



Ministerie van  
**Buitenlandse Zaken**

IOM International Organization for Migration  
OIM Organisation Internationale pour les Migrations  
OIM Organización Internacional para las Migraciones

## **INTERNATIONAL DIALOGUE ON MIGRATION**

### **Intersessional Workshop**

#### **Migration and Development: Mainstreaming Migration into Development Policy Agendas\***

#### **Diasporas as Agents of Development**

*Notes for presentation by IOM on the initial analysis of the questionnaires*

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## Engaging Diasporas as agents for development

### 1. Slide 1 Introduction

This presentation introduces the preliminary results of the questionnaire entitled “Engaging diasporas as agents for development for home and host countries”.

The questionnaire has been addressed to IOM member states and observers in order to collect useful information on policies engaging diasporas for development and we are pleased to report back to you today on these first results.

### 2. Slide 2 Outline

The presentation will address the following points:

1. Objectives
2. Responses
3. Trends and examples
4. Obstacles
5. Priorities
6. Follow up

### 3. Slide 3 Objectives

The questionnaire was designed to meet seven specific objectives:

1. Take stock of **existing policies, institutions and laws** targeting diasporas as agents for development;
2. Understand and compare the different sets of **policies designed to manage relations with diasporas abroad and foreign nationals living on a country’s territory**;
3. Identify what are the **specific needs and priorities of IOM members and observers** on diaspora issues;
4. Identify how **migration and development** agendas are related and;
5. Understand through which tools and instruments governments interact with **diasporas for development**;
6. Identify **major obstacles** to involving diasporas in development policies or programmes (financial means, political problems, data limitation etc).
7. Define **regional trends**; if any



The questionnaire is composed of 18 questions. It is worth mentioning from the start that the questionnaire addresses the interests and concerns of both developed and developing countries.

#### 4. Slide 4 Respondents

45 Countries replied to the questionnaire in time for the conference, but the data from 3 countries arrived too late to be included in the analysis (*Indonesia, Sudan, Madagascar*). Since the conference four more questionnaires have been received (*Belgium, El Salvador, Italy*).

Here is the complete list of respondents. Please bear in mind that among them were 34 developing and 11 developed countries.

#### 5. Slide 5 General Outlook

95% of governments indicated that they do have policies and programmes related to diasporas abroad (see chart) and 76% had policies and programmes aimed at foreign diasporas on their own territory (see chart).

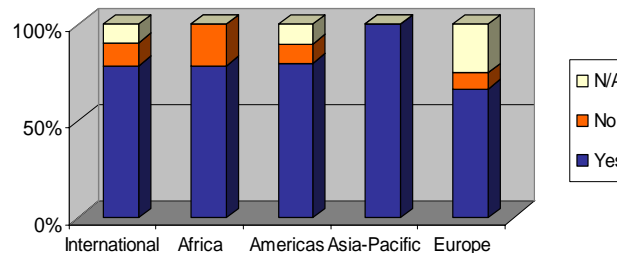
- So we can say that there is, overall,
  - A strong policy engagement in this area among respondents;
  - A great diversity of types of programs: here are some examples to illustrate this diversity, chosen at random: “*Colombia nos Unes (a governmental strategy covering a package of measures)*”, *Estonian Expatriates program*, “*Come Home*” campaign to Kenya, *Information centre for home coming Lithuanian*, *Summer Schools for young diasporas in Tunisia*, *Bosnian diasporas congress*;
  - A great diversity of sectors: from economy and politics to food, music, dance to religion, and charitable activities;
  - A clear dynamism: most countries say they have programs in the pipeline (in addition there are many programmes that were begun recently): *National Forum for Diasporas in Burundi*, *new 2010 Ukrainian Program*, *new Migration program in Chile*, *Qualification database and investment code targeting diasporas in Benin*, *capacity building and remittances in Sudan*.

#### 6. Slide 6 Data collection

This Chart shows that more than 70% of respondents say they collect data on diasporas abroad.  
**Policies Targeting Diasporas as Agents for Development:**



### 2004 Diasporas Questionnaire (42 Respondents)



#### Does your government collect data on your diasporas abroad?

A first question that arises from these results is how reliable, how accurate and how complete is this data. Further analysis is required to respond to this question.

A second major issue is to define who are these diasporas the governments say they engage with in diverse activities, they target through different programmes and they collect data about. Our questionnaire gave a very broad definition of diasporas “*people and ethnic populations that left their homelands, individuals and members of organized networks and associations maintaining links with their homelands.*” We highlighted the *transnational* dimension of the word.

It is readily apparent that governments interact with a diversity of stakeholders, and the diaspora communities they identify as partners, illustrate also their specific policy interests.

- Migrant workers’ associations (Indonesia);
- Students’ associations (Cote d’Ivoire, Ethiopia) and associations of young people (Lithuania);
- Community associations (Mexico);
- Business and professional associations (Tunisia);

There are insights into the level of organization of the diasporas: for instance the Mexican government interacts with what appears to be a well organized structure in the forum of the Consultative Council of the Institute of Mexicans Abroad;

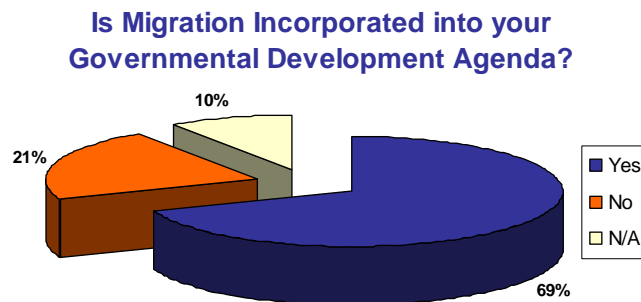
**And finally the questionnaire confirms the trans-national dimension of these networks as bridges between countries: in the case of Romania, for instance, there are references to Franco-Romanian, Australian-Romanian communities etc.**

Fewer than 40% collect data on their own diasporas’ educational and work qualifications, the countries that do so tend to be those that have active labour migration programmes.



Interestingly enough, while governments say that they collect data they also say, rather paradoxically, that collecting data on diasporas abroad appears as one of the most significant **obstacle** to policy development.

## 7. Slide 7 Is migration Incorporated in the development agenda?



This chart shows that:

- 69% of respondents answered affirmatively
- And most interestingly: 77% respondents among developing countries were affirmative versus 55% among developed countries (but keep in mind the sample, only 11 developed countries).

The main question is how migration is incorporated in the development agenda and here some trends can be identified:

- Through the articulation between education and migration: Admission of foreigners for studies and training (*Greece*);
- Through the relationship between employment and migration policies: labour mobility (*Azerbaijan, Australia*);
- Through the interest in the financial resources of migrants: remittance transfers (*Latin America*) attract FDI (*Zambia*) **and support business**;
- As a general policy objective (*Canada*).

But one must point out that despite the highly positive answers, the link between migration and development appears - on closer scrutiny - to be weak, recent or announced but not yet implemented. Further research on how concretely migration and development policies are related is required.

## 8. Slide 8 Are there any general policy trends according to the level of development?

High income:



- One can say that most developed countries are more concerned by the integration of foreign diasporas on their territories and developing policies that take in account ethnic diversity and multiculturalism;
- They are also more interested in promoting their identity (economic and cultural) abroad through their diasporas;
- But there is a clear awareness and increased interest in attracting their own highly qualified professionals to come back (*Australia*).

#### Middle and Low income

- Have a higher interest in diasporas as remittance senders;
- And encounter specific difficulties in engaging with diasporas because of the latter's reluctance to work with home government, and in identifying willing partners and interlocutors.

**It is worth noting that respondents, whether characterised by high, middle or low income are both sending and receiving countries and assert their double interest in the issue**

(Chart of High, Middle and Low-income respondents: high 26%, middle 36% and low 38%)

### 9. Slide 9 Who leads?

- We can first acknowledge the great number and diversity of institutions in charge of diaspora questions. This illustrates one of the greatest challenges and difficulties of developing pro-diasporas policies: how to coordinate so many different stakeholders?

#### Examples:

- Ministry of Exterior and Foreign affairs: *Costa Rica, Pakistan, Hungary*
  - Ministry of Interior: *Macedonia, Lithuania*
  - Ministry for Foreigners: *Cape Verde, Haiti*
  - Ministry of Immigration/Migration: *Australia, Canada, Germany*
  - Ministry of Labour and social affairs: *Bulgaria, Thailand, Pakistan*
  - Ministry for Population and Ethnic Affairs: *Estonia*
  - State Committees for migrant workers: *Azerbaijan*; Authority dealing with Irregular migration and trafficking: *Bosnia*; Authority dealing with Nationalities and Migration: *Ukraine*; Agencies for Refugees: *Kenya*; Displaced people administration: *Zambia*
- Second, we can identify the emergence of specific pro diasporas units within ministries, targeting specifically diasporas abroad. This is a recent trend as many of these structures were created after 2000 (*Ethiopia, Lithuania, Bulgaria, Peru, Serbia Montenegro*).



- Third, the responses underline the key role of representations abroad: consulates and embassies are identified as major players in reaching out to diasporas. *Peru* for instance has defined a new key role for Consulates.
- Fourth, it clearly appears that institutions in charge of dealing with diasporas abroad (foreign affairs) are markedly different from those dealing with foreign diasporas on the territory (interior, migration, border control), and there are very few exchanges of experiences.
- This is why for some countries, we received more than one questionnaire and we realized that one was filled on diasporas abroad and another on foreigner diasporas.
- Finally, we appreciate the co-ordination effort made by some countries towards the completion of this questionnaire: Romania, Serbia.

This exercise calls attention to a real need for co-ordination and information exchange.

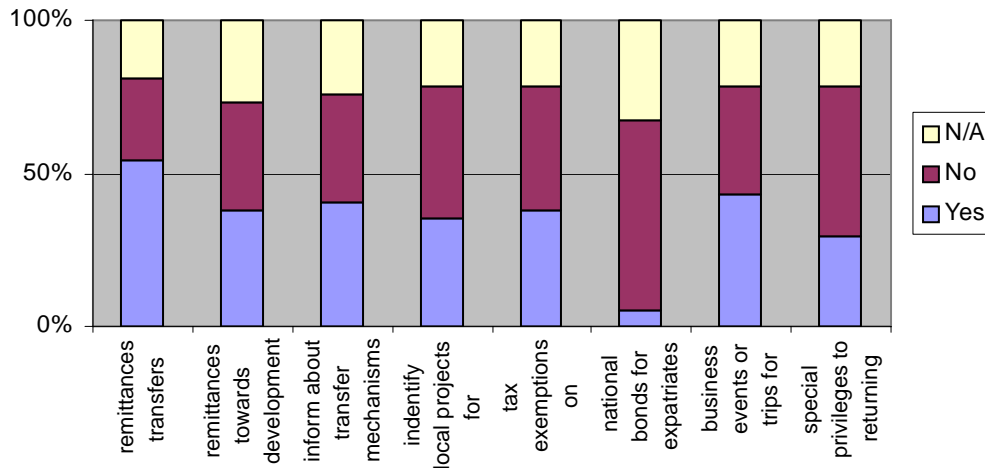
## **10. Slide 10 Focus on diasporas abroad**

From this first analysis it appears that governments deal with their diasporas through some direct types of measures (governmental measures, policies, projects, direct financing) and some indirect measures that attract diasporas (right to vote, property rights, creation of a favourable investment climate etc).

The granting of dual citizenship (illustrated in this chart) appears as the most significant measure, at the same time symbolising the double belonging of diasporas, and facilitating investments in home countries. Many countries granted it very recently (*Philippines 2003, Burundi 2000*).

Countries often seem reluctant to grant direct “financial support” to organizations for diasporas abroad.

## **11. Slide 11 Tapping into financial capital**



- This chart demonstrates a high level of interest in **remittances**. Management: 55 % of respondents say that they do facilitate transfers.

- In particular, **Latin American** countries respond in more concrete terms than other countries about how they tap into the financial capital of diasporas: *Colombia, Honduras, Chile* point to their specific agreements with banks and consulates designed to facilitate transfers.

- Fewer countries respond that they **channel remittances towards development**. However the questionnaire provides some examples of **innovative programmes**: *Mexico* (Programa Iniciativa Ciudadana Three plus one); *Peru* (“Solidarity with my people”); *Bosnia* (Foreign direct investment agency specialized in diasporas); *Sierra Leone* (Remittances for poverty alleviation projects).

- Very few respondents offer financial packages such as special bonds to attract diasporas (fewer than 10 %) or offer tax exemptions (fewer than 35%).

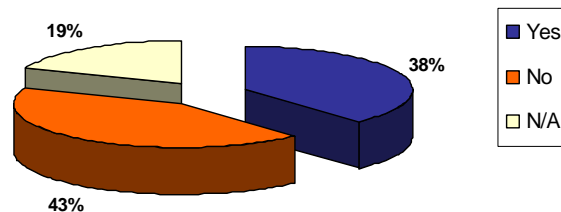
## 12. Slide 12 tapping into the human capital

This pie shows that 38% of respondents say that they do collect data on the qualifications of the members of their diasporas.





### Collection of Data on Diasporas Qualifications



- Two sectors of priority interest appear throughout the responses we received, across developed and developing countries and regions: **Medical sector and research** (education and IT) professionals.
- Many countries work with professional associations (*Ethiopian* Health professionals in *Sweden*, *Zambian* and *Cape Verde* medical professionals in the EU); *Australia* has two fellowship initiatives for expatriates, funded by the National Health and Medical Research Council; *Germany* attracts academic and scientific experts from its diasporas in the US.
- The questionnaires offer many examples of innovative programs targeting human resources: *Côte d’Ivoire* organizes an annual seminar in Diasporas qualifications, *Bangladesh* has built a Job specification Database, *Zimbabwe* leads research on “brain drain”, *Tunisia* has built up a “data base of competences”, *Pakistan* has developed a National Talent Pool, and *Lithuania* has a programme focussing on “Returning brains into Lithuania”. However, it is difficult to assess the effectiveness of these programs from the responses received, and closer investigations are called for.
- There are quite a number of temporary return programs (*Mozambique*, *Zambia*, *Azerbaijan*, *Cote d’Ivoire*, *Cape Verde*, *Lithuania*, *Rwanda*, and *Tunisia*). Return migration programs are not rated as a priority for the majority of respondents. This issue requires further analysis.

### 13. Slide 13 **Innovative partnerships** are of key relevance to diaspora policies

The questionnaires show some interesting trends and practices:

- Most low and middle-income countries have formed a partnership with **international organizations**, most commonly with UNDP (TOKTEN) and IOM (MIDA) but also with ILO, IMF, World Bank or UNHCR.

One important finding is that **Chambers of Commerce** appear as significant diaspora partners: (*Bilateral Chambers of commerce USA-Bangladesh*; *British-Bulgarian Chamber of Commerce*; *Sierra Leonan Diasporas Council in Chamber of Commerce*, *Network of Colombian Chambers of*



*Commerce*). The clear suggestion is that chambers of commerce hold great potential as actors in the field of migration and development.

- Public institutions are quoted as partners by a number of countries, in particular schools, universities and hospitals (*Tunisia, Estonia*)
- Local development agencies: *Pakistan* works with the National Foreign Talent pool program
- International development agencies: DANIDA, USAID, Aus Aid
- Financial intermediaries: Home link (*Zimbabwe*), Forex (*Sierra Leone*) Interbank (*Peru*)

**A major question we wanted to raise through this research is: do host and home country really engage in partnerships**, given that collaboration between receiving and sending countries is acknowledged as one of the keys to effective diaspora resource management.

The questionnaire does provide examples of countries who say they do have this type of partnership: *Greece with Bulgaria, Indonesia with South Korea* etc. but overall it would appear that collaboration is limited as well as difficult to establish. The lack of collaboration between host and home countries is identified as a major obstacle to developing policies towards diasporas (*Pakistan Mexico, Portugal*).

**The responses show a clear correlation between partnerships between home and host countries and labour migration dynamics** (*Ukraine signed 16 bilateral treaties on mutual employment and/or social assurance*). In other words, countries of origin with active labour migration programmes are more likely to seek partnerships with countries of destination. Recruitment agencies are increasingly involved in such partnerships (*Cape Verde, Cote d'Ivoire*).

And a final key finding on partnerships: within the broad issue of partnerships with diasporas representations, diasporas appear as privileged **business partners**. This goes beyond remittance transfer, towards other broader areas of financial activity such as trade exchange and foreign direct investment. A very high number of governments identified **business associations, networks and clubs** among their diaspora partners (*Pakistan, Sierra Leone, Colombia, etc*).

## 14. Slide 14 Main Obstacles

Governments were asked to identify obstacles to effective diaspora management within a list of 13 choices, and had the option of identifying additional obstacles.

### **The principal challenges identified were :**

- **Assessing** the diaspora's development potential, i.e. accurately identifying the resources it offers for development purposes
- **Mobilising finance for** governmental work with diasporas



- **Collecting** data
- Overcoming **competition** among diaspora groups
- Building partnerships with **home or host countries**

Other obstacles mentioned included the lack of communication among departments, community representatives and corporate actors.

## 15. Slide 15 Food for thought

### Some original issues appear from this survey:

- Among the respondent countries, 58 percent answered that they rate their government's measures/policies aiming to engage diasporas as partners for development as “successful or very successful”.
- However, many recognize the lack of evaluation tools and that their programs are not mature enough to enable meaningful evaluations to be conducted.
- One important question has to do with the long-term development impact of these programmes. In some cases it appears that attracting diasporas' resources can have important flow-on effects. The *Bosnian* “Foreign Investment Promotion Agency,” which is designed for the country's diasporas abroad contributes to broader FDI initiatives; programs designed to attract qualified nationals abroad can also attract non-nationals.
- Is technology in competition with policies? Australia pointed out that the development of communication systems at a global level makes it less clear what added value institutions can provide when markets, financial and commercial, already offer well defined opportunities.
- Gender issues: Only very few countries have a gender-specific programs or interlocutors. (*Indonesia, Thailand*).

## 16. Slide 16 Policy priorities

The analysis of responses shows that the key governmental priorities are:

- “To learn about other international good practices”
- “To improve capacity to implement and manage diaspora programmes”
- “To improve coherence between migration and development agendas”

It also shows that many countries have formulated diaspora-oriented policies or action programmes, but are yet to incorporate them within broader national level frameworks for development.



There are indications of differences in priority interests and concerns between government agencies, but the questionnaire may not have been sufficiently detailed to capture them accurately.

## **17. Slide 17 Policy needs**

**In response to the request for their key policy needs, respondents said that they would give priority to:**

- The design of a “policy guide” to incorporate diasporas in the development agendas;
- The identification of “good practices”;
- Increasing their government’s awareness of the development potential of diasporas;
- Identifying partners within diasporas;

In brief four large areas of need: **Knowledge; Exchange; Awareness; Evaluation**

## **18. Slide 18 Follow up**

Have the objectives been achieved? We have a limited sample, yet a set of representative responses and especially interesting case studies that can help us take forward this study. However a larger sample is needed to provide more accurate and reliable analysis.

We would like to thank the respondents and strongly encourage those who haven’t responded yet to do so that we can have a more comprehensive and a comparative view on policies engaging diasporas for development.

Thank you

# Diasporas as Agents for Development





# Outline of the Presentation

- **Objectives**
- **Responses**
- **Trends and Examples**
- **Obstacles**
- **Priorities**
- **Follow up**





# Objectives

- Take Stock of **Existing Policies**
- Survey Diasporas **Abroad** and Diasporas at **Home**
- Analyse **Needs and Priorities**
- Discuss Level of **Policy Integration**
- Investigate **Tools**
- Identify **Obstacles**
- Understand **Regional Trends**

... through **18** questions  
to both Developing and Developed countries





# 45 Respondent Countries

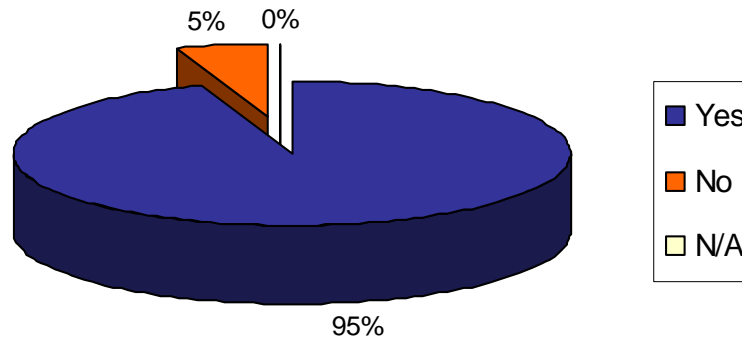
- **Africa and The Middle East – 16 Countries:** Algeria, Benin, Burundi, Cape Verde, Cote d'Ivoire, Ethiopia, Iraq, Kenya, Madagascar, Mozambique, Rwanda, Sierra Leone, Sudan, Tunisia, Zambia, and Zimbabwe
- **Americas – 10 Countries:** Canada, Chile, Colombia, Costa Rica, Haiti, Honduras, Mexico, Peru, Uruguay and Venezuela
- **Asia-Pacific – 7 Countries:** Australia, Azerbaijan, Bangladesh, Indonesia, Thailand, Pakistan, and Philippines
- **Europe – 12 Countries:** Bosnia, Bulgaria, Estonia, Germany, Greece, Hungary, Lithuania, Macedonia, Portugal, Romania, Serbia and Montenegro, and Ukraine



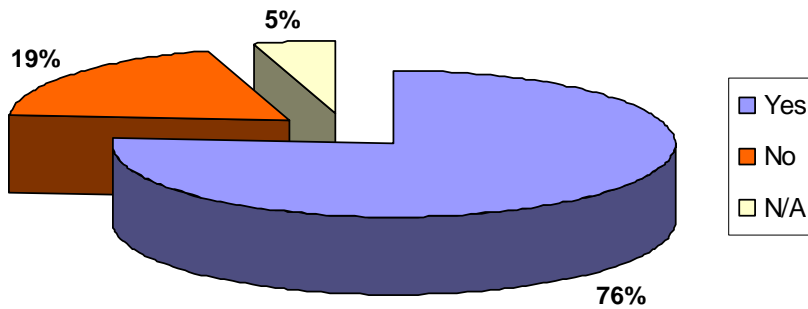


# General Outlook

## Government Engagement in Activities Regarding own Diasporas Abroad



## Government engagement in Activities Regarding Foreign Diasporas at Home

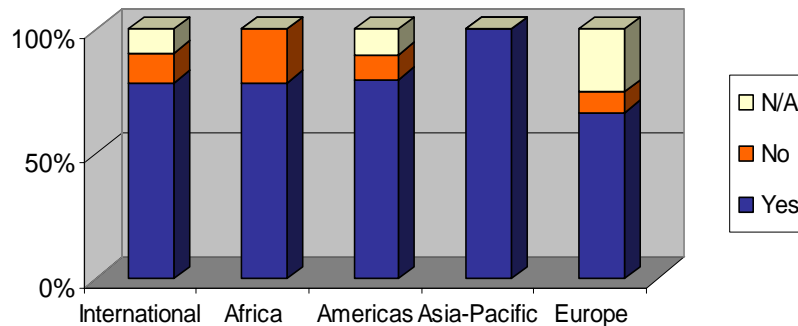


- Strong policy engagement
- Numerous specific programmes
- Many different sectors
- Dynamism : projects in the pipeline



# Data Collection

2004 Diasporas Questionnaire  
(42 Respondents)

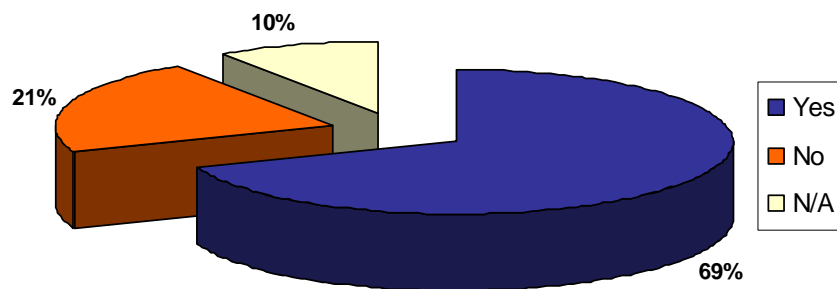


- Majority collects data
- Who are the diasporas abroad?
- Correlation: qualifications and labour migration
- Data: a major obstacle



# Is Migration Incorporated in Development Agenda ?

Is Migration Incorporated into your  
Governmental Development Agenda?



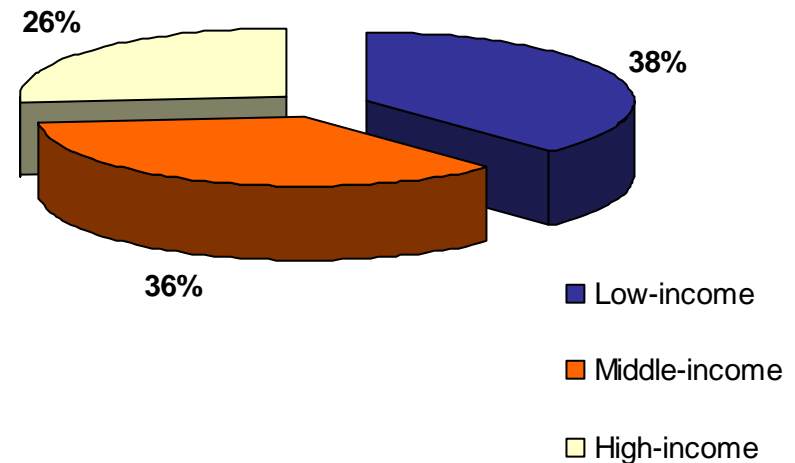
- **69% Affirmative**
- **77 % Developing\***  
**Countries**
- **55% Developed  
Countries**
- **How?**



# Differences according to Income Levels?

- High Income:  
**Pluralism and integration**  
Promote **national identity abroad**  
Relate with **highly qualified**
- Middle Income and Low Income  
Interest in **remittances**  
Diasporas reluctant
- **All engage with  
Diasporas abroad  
and foreign nationals**

Respondent Countries





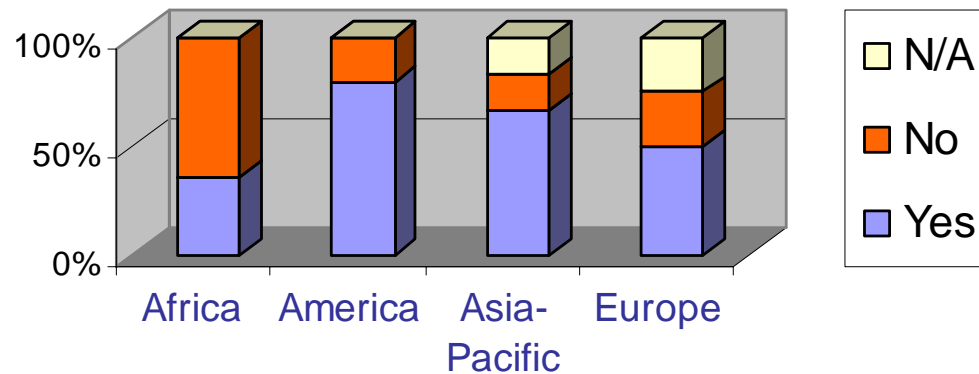
## Diasporas: who leads?

- **Diversity** of Institutions
- Rise of **Pro Diasporas** Units
- Key Role for **Consulates and Embassies**
- Separate Entities for **Integration** and **Diasporas**
- **More than One** Respondent
- **Coordination** Efforts



# Focus on Diasporas Abroad

## Recognition of Dual Citizenship (for own diasporas abroad)

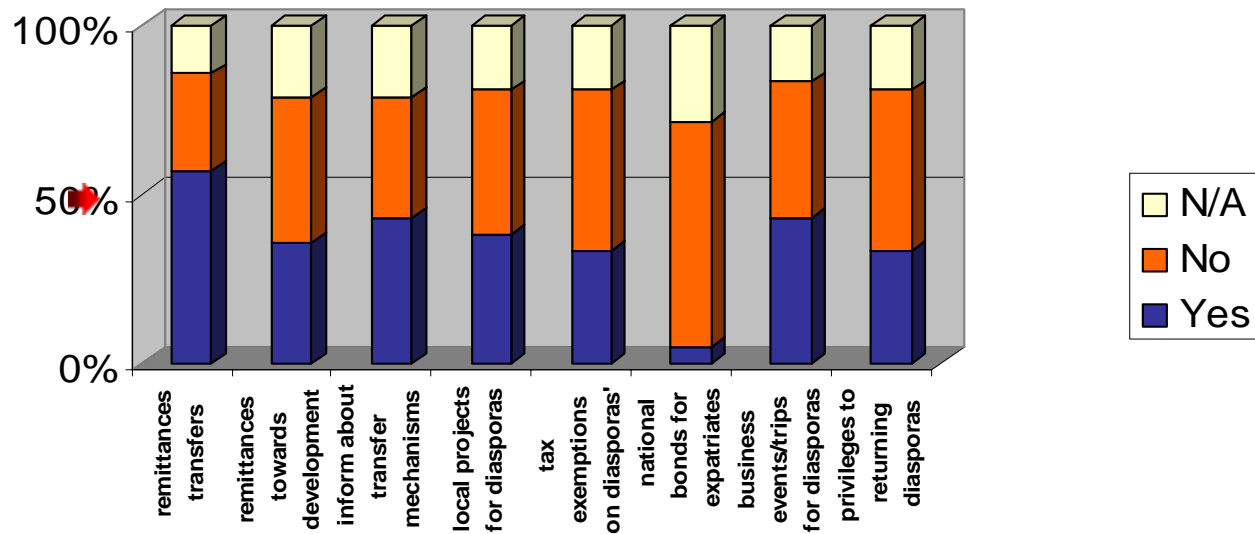


## Indirect Support



# Tapping into Financial Capital

## Types of Programmes Targeting Financial Dynamics of Diasporas

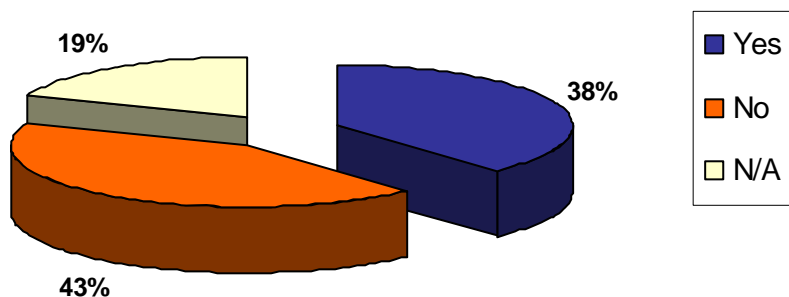


**Remittances ➡ Development ➡ FDI ➡ Business**



# Tapping into Human Capital

Collection of Data on Diasporas Qualifications



- Two Constants:  
**medical and research professionals**
- Examples of  
**Innovative Programs**
- Complexity of the  
**“Return” Option**







# Innovative Partnerships

- **International Organizations**
- **Chambers of Commerce**
- **Public Institutions**
- **Local Development Agencies**
- **International Development Agencies**
- **Financial Intermediaries**
- **Home and Host Governments**
- **Labour Migration**
- **Diasporas and Migrants as Business Partners**





# Main Obstacles

- **Assessment** of diasporas' development potential
- **Financing of** governmental work with diasporas
- **Collection of data**
- **Competition** among diasporas groups
- Limited partnership with **home or host countries**
  - ✓ Communication among departments, community representatives and corporate actors





# Food for Thought

- **50 %** rate measures/policies as (very) successful but ...
  - ✓ **Lack** of evaluation tools
  - ✓ Measures are **recent**
- Identified **additional development effects**
- Acknowledged relation with **labour** migration
- **Technology** in competition with policies?
- **Gender** specific approaches





# Policy Priorities

- Learning about **international good practices**
- Improving **governments' capacity** in diasporas programmes
- Progress on **coherence between migration and development agendas**

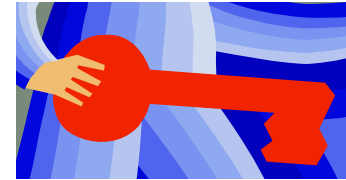
Priorities diverge according to sectors and stakeholders





# Policy Needs

- A “**policy guide**” to incorporate diasporas in development agenda
- Establish “**good practices**”
- Increase **governments’ awareness of diasporas’** potential
- **Identify** partners within diasporas



Knowledge

Exchange

Awareness

Evaluation





# Follow up

Are the objectives achieved?

Thank you

