and selection in the starting country (e.g., informational meetings, intake interviews and general workshop sessions);
- Phase 2: Preparation for entrepreneurship (e.g., support in writing business plans, country information workshops, business advisory services, market research and the evaluation of business plans);
- Phase 3: Implementation of the entrepreneurship in the programme country (e.g., start-up coaching, financial support and post start-up support for a maximum of 1.5 years).

IntEnt stresses the personal responsibility of migrant entrepreneurs. They are urged to finance a major part of their endeavours by themselves. Nevertheless, if needed, addi-

tional resources can be obtained through external funding, with guarantees from IntEnt in the countries of origin. In 2009, the first financial instrument of IntEnt was introduced, the Friends & Family Fund. Up to 50,000 EUR can be granted to migrant entrepreneurs (IntEnt, 2009).

To raise awareness in industrialised European countries concerning the impact of small businesses in developing countries, IntEnt, together with HIVOS, started the Migrants in the Spotlight (MitS) project with the financial support of the EU.

In 2005, IntEnt introduced a new website for the transfer of remittances. It shows a price comparison of bank transfer fees.[24] The stimulus was a study revealing the low transparency and high transaction costs of remittances in the Netherlands (de Haas, 2006).

With its approach, IntEnt has adopted a transnational perspective and focuses on diaspora entrepreneurship without linking it to return programmes. Tailored to the specific needs of this target group, it offers capacity building and access to credit for business start-ups. Nevertheless, it is important to mention here that the focus is rather narrow in the sense that social constraints are not taken into consideration. For instance, social aspects such as pressure from family members or friends to share resources can undermine the success of business initiatives. Therefore, it is recommended to look not only at the financial and economic aspects but also to integrate a broader set of concerns crucial for the initiative's success (de Haas, 2006).

�ía Relevance & innovativeness

IntEnt highlights the importance of circular migration, the benefits of living in two countries and of transnationality and does not tie it with permanent return. This is in line with academic evidence showing that the return of migrants is no condition for development in any case. Moreover, the services of IntEnt are exclusively offered to migrant entrepreneurs.

♂ Participation of migrants and/or beneficiaries

Migrants are the main beneficiaries of the programme and IntEnt counts on the personal responsibility of the entrepreneurs. In other words, they must be able to allocate the main part of the required funds by themselves, which increases ownership and makes success more likely.

♂ Sustainability & impact

By 2009, over 350 businesses have been started, which might impact the national economic growth of countries of origin in a positive way. Nevertheless, with regard to sustainability, IntEnt should also take into consideration social constraints and other conditions that may hinder or foster business development (Interview 4).

♂ Assessment

IntEnt has adopted performance indicators to measure its effectiveness. In addition, annual reports give insight into activities and new developments, as well as implemented projects.

---

24 Please see www.geldnaarhuis.nl. The Italian counterpart is www.mandasoldiacasa.it, and the British can be found at www.sendmoneyhome.org.

3.1.7. BER's moveGLOBAL

 Implementing organisations: Berliner entwicklungspolitischer Ratschlag e.V. (BER)
Level: Non-governmental organisation
Type of practice: Capacity building
Countries involved: Germany
Duration of the programme: 2009 – to date

moveGLOBAL is an institution of the Berliner entwicklungspolitischer Ratschlag e.V. (BER), a network organisation of initiatives and organisations active in development cooperation in Berlin. BER was established in 1996, to strengthen development activities in the light of budget shortcomings. To date, about 80 organisations have joined the association, with networking and lobbying being its main functions (BER, 2011). The main donors in 2011 were the GIZ, the European Fund for the Integration of non-EU immigrants (EIF), and the Stiftung Nord-Süd-Brücken. In 2012, moveGLOBAL was funded by the Engagement Global GmbH (previously GIZ), the Stiftung Nord-Süd-Brücken and, for some project activities, the Evangelischer Entwicklungsdienst (EED).

The project moveGLOBAL arose from a 2008 workshop organised by BER together with participants of diaspora organisations. They identified and documented the needs of organisations as a gateway to development cooperation. As a result, moveGLOBAL was established in 2009 to support and assist migrants and their organisations in developmental efforts (VIDC, 2011). For this reason, the project is one of the first in Germany to focus on the conditions and circumstances of diaspora organisations, as well as on the barriers they are confronted with when participating in development cooperation. In 2011, the total budget was 117,000 EUR (Interview 6).

The main goals of moveGLOBAL are therefore (moveGLOBAL, 2011):

- To qualify and link diaspora organisations that are active in development cooperation;
- To make diaspora organisations visible as developmental actors and to encourage them to position themselves as equal participants in public discourse;
- To further the establishment of diaspora organisations as developmental actors in society through long-term support;
- To contribute to an anti-racist, anti-colonial and emancipatory dialogue in development cooperation.

Consequently, moveGLOBAL provides advisory services and support for diaspora organisations and initiatives in the field of association foundation, project design, project management, fundraising, budgeting, networking, public relations and event management. Furthermore, workshops and conferences are organised to strengthen the political participation of diaspora organisations and to further networking and exchange within these organisations, as well as with other developmental stakeholders such as public authorities or actors from abroad (Interview 6).

A special feature of moveGLOBAL is the multicultural, multilingual "move5-team" that carries out all activities. The team consists of five individuals who are migrants themselves. In addition to a project coordinator, there are four persons who function as multipliers. They foster networking activities and are engaged in different communities,

which means that they join associations and attend networking meetings, as well as the events of diaspora organisations (moveGLOBAL, 2011).

Of the 80 organisations that sought advice, the majority were counselled over a longer period. At present, more than 30 organisations collaborate closely with moveGLOBAL. They meet regularly and have an active exchange. Since the foundation of moveGLOBAL in 2009, a total of approximately 20 organisations have applied for funding and half of those applications were successful. The number of diaspora organisations applying for funding has increased, although there are quite a few organisations that reject the idea of applying for funds. As a result, moveGLOBAL stresses the importance of long-term support in order to establish mutual confidence (Interview 6).

As moveGLOBAL is a rather new project, future development will show how its goals can be reached. For this purpose, an evaluation is already in progress and will be completed in 2012. Important to note here is that the programme is tailored to the needs and capacities of diaspora organisations in Berlin, and the advisory staff – migrants themselves – has good contacts with migrant communities. Furthermore, moveGLOBAL is embedded in BER, the umbrella organisation of development organisations in Berlin, showing that migrants are recognised as developmental actors. This helps to mainstream their efforts within BER and also within the developmental sector. To conclude, moveGLOBAL is promising because it builds on good preconditions.

⚘ *Relevance & innovativeness*
According to the often informal and voluntary character of diaspora organisations, they often lack capacities in comparison with established development organisations, which can exclude them from cooperation and funding. moveGLOBAL is one of the first organisations in Germany to focus on the conditions, circumstances and barriers of diaspora organisations, striving to empower them to participate equally in development cooperation. With advisory staff that consists entirely of migrants engaged in different diaspora communities, the approach is innovative.

⚘ *Participation of migrants and/or beneficiaries*
Migrants are the key stakeholders as well as the main beneficiaries of the programme. Furthermore, the qualification of migrants enables them to position themselves as equal actors in development cooperation, and the lobby function of BER could contribute to mainstream diaspora efforts in development cooperation in general.

⚘ *Sustainability & impact*
Diaspora organisations have acquired skills that empower them to initiate further activities. Furthermore, migrants gain visibility as existing actors in development cooperation. Up to now, about 80 percent of all organisations that sought advice were not engaged in any kind of network (Interview 6).

⚘ *Assessment*
An external evaluation of moveGLOBAL, initiated by GIZ, is in progress and will be completed in 2012.

3.1.8. Ke Nako Africa initiative of VIDC, AVP & ADA

Implementing organisations: VIDC, AVP, ADA
Level: Non-governmental organisation, diaspora organisation, governmental organisation
Type of practice: Awareness raising
Countries involved: Austria
Duration of the programme: 2010

"Ke Nako Afrika – Afrika jetzt!" was an initiative by the Vienna Institute for International Dialogue and Cooperation (VIDC), the Afrika Vernetzungsplattform (AVP), an alliance of African communities in Austria, and the Austrian Development Agency (ADA), the operational unit for official development cooperation. The joint initiative's overall goal was to contribute to a differentiated picture of Africa in the context of the first Football World Cup on the African continent in 2010. Ke Nako aimed to overcome stereotypes and prejudices regarding the image of African countries in Austria, created in large part by photographs and films of war, catastrophe and famine (Ke Nako, 2011).

With the additional support of approximately 100 regional, national and international partners, 300 events took place throughout Austria. They included public viewing installations in Vienna and Innsbruck, and festivals in Linz, Graz, and Salzburg. Moreover, FairPlay-football tournaments[25], cultural workshops, readings, conferences, exhibitions, media projects and concerts were held even before the World Cup, to provide new insight into the reality of African. About 184,000 people visited the events and the website of Ke Nako recorded 1.6 million hits (Ke Nako, 2010).

Furthermore, the media also played a central role. For this purpose, a media group was set up to coordinate and align media work resulting in 150 broadcasts produced by an Austrian radio station. More than 380 reports were published in newspapers, regional media and magazines – and numerous TV reports tried to contribute to a different, more positive image of Africa (Ke Nako, 2010).

On the cooperation level, Ke Nako faced two main challenges. First, the partnership and communication between a governmental development agency (an established development NGO) and a recently founded diaspora organisation proved difficult. Second, cooperation with other stakeholders was also challenging due to their diversity in term of institutional, personal and financial capacity. Especially in the preparatory phase, where funds were not yet available, this led to a bias regarding the voluntary engagement of the diaspora organisation and the paid engagement of the other two established stakeholders. An analysis of the media work revealed that there was no common understanding of Ke Nako among stakeholders. This is also due to the fact that there was no clear definition of how a differentiated picture of Africa should look. For instance, the initiative stressed going beyond African drum workshops to emphasising

---

25   The Vienna Institute for International Dialogue and Cooperation (VIDC) launched the "FairPlay. Different Colours. One Game" campaign in 2007, the European Year against Racism in Austria. The objective of this first and only nationwide intercultural sports project was to use the popularity and integrative power of football to fight racism and other forms of discrimination by means of pro-active methods. FairPlay carries out joint activities with football clubs, fan groups, migrant organisations and schools (Fairplay, 2012).

African art in a broader sense. In the end, however, it was not possible to fully overcome all stereotypes (Kellerman & Akinyosoye, 2010).

Nonetheless, the initiative was successful and innovative because it was the first time that the African community, represented by AVP, was recognised as a competent and equal partner in development communication and education in Austria. This was an important step, taken by the Austrian development cooperation. Especially on the governmental level, migrants are rarely engaged in development policies and strategies. The success of Ke Nako was acknowledged when it received the Austrian State Award for Public Relations. The jury emphasised that the initiative was very successful in establishing a brand under which several initiatives joined together to put an important social issue on the agenda. Furthermore, Ke Nako facilitated cooperation and participation of several different groups (ADA, 2011) and became a good practice example of fruitful cooperation between different stakeholders, especially between established development stakeholders (governmental or non-governmental) and migrant actors.

Furthermore, Ke Nako stimulated the establishment of AVP, founded shortly before the initiative started. Today, AVP comprises more than 40 active partner organisations. The main goal of AVP is to link African communities in order for them to be more efficient in their efforts, including capacity building initiatives. The AVP also functions as a networking platform and lobbying organisation for African communities in Austria. In addition, in 2011, AVP managed the follow-up of Ke Nako, funded by ADA, by itself, demonstrating that a sustainable process was indeed initiated. However, the budget was significantly smaller this time, which limited the number of possibilities. In close cooperation with VIDC, the AVP organised a public event on migration and development and invited experts and officials from different European countries such as the Netherlands, Germany and the United Kingdom, in which the African community living in Austria participated very actively (VIDC, 2011).

In 2012, the Ke Nako initiative will continue under AVP leadership. A new campaign is planned, providing positive and inspiring images of Africa and African migrants in Austria as this was identified as one of the main weaknesses of Ke Nako 2010.

⚲ *Relevance and innovativeness*

This is one of few initiatives in which three different types of actors are engaged in a project on equal footing. The cooperation between a governmental development agency, a non-governmental development organisation and a diaspora organisation is pioneering in character. Furthermore, to interlink this initiative with the Football World Cup in South Africa and to use existing public attention is very innovative and brought success. Additionally, the initiative emphasis on making African migrants more visible in Austria and engaging them in development cooperation is a prevalent and obvious challenge in the migration and development domain, which had not been given much attention before Ke Nako started.

⚲ *Participation of migrants and/or beneficiaries*

AVP, as a diaspora network platform, was an equal partner of the initiative and also involved other migrant associations and organisations. This was the first time that representatives of the African community were recognised as competent and equal partners in development cooperation. Additionally, Ke Nako was an inspiration for the establishment of AVP in the forefront of the initiative.

⚘ *Sustainability & impact*

As the initiative was linked to the Football World Cup, a higher percentage of the public could be reached in comparison to other developmental awareness raising initiatives. Around 184,000 people visited the various events. The total outreach, including media work, is probably much higher. In addition, through football and public viewings, the initiative reached many people beyond the open-minded, attaining the so-called "non-converted" audience. The initiative continued in 2011, ensuring the sustainability of the initiative as well as of AVP.

⚘ *Assessment*

The initiative was evaluated in a workshop and the media work was analysed externally. All in all, the initiative was very successful and was honoured with the Austrian State Award for Public Relations. A brand may have been established that can be used in the future. However, some difficulties regarding the cooperation and communication among partners due to different financial, personal and institutional capacities were encountered.

3.1.9. Migration et Développement

Implementing organisations: Migration et Développement
Level: Diaspora organisation
Type of practice: Hometown Association
Countries involved: France and Morocco
Duration of the programme: 1986 – to date

The Migration et Développement organisation was founded in 1986 by Moroccan migrants working in France, aimed at undertaking development action in their country of origin, in particular the region of Souss-Massa-Drâa. In the beginning, the organisation informally raised private funds from migrants settled in France to invest in the infrastructure of their region of origin, which faced high rates of emigration to urban areas and to Europe, caused by the migrant worker system in Europe and a series of droughts since the mid-1970s.

Over the years, Migration et Développement has become more and more professional and, in addition to collective remittances, they have received funds from the French government, private foundations, the private sector, local groups, the European Union and multilateral organisations like FAO, ILO, UNICEF and UNDP. In Morocco, the organisation has been funded by the Moroccan government, as well as by different local authorities. Today, Migration et Développement has an annual budget of 900,000 EUR (MigDev, 2011). Presently, 23 staff members are working with the organisation, and there is a head office in Marseilles with five staff members. Additionally, about 15 volunteers are working in France. The rest of the team is located in Morocco and most are Moroccans. Some are also active in the area of non-formal education (MigDev, 2011).

As previously mentioned, during the first 15 years, Migration et Développement aimed at improving the village infrastructure in Morocco. Projects in the field, focusing on electricity, water, health, school and roads, were developed together with villagers. Later on, increasing the standard of living became more essential. Therefore, the organisation took the development of economic and income-generating activities into con-

sideration. Two areas are still in focus: agricultural productivity and rural tourism. This shift is rooted in an extensive participatory survey conducted by Migration et Développement involving all local actors in the region. Since 2009, when the government launched the District Development Plans, the organisation introduced local governance initiatives and linked them to migrants' efforts. In practical terms, several projects have been implemented in different fields: electrification, drinking water supply, school building, agricultural and artisan cooperatives, rural tourism and training centres for local politicians, local civil servants and project participants (MigDev, 2011). The success of the initiative is also demonstrated by the fact that Moroccan authorities consulted the organisation in regard to rural infrastructure planning.

Considering many long-lasting experiences and their successful development over time, Migration et Développement developed a strategy for avoiding common problems in the field of migration and development (e.g., ownership, equal participation, commitment and patronisation).

Their activities are thus based on three principles:

- A participatory approach;
- The principle of solidarity;
- Partnership with the local authorities.

Consequently, the villagers creating associations as a condition of Migration et Développement and the migrant actors define priorities, with both of them financing a portion of the initiative themselves. Migration et Développement is responsible for the cooperation with local authorities and with national and international funding institutes. Moreover, the organisation is in charge of training the villagers' associations and of mediation within and between villages of the region. It also monitors to ensure that access to the established services (e.g., water, electricity and irrigation) is guaranteed to all villagers, including people who cannot afford such services. Lastly, the organisation communicates their plans to public policy makers and seeks constructive cooperation with authorities, stressing the importance of long-term, trust-based relationships (MigDev, 2011).

Because of the transnational character of Migration et Développement, it also focuses on the French context and the link between Morocco and France. As a consequence, today they support the creation of diaspora associations in France that wish to become active in their country of origin. Furthermore, youth exchange programmes are organised for children of migrants living in France to get in touch with the life in the region of Souss-Massa-Drâa.

Migration et Développement developed from a rather informal network to an established NGO in development cooperation. Due to their sensible strategy and the inherent awareness of risks in the field of migration and development, it can be described as a good practice model. Wets et al. (2004 in De Haas, 2006: 78) called it "the world's most successful example of a development-oriented diaspora organisation".

⚥ *Relevance & innovativeness*

Based on the fact that this example is the only one in this study where migrants are the exclusive drivers of change, it is of high relevance. This example reveals how diaspora organisations can professionalise and how cooperation with un-patronising authorities can enable a self-determined and successful development process. As a pioneering diaspora organisation with many years of experience, the staff is able to propose constructive solutions and to mediate among different stakeholders.

⚔ *Participation of migrants and/or beneficiaries*

The participatory approach applied by Migration et Développement with regard to the implementation of projects ensures engagement and ownership of all involved actors. Furthermore, the organisation refused to apply for tenders because it feared appropriation by funding institutions. Tenders were likely to meet just the expectations of the donors. The principle of equal participation is thus an important pillar of the organisation's strategy, besides the principle of solidarity and partnership with local authorities.

⚔ *Sustainability & impact*

As the organisation has been active in France and Morocco for 25 years, there are several impacts of their projects. Because of the organisation's principles and the multi-stakeholder approach, there is a prerequisite of sustainability. All activities carried out are discussed and coordinated with the villagers and local authorities. As a result, infrastructure is maintained after being set up. Furthermore, established associations in Morocco have been sustained after the initial support of Migration et Développement. In addition, the organisation itself has become a key player in the international arena, and even in governmental institutions, because of their long-standing experience.

⚔ *Assessment*

No evaluations could be found in English but the website of the organisation provides relevant information, presented mostly in French.

4. Recommendations

The following chapter provides two types of recommendations: first, for improved co-operation between non-governmental development actors, diaspora organisations and governmental stakeholders. The equal and fruitful cooperation of all actors involved determines the success of an initiative, to the degree that these recommendations are addressed to practitioners and those who are planning to become engaged in the field of migration and development. Second, a shorter chapter provides recommendations to policy makers and politicians for improving policies and strategies related to migration and development with a particular focus on diaspora engagement. Although the study did not put a spotlight on policy per se, many of the recommendations for a fruitful cooperation have implications in regard to shifts in policy.

This chapter synthesises the lessons learned from the nine selected good practice examples (outlined in chapter 3) and incorporates the results of the expert interviews.

4.1. Recommendations for a better cooperation

Recognising diaspora organisations as development actors
The first step for a fruitful cooperation is the recognition and appreciation of the developmental activities of diaspora organisations. Therefore, it is essential to realise the current existing initiatives of migrants and diasporas. Migrants were already engaged in development cooperation long before the discussion of migration and development ensued, and especially before concerted diaspora engagement was started (Interview 5 & 6).

Mobilising development actors for diaspora engagement
Established governmental and non-governmental development organisations should adapt their approaches and structures in order to meet the needs and capacities of diaspora organisations (Interview 2). They should be mobilised to engage with diasporas in development cooperation and to learn from field experiences. Projects and programmes should be offered by linking into existing diaspora-led initiatives. A noteworthy example here is the non-governmental diaspora organisation Migration et Développement (see chapter 3.1.9.), which was consulted by the Moroccan authorities on rural infrastructure development and was able to assist with implementation due to their outstanding expertise and long-term experience (de Haas, 2006). Another positive example is the establishment of the Linkis initiative in the Netherlands (see chapter 3.1.5.), which enables funding of small-scale projects implemented by civil-society players of migrant and non-migrant origin. Also, diaspora organisations should be encouraged to initiate cooperation with development organisations and governmental actors. AVP (see chapter 3.1.8.) has to be mentioned here as a good practice example. A common endeavour of a governmental and a non-governmental organisation was a stimulus for the foundation of AVP in the forefront of the initiative, which continued under AVP leadership.

"Unpacking the diaspora"

Migrants are not necessarily in a close relationship with their countries of origin. For this reason, it is important to note that "the diaspora" does not exist as a homogeneous group (see chapter 2.1.). On the other hand, it is useful to differentiate between diaspora groups that are truly engaged in local development and those who do not have close relations with their country of origin (Interview 1 & 4). As a result, the characteristics and/or distinguishing factors of different diaspora groups should be studied, as was done before launching the GIZ's Migration and Development diaspora pilot programme (see 3.1.4.) and the WMIDA initiative (see 3.1.2.). It would be helpful to know the size of the community, geographical distribution, gender, age, education, skills, networking, and (especially) development activities.

Equal partnership and ownership

As already stated, the cooperation between governmental, non-governmental development and diaspora organisations can be successful if it is an equal one. Accordingly, diaspora organisations should not be appropriated by established development organisations (Interview 1 & 5). Moreover, diaspora organisations should not be instructed in how to aid in the development of their countries of origin because they should be recognised as experts (de Haas, 2006). Rather, governmental and non-governmental development organisations should enable diaspora organisations to implement their own projects according to their perception of what might be a valuable contribution to the development of their country of origin (Interview 5). Diaspora organisation ownership is an important prerequisite for success and sustainability. Raising funds for a planned project also increases ownership. Evidence for this can be found in the example of co-funded projects, which are more likely to succeed than fully funded projects.

The treatment of diaspora organisations as non-professional development players has led to mistrust among diaspora organisations and consequently to a lack of interest in cooperating with established governmental or non-governmental development actors. Patronising diaspora organisations does not foster cooperation (de Haas, 2006). Furthermore, migrants should not be made responsible for the development of their countries of origin. In other words, the engagement of diasporas should never be a substitute for public intervention nor become a matter of course. In summary, equality and ownership are preconditions for a successful implementation of cooperation projects. Development cooperations equally involving diasporas, governmental and non-governmental development organisations have the potential to address the global social inequality made visible through migration flows (Interview 1).

Open and broad definition of development

An equal cooperation between diaspora, governmental and non-governmental development organisations also means that the definition of development is not given a priori, and migrant actors should be able to bring in their own perspective and agenda. Evidence has shown that development concepts may differ significantly between different actors (Interview 1). As a result, migrants and the communities they come from should be actively involved in defining the development of their countries of origin (Castles, 2008). This implies that it is crucial to adopt a broad concept of development in which the well being of a populace is critical. Therefore, traditionally "non-productive" investments could be defined as development, as long as the betterment of people and communities is involved (IMI, 2009).

Awareness raising and knowledge transfer

In order to become aware of previous failures and successes and to share information of good practices in the nexus of migration and development, knowledge must be generated, documented and distributed. To provide an example, the already existing JMDI Migration4Development platform (see 3.1.1.) could serve as a transnational knowledge-sharing platform (Interview 3), if it continues to be consistently updated. In addition, experiences made by organisations that have existed over several decades, such as the diaspora organisation Migration et Développement established in the 1980s (see 3.1.9.) and UNDP's TOKTEN initiative founded in the 1970s (see 3.1.3.), are invaluable resources for the development of new initiatives and activities and should be taken into account. This approach increases the effectiveness and impact of new programmes, and avoids duplication.

Capacity building and consulting for diaspora organisations

Capacity building for diaspora organisations in the form of training, workshops on project cycle management, proposal writing, strategic planning, fund raising, financial literacy, lobbying and advocating should be promoted. These competencies and qualifications empower migrants to position themselves as competent and equal partners in development cooperation and to upscale and improve already existing projects. However, it is important to mention here that most migrants involved in migration and development work on a voluntary basis. Thus it cannot be expected that these volunteer-based associations and organisations become professional development organisations (Interview 5) without capacity building and financial support. Consultative bodies should be set up in this realm.

Promoting evaluation

Evaluation provides evidence about the outcome and impact of a project and is therefore crucial to learning and generating knowledge about what does and does not work. In the field of migration and development there is a lack of "evaluation culture" (Chappell & Laczko, 2011), something often related to financial constraints. However, this argument can hardly be used by large international organisations.

4.2. Recommendations for more coherence between migration and development policies

Human rights protection of migrants

Migrants are protected by the core human rights treaties.[26] The Charter of Fundamental Rights of the European Union outlines fundamental rights applying to everyone and therefore including migrants. This body of law is fundamental and universal in its application. This implies that the violation of immigration laws does not deprive an irregular migrant of his or her fundamental human rights, nor does it erase the obligation of the host state to protect these individuals. Workers' rights likewise also apply to migrant workers. They are protected by a number of international conventions, namely the ILO convention 7 on Migration for Employment and ILO Convention 143 (supplementary provisions) on Migrant Workers and the UN Convention on the Protection of the Rights of Migrant Workers and Their Families. However, none of the EU Member States have yet ratified these conventions.

Irrespective of legal status or nationality, migrants should not be subject to exploitation or precarious and unsafe working conditions. They, as any other human being, have a right to freedom from abuses such as slavery, forced labour and child labour. Systematic respect of migrant workers' human rights throughout the migration journey is indispensible and a key precondition for migrants becoming actors of change in both their countries of origin and receiving countries, if that is their wish. Therefore, EU Member States should sign, ratify and implement the Charter of Fundamental Rights, the ILO conventions mentioned above and the UN Convention on the Protection of the Rights of Migrant Workers and Their Families.

Authorisation of dual citizenship

Restrictive policies regarding residency and citizenship in destination countries do not further the participation of migrants in development programmes or projects envisioning transnational engagement. For example, the extended absence of a migrant from the destination country could in many cases mean a loss of residency rights (IOM, 2008). Permitting dual citizenship could empower the full potential of migrants for development and allow them to actively use all aspects of their transnationality. Moreover, through dual citizenships, migrants and their descendants would be able to engage politically in their countries of origin as well as in their countries of residence, which could increase their affinity for engaging in development (IOM, 2008). The practical value of dual citizenship is visa-free travel, since citizens of European countries do not need a visa for many countries in the global South. Thus dual citizenship can enhance migrant's transnational participation (Faist & Gerdes, 2008).

---

26 The six human rights treaties are: Convention on the Rights of Child (192 ratifications: CRC), Convention to Eliminate all Forms of Discrimination against Women (179 ratifications: CEDAW); Convention to Eliminate Racial Discrimination (170 ratifications: CERD); International Covenant on Civil and Political Rights (154 ratifications: ICCPR); International Covenant on Economic, Social and Cultural Rights (151 ratifications CESCR).

Inclusion of migrants in policymaking

The active participation of migrants in policymaking should be enhanced through expert meetings, workshops, conferences and a structured dialogue (Interview 5). The inclusion of migrants could help identify key development priorities and create a common agenda with and for diaspora organisations (Ionescu, 2006). This should be a long-term commitment because an alliance between diaspora organisations and the established development sector should be based on continual knowledge exchange and mutual learning. Moreover, if migrants become involved in development policy, the credibility of governmental players will be increased (de Haas, 2006). This should include diversity training for established development organisations and revising staffing policies (i.e. quota regulations for migrant employees in governmental and non-governmental development organisations).

Shift from a project to a process approach

The approach of financing single projects in the field of migration and development does not further the establishment of long-term cooperation and cannot trigger a process (Interview 1). The current project-based approach of funding institutions (i.e. EC-UN Joint Migration and Development Initiative) does not allow the development of long-term initiatives that favour a sustainable development process. On the contrary, it promotes initiatives tailored to provide a number of results in a few months or years (Interview 4). Because of this, the mainstreaming of migrant efforts in development strategies and policies is crucial (Interview 5). This implies a different way of thinking and adaptation of current approaches and attitudes towards international cooperation (VIDC, 2011).

Promoting research and development education

Although the literature on migration and development is vast, there is a lack of in-depth analysis and case studies. Many books with recommendations, checklists and roadmaps on the engagement of the diaspora in development cooperation or how to mainstream migration in development can be found.[27] However, only in a very few cases do studies provide insight to existing practices (Interview 3). In particular, information on the capacity and potential of diaspora organisations and on their definition of development is difficult to find. Thus, in order to promote equal partnership and cooperation, the wide dissemination of existing case studies and the tackling of policies on the cooperation level, through a transnational knowledge-sharing platform and through conferences, are key.

In addition, the promotion of development communication and education, i.e. through awareness raising campaigns, training, workshops and public events, as well as the public relations related to them, would contribute positively to higher sensitivity and awareness. Besides a broader discourse, it would also lead to more transparency (Interview 3).

---

27   For instance, please see Ionesu (2006), IOM (2008), GMG (2010) or GIZ (2011).

5. Conclusions

In the last decade, awareness of the positive potentials of migration has gradually increased. For a long time, the positive repercussions of migration have been linked to the return of migrants. Today, it is clear that many well-integrated migrants in countries of destination have an interest in engaging in the development of their home countries. Their contributions can be either in the form of individual and collective remittances, investments and development projects, or in the form of personal engagement in politics and civil society activities. Migrants often act transnationally and are involved in different countries at the same time, which should be seen as an asset for development cooperation. Consequently, the return of migrants is by no means a condition for development. This should be widespread knowledge in the migration and development debate.

Related to this, it is important to comprehend that restrictive migration policies do not prevent people from crossing borders. People seeking a better future will continue to travel and to live under insecure and precarious conditions, excluding them from basic services and jeopardising their fundamental human rights. Evidence for this can easily be found in the daily news about increasing migration flows from South to North and East to West. It thus follows that the potential of migrants to invest in their countries of origin can be better realised by providing them with legal residency status and access to social and political rights (CONCORD, 2011).

As long as migration policies continue to be as restrictive, coherence between migration and development policies will remain a theoretical concept. In current policy discourse, public authorities seem to interpret migration and development policies as being coherent as long as they hinder international migration, especially from the South to the North. However, almost all experts agree today that economic and human development does not lead directly to decrease migration. The belief that development could hinder migration lies in an inaccurate analysis of the developmental causes underlying migration (de Haas, 2007). This can be explained by the fact that there is a lack of in-depth analysis and case studies, except for a very few studies that do indeed provide insight into successful practices. Hence the promotion of research through studies, knowledge-sharing platforms and conferences as well as awareness raising and development education in order to sensitise the public and political stakeholders are essential.

Furthermore, restrictive policies do not enable mutual trust between diasporas and governmental and non-governmental organisations, which is an indispensable prerequisite for the development of equal and sustainable cooperation.

Another prerequisite for diaspora involvement is the recognition of current activities and diaspora-led initiatives. Since they are already active, diaspora organisations will continue their development activities with or without partners. In light of this, it is important to emphasise that migrants and diaspora organisations have their own definition of development, priorities and agenda. Development concepts between different actors in the migration and development domain may differ significantly. Thus, key stakeholders should acknowledge a broad concept of development and migrant representatives should be involved in policy discourse and policymaking. There are many different sub-communities with different interests and development goals within the migrant community. Diasporas are not necessarily in a close relationship with their

countries of origin. Some may have a strong interest in developing their countries of origin – others may not. Taking this into consideration, the characteristics of various diaspora groups should be studied prior to the elaboration and implementation of programmes and policies.

In addition, diaspora organisations should be mobilised and supported through capacity building by established governmental and non-governmental development organisations. The approaches, structures and funding modalities of donors and partner organisations should be adapted to meet the needs and capacities of diaspora organisations, which are often dependant on volunteer labour. In order to encourage sustainability and long-term development, funding institutions should move away from project-based and towards process-centred approaches. Finally, the engagement of diasporas and remittances should not be seen as a substitute but as a supplement to official development cooperation.

Our recommendations illustrate the need for fundamental structural changes on the one hand and for behaviour changes by key stakeholders on the other hand. Co-ordinated human rights based policies are needed in all sectors dealing with migration and development. Migrants are protected by a wide range of international conventions and the violation of immigration laws does not deprive an irregular migrant of his or her fundamental human rights, nor does it erase the obligation of the destination country to protect these individuals. Evidence shows that key determinants for migrants becoming agents of change in both their countries of origin and destination countries are their integration into the host society, the labour market, the educational system and the provision of social and political rights – points best achieved by dual citizenship. Those who suffer from everyday discrimination and racism and lacking legal status in their destination country will most likely not have the capacity to become development actors.

To recapitulate, development affects both the global North and the global South. Freedom of movement and transnationality are important aspects of development for all people as migration is an inherent factor of the past and the present.

Bibliography and further reading

ADPC (2011) Mainstreaming Diaspora Initiatives Into Development Cooperation Policy Towards Africa. Evidence from Britain, France, Germany and The Netherlands. The Hague.

Akinyosoye, Clara & Kellermann, Kerstin (2010) KE NAKO 2010. Analyse der Medienarbeit und Strategien zur Verbesserung.

Brubaker, Roger (2005) The 'diaspora' diaspora. In: Ethnic and Racial Studies. Vol. 2, No. 1, p. 1-19.

Castles, Stephen (2008) Development and Migration – Migration and Development: What comes first? Presentation at the Social Science Research Council Conference "Migration and Development: Future Directions for Research and Policy" 2008.

Castles, Stephan & Delgado Wise, Raul (2008) Migration and Development. Perspectives from the South. Geneva, IOM.

Chappell, Laura & Laczko, Frank (2011) What are we really achieving? Building an Evaluation Culture in Migration and Development. Washington, Migration Policy Institute.

CONCORD (2011) Spotlight on EU Policy Coherence for Development. A Lisbon Treaty provision. A Human Rights obligation. Report 2011. Brussels.

de Bruyn, Tom & Huyse, Huib (2008) Evaluation of Oxfam Novib's Capacity Building Programme for Diaspora Organisations. Study commissioned by Oxfam Novib. Leuven, Katholieke Universiteit.

de Haas, Hein (2006) Engaging Diasporas: How governments and development agencies can support diasporas' involvement in development of origin countries. Oxford, International Migration Institute.

de Haas, Hein (2007) Turning the tide? Why development will not stop migration. Article forthcoming in Development and Change 38 (5).

de Haas, Hein (2008) Migration and development. A theoretical perspective. Working paper 9. Oxford, International Migration Institute.

de Haas, Hein (2010) Migration transitions: a theoretical and empirical inquiry into the developmental drivers of international migration. Working paper 25. Oxford, International Migration Institute.

EC (2005) Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the committee of the Regions. Migration and Development: Some concrete orientations. Brussels, European Commission.

EC (2006) Communication from the Commission to the European Parliament and the Council. Thematic Programme for the cooperation with third countries in the areas of migration and asylum. Brussels, European Commission.

EC (2010) Communication. Europe 2020 Strategy. A European strategy for smart, sustainable and inclusive growth (COM2010)2020), Brussels, European Commission.

EC (2011a) Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions. The Global approach to Migration and Mobility. Brussels, European Commission.

EC (2011b) Commission Staff Working Paper. Migration and development. Accompanying the document Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the committee of the Regions. The Global Approach to Migration and Mobility. Brussels, European Commission.

EUNOMAD (2010) Migrations and Development. European Guide to Practices, European Network on Migrations and Development.

EUROSTAT, October 2010.

Faist, Thomas (2008) Migrants as Transnational Development Agents: An Inquiry into the Newest Round on the Migration-Development Nexus. Population Space and Place 14, p. 21-42.

Faist, Thomas & Gerdes, Jürgen (2008) Dual Citizenship in an Age of Mobility. Washington, Migration Policy Institute.

Faist, Thomas (2010) Diaspora and transnationalism: What kind of dance partners? In: Bauböck, Rainer & Faist Thomas (eds.): Diaspora and Transnationalism: Concepts, Theories and Methods. Amsterdam: Amsterdam University Press, p. 9-34.

Faist, Thomas & Fauser Margit (2011) The Migration-Development Nexus: Towards a Transnational Policy Perspective. In: Faist, T., Fauser, M., Kivisto, P. (eds.) The Migration-Development Nexus. A Transnational Perspective. Houndsmills, Palgrave Macmillan, p. 1-28.

GIZ (2011b) Cooperating with Diaspora Communities. Guideline for Practice. Eschborn.

Global Migration Group (2010) Mainstreaming Migration into Development Planning. A handbook for policy-makers and practitioners.

Globale Verantwortung (2012) Brief Migration und Entwicklung vom 22.03.2012 von der Globalen Verantwortung an das Bundesministerium für Innere Angelegenheiten, Frau Bundesminister Johanna Mikl-Leitner.

IMI (2009) Enriching the migration and development debate: Suggestions from an experience in the field. Policy Brief No. 2. Oxford, International Migration Institute.

IntEnt (2009) Annual Report 2009. The Hague.

IOM (2006a) Engaging Diasporas as Development Partners for Home and Destination Countries: Challenges for Policymakers. Geneva.

IOM (2006b) Towards Development-Friendly Migration Policies and Programmes: Some Concrete Examples from European Member States. Brussels.

IOM (2007) MIDA. Migration for Development in Africa. Mobilizing the African Diaspora for the Development of Africa. Geneva.

IOM (2008) Migration and Development: Achieving Policy Coherence. Nr. 34. Geneva.

JMDI (2011) Migration for Development: A Bottom-Up Approach. A Handbook for Practitioners and Policymakers.

Ke Nako (2010) Final Report. Vienna, ADA & VIDC.

Musekamp, Simon (2008) Migranten, Migrations- und Entwicklungspolitik – Die französische Politik des Codéveloppement. Working Paper 50/2008. Bielefeld, COMCAD.

Newland, Kathleen & Patrick, Erin (2004) Beyond Remittances: The Role of Diaspora in Poverty Reduction in their Countries of Origin. Washington, Migration Policy Institute.

Orozco, Manuel & Garcia-Zanello, Eugenia (2009) Hometown Associations: Transnationalism, Philanthropy, and Development. In: Brown Journal of World Affairs. Spring/Summer 2009, Volume XV, Issue II.

Orozco, Manuel & Lapointe, Michelle (2004) Mexican Hometown Associations and Development Opportunities. In: Journal of International Affairs, Spring 2004, Vol. 57, No. 2.

ON (2009) Annual Report 2009. Den Haag, Oxfam Novib.

Plaza, Sonia & Ratha Dilip (2011) Diaspora for Development in Africa. Washington, Worldbank.

Schmidt, Christiane (2010) Analyse von Leitfadeninterviews. In: Flick, Uwe; von Kardoff, Ernst; Steinke, Ines (eds.): Qualitative Forschung. Ein Handbuch. Reinbek bei Hamburg, Rowohlt, p. 447-456.

Sinatti, Gulia (2010) Key criteria of "good practice" for constructive diaspora engagement in peacebuilding. The Hague, ADPC.

Nyberg-Sørensen, Ninna & Van Hear, Nicholas & Engberg-Pedersen, Poul (2002) The Migration-Development Nexus: Evidence and Policy Options. In: International Migration, Vol. 40 (5), p. 49-73.

Spagnul, Irene (2010) Migration and Development Policies and Practices emphasizing Diaspora and their potential. Tbilisi, IOM.

Terrazas, Aaron (2010) Connected through Service: Diaspora Volunteers and Global Development. Washington, Migration Policy Institute.

Thränhardt, Dietrich (2008) Zu wenig Bewegung nach all den konzeptionellen Debatten. Was ist zu tun? In: Thränhardt, D. (ed.): Entwicklung und Migration: Jahrbuch Migration – Yearbook Migration 2006/2007. Münster: Lit Verlag, p. 9-26.

Thränhardt, Dietrich (2008) Entwicklung durch Migration: ein neuer Forschungs- und Politikansatz, In: Thränhardt, D. (ed.): Entwicklung und Migration: Jahrbuch Migration – Yearbook Migration 2006/2007. Münster: Lit Verlag, p. 103-127.

UNDP (2009) Human Development Report. Overcoming barriers: Human mobility and development. New York, Palgrave Macmillan.

Van Hear, Nicholas, Frank Pieke and Steven Vertovec (2004) The contribution of UK-based diasporas to development and poverty reduction. A report by the ESRC Centre on Migration, Policy and Society (COMPAS), University of Oxford for DfID.

VIDC (ed.) (2011) Dokumentation. Migration und Entwicklung. Partizipation der afrikanischen Diaspora im entwicklungspolitischen Diskurs. Conference documentation prepared by Sophie Kathrin Schaffernicht. Vienna.

WMIDA (2010) Final Report to the Government of Italy. Migrant Women for Development in Africa. Rome, IOM.

Internet sources

ADA (2011) Ausgezeichnete Entwicklungszusammenarbeit
http://www.entwicklung.at/aktuelles_termine/ausgezeichnete_entwicklungszusam-menarbeit/ (accessed 17/11/2011)

AVP (2011)
http://afrikaplattform.at/ (accessed 2/12/2011)

Baraulina, Tatjana & Borchers, Kevin (2008) Wer migriert, der entwickelt?
Bedingungen und Formen des entwicklungspolitischen Engagements von Diaspora.
In: Dossier Migration & Entwicklung. Berlin, Heinrich Böll-Stiftung, p. 6-11.
http://www.migration-boell.de/pics/Dossier_Migration_und_Entwicklung.pdf
(accessed 20/09/2011)

BER (2011)
http://ber-ev.de/about-ber (accessed 15/11/2011)

DFD (2011) Diaspora Forum for Development
http://www.d-f-d.org (accessed 17/11/2011)

EU (2007) Circular migration and mobility partnerships.
http://europa.eu/legislation_summaries/justice_freedom_security/free_move-ment_of_persons_asylum_immigration/l14564_en.htm (accessed 20/01/2012)

Europe Aid (2011) Migration and asylum thematic programme.
http://ec.europa.eu/europeaid/how/finance/dci/migration_en.htm
(accessed 02/12/2011)

Fairplay (2012)
http://fairplay.vidc.org/en (accessed 06/01/2012)

FAMSI (2011) Paper on Decentralised Co-Operation.
http://www.aguayseguridadalimentaria-sevilla.com/es/upload/FAMSI%20-%20ING.pdf?
PHPSESSID=32d1273383b4b19f7f5d060e430e5432 (accessed 20/02/2012)

GCIM (2005) Migration in an interconnected world: New directions for action. Report of the
Global Commission on International Migration.
http://www.gcim.org/attachements/gcim-complete-report-2005.pdf
(accessed 20/10/2011)

GFMD (2011a)
http://www.gfmd.org/ (accessed 26/10/2011)

GFMD (2011b) Thematic Meetings Summary Report. Workshop on "the contribution of
Migrants Associa-tions to Development".
https://www.gfmd.org/documents/switzerland/morocco/gfmd_swiss11_morocco_
summary_report.pdf (accessed 08/11/2011)

GIZ (2011a)
http://www.gtz.de/en/themen/wirtschaft-beschaeftigung/15634.htm
(accessed 19/11/2011)

ILO (2009)
http://www.ilo.org/dyn/migpractice/migmain.showPractice?p_lang=en&p_
practice_id=26 (accessed 20/11/2011)

IOM (2011) MIDA
http://www.iom.int/mida (accessed 7/09/2011)

Ke Nako (2011)
http://www.kenako.at/ (accessed 20/11/2011)

MigDev (2011) Migration et Développment
http://www.migdev.org/index/Forum%20EN.html (accessed 20/10/2011)

Move Global (2011)
http://ber-ev.de/PortalMoveGLOBAL-en (accessed 15/11/2011)

M4D (2011) Migration4Development Network
http://www.migration4development.org/ (accessed 02/12/2011)

OECD (2009) Summary Record. High Level Parliamentary Conference on Policy Coherence
for Development and Migration.
http://www.oecd.org/dataoecd/45/13/42217379.pdf (accessed 09/11/2011).

ON (2011) Oxfam Novib
http://www.oxfamnovib.nl/en-home.html (accessed 13/12/2011)

Schmelz, Andrea (2009) Does International Migration contribute to Development?
Debates, Trends and Policies. Network Migration in Europe.
http://www.migrationeducation.org/52.0.html (accessed 20/09/2011)

Tsianos, Vassilis & Ibrahim, Aida (2009) Don't believe the hype! Border management,
Development und der Boomerang-Effekt. In: Dossier Border Politics – Migration in the
Mediterranean. Berlin, Heinrich Böll-Stiftung, p. 51-54.
http://www.migration-boell.de/pics/Dossier_BorderPolitics.pdf (accessed 30/11/2011)

TOKTEN (2000) Booklet
http://www.undp.ps/en/newsroom/publications/pdf/other/tokten.pdf
(accessed 07/09/2011)

UN (2006) Summary of the High-level Dialogue on International Migration
and Development.
http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N06/571/02/PDF/N0657102.
pdf?OpenElement (accessed 25/10/2011)

UNV (2008) TOKTEN Fact-sheet
http://www.unv.org/fileadmin/docdb/pdf/2008/TOKTEN_factsheet_01.12.2008.pdf
(accessed 07/09/2011)

VIDC (2012) Vienna Institute for International Dialogue and Cooperation
http://www.vidc.org/en/ (accessed 06/01/2012)

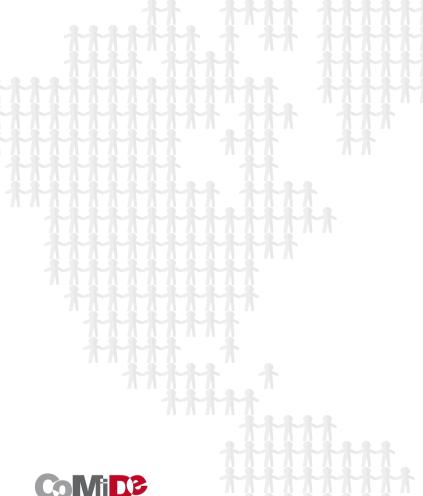## Notes

Annex

Table of European Good Practice Examples of Migration and Development Initiatives

	JMDI	WMIDA	TOKTEN
Implementing organisation(s)	UNDP, UNHCR, UNFPA, ILO, IOM	IOM Italy	UNDP, UNV
Level	international organisation	international organisation	international organisation
Type of practice	funding of migration and development initiatives	diaspora entrepreneurship	transfer of knowledge
Countries involved	EU member states and 16 target countries in the South	Italy, Sub-Saharan African countries	global coverage (countries depend on certain programmes)
Programme duration	2008 – 2011	2008 – 2010	1977 – to date
Beneficiaries/ Target Group	small-scale organisations in the EU and countries of origin, migration & development practitioners	migrant women in Italy, migrant organisations in the North and the South	highly skilled migrants, institutions in countries of origin
Main donor(s)	European Commission	Italian development cooperation	UNDP, governments, third party donors
Budget	15 million EUR	700,000 EUR	different budgets in each national programme
Activities	■ call for proposal ■ M4D Network, virtual fair ■ handbook: Migration for Development: A Bottom Up Approach ■ knowledge fair	■ co-funding for entrepreneurial projects ■ training and technical assistance	short-term consultancies for experts in countries of origin
Results	51 funded projects	12 entrepreneurial projects	programme expanded to 50 countries of origin
Relevance & innovativeness	■ comprehensive approach ■ joint strategy ■ e-learning course, M4D TV and online fair innovative	woman as development agents	■ in existence since 1977 ■ converts brain drain into brain gain without linking it to permanent return
Participation of migrants and/or beneficiaries	■ high requirements for funding not aligned with capacities of migrant organisations ■ migrant advisory board to advise on the strategy of the JMDI	■ migrants already engaged in preparatory phase ■ multi-stakeholder approach	■ programmes developed in cooperation with institutions in the South ■ migrants are actively involved ■ problems in recruiting
Sustainability & impact	■ lack of sustainability due to insecure follow-up funding possibilities ■ M4D network furthers exchange of existing projects	■ process orientation ■ no follow up ■ sustainablility and impact can not be measured	■ financially effective ■ supplementing local expertise and enhancing national capacities ■ outcomes differ due to diverse programmes
Assessment	handbook with lessons learned from funded projects	no evaluation	■ evaluation on the basis of reports of participants ■ available information rather poor

	Programme to Promote the Development Activities of Migrant Organisations	Capacity Building Programme	IntEnt
Implementing organisation(s)	CIM	Oxfam Novib	IntEnt
Level	governmental organisation	NGO/governmental organisation	NGO
Type of practice	funding of migrant organisation initiatives	capacity building	diaspora entrepreneurship
Countries involved	Germany and countries of origin of migrants in Germany	Netherlands	16 countries in the South and the North
Programme duration	2007 – to date	2004 – 2008	1996 – to date
Beneficiaries/ Target Group	migrant organisations	diaspora organisations	entrepreneurial migrants
Main donor(s)	German development cooperation	Dutch development cooperation	European Union, Hivos
Budget	pilot phase 2007 – 2010: 650,000 EUR	300,000 EUR a year	2.8 million EUR in 2009
Activities	■ co-funding of development activities of German migrant organisations ■ training and technical assistance	■ training courses ■ expert meetings and conferences	training and advisory programme
Results	■ pilot phase: 29 projects ■ 2011: 14 projects	■ 52 diaspora organisations participated in 12 training courses ■ foundation of 6 new organisations	350 business start-ups
Relevance & innovativeness	■ new funding opportunities for migrant organisations ■ governmental organisations address needs of migrant organisations	first diaspora capacity building programme in the Netherlands	■ promotion of transnationality and the concept of circular migration ■ no link to permanent return
Participation of migrants and/or beneficiaries	■ comprehensive studies about diasporas in Germany ■ awareness of capacities and ownership of migrant organisations	mainstreaming diaspora engagement in development cooperation	■ personal responsibility of entrepreneurs ■ promotion of ownership though the concept of co-funding
Sustainability & impact	■ no spillover effects into regular development cooperation ■ PMO linked to return programmes	■ number of approved projects increased ■ organisations expanded activities	■ new businesses might impact national economic growth in origin countries ■ social constraints not taken sufficiently into consideration
Assessment	evaluation of pilot phase	evaluation in 2008	■ performance indicators to measure effectiveness ■ annual reports

	moveGLOBAL	Ke Nako Africa	Migration et Développement
Implementing organisation(s)	BER	AVP, VIDC, ADA	Migration et Développement
Level	NGO	diaspora organisation, NGO, governmental organisation	diaspora organisation
Type of practice	capacity building	awareness raising	hometown association
Countries involved	Germany	Austria	France, Morocco
Programme duration	2009 – to date	2010	1986 – to date
Beneficiaries/ Target Group	diaspora organisations	Austrian public	inhabitants of region of origin, migrants in France
Main donor(s)	in 2011: GIZ, EIF, Stiftung Nord-Süd-Brücken; in 2012: Engagement Global GmbH (previously GIZ), the Stiftung Nord-Süd-Brücken, EED	Austrian development cooperation	different donors depending on projects
Budget	2010: 88,387 EUR 2011: 117,000 EUR	AVP: 100,000 EUR, VIDC: 100,000 EUR and contributions from others	900,000 EUR per year
Activities	■ advisory services ■ workshops and conferences	initiatives to contribute to differentiated picture of Africa	■ village infrastructure projects ■ local governance initiatives ■ income-generating activities
Results	80 organisations were advised	■ 184,000 people visited events ■ 1.6 million website hits ■ 150 broadcasts ■ 380 reports	■ great positive impact as organisation is active since 25 years and strives for local ownership
Relevance & innovativeness	■ one of the first German organisations focusing on capacities of diaspora organisations ■ advisory staff consists entirely of migrants	■ different stakeholders engaged in project on equal footing ■ linkage with Football World Cup in South Africa	■ migrant-led organisation ■ self-determined and successful development ■ pioneer diaspora organisation
Participation of migrants and/or beneficiaries	■ qualification enables migrants to position themselves as equal actors ■ lobby function could contribute to mainstream diaspora engagement in development cooperation	AVP recognised as competent and equal partner	participatory approach ensures engagement and ownership of all involved actors
Sustainability & impact	■ skills empower migrants to initiate further activities ■ migrants become visible actors ■ most advised organisations not previously engaged in a network	■ high outreach (184,000 visitors) ■ initiative continued in 2011 by AVP	■ applied principles of self-determination, participation and ownership ■ multi-stakeholder approach ■ constantly adopted strategy
Assessment	external evaluation in progress	■ evaluated ■ Austrian State Award for Public Relations	no evaluation available in English

CoMiDe

INITIATIVE FOR MIGRATION & DEVELOPMENT

9 783200 027602

Price: 15 Euro