

DIALOGUE ON MEDITERRANEAN TRANSIT MIGRATION (MTM)

STRENGTHENING AFRICAN AND MIDDLE EASTERN DIASPORA POLICY
THROUGH SOUTH-SOUTH EXCHANGE
(AMEDIP)

AMEDIP WORKSHOP

INTER-INSTITUTIONAL COORDINATION ON MIGRATION AND DEVELOPMENT

GAMMARTH, TUNISIA, 7 - 8 NOVEMBER 2012

Final Summary of Discussions

The second AMEDIP workshop on Inter-Institutional Coordination took place in Gammarth, Tunisia, on 7-8 November 2012. The workshop was hosted by the Tunisian Ministry of Foreign Affairs and organised by the International Centre for Migration Policy Development (ICMPD) and the International Organization for Migration (IOM).

The workshop gathered representatives from the 13 AMEDIP Focus Partner States: Algeria, Cape Verde, Egypt, Ethiopia, Ghana, Kenya, Lebanon, Mali, Morocco, Niger, Nigeria, Senegal, and Tunisia. Representatives from Donor countries (France, Italy, and Switzerland) and organisations (Delegation of the European Union, EUROMED Migration III, GIZ, JMDI, and the League of Arab States) also participated in the event.

The opening session included welcome remarks from the Tunisian Secretary of State on Migrations, followed by interventions from the Swiss government, ICMPD, and IOM. It was followed by a state of play of the AMEDIP project.

The workshop focused on Inter-Institutional Coordination for Migration and Development, and particularly dealt with:

- The need for comprehensive diaspora policies;
- The existing inter-institutional mechanisms for the coordination of diaspora policies;
- Cooperation with non-governmental and inter-governmental actors for migration and development;
- Practices of inter-institutional cooperation in relation to migrant remittances, diaspora investment, and philanthropic interventions; and
- Practices of inter-institutional cooperation in relation to diaspora skills.

Session I: Inter-Institutional Coordination: Comprehensive Diaspora Policies and Institutional Mechanisms

Whereas there is a rising debate about cooperation at the bilateral, regional, and interregional level, **very little discussion is taking place within individual countries.** In this respect, the first session offered the participants a clear definition of inter-institutional coordination. Migration calls into question a variety of fields and, by extension, a variety of governmental institutions and departments as well as other key stakeholders (including intra- and supra-national agencies and non-governmental actors active in a national context). Inter-institutional coordination is defined as the ability of a country's state institutions to respond to this transversal, cross-cutting nature of migration. **Inter-institutional coordination is therefore a means to measure capacity in migration and development.**

Session I was preceded by a presentation of four different inter-institutional coordination systems, including two from AMEDIP Focus Partner States (Ethiopia and Tunisia). The Ethiopian government chose a **decentralised approach of inter-institutional coordination.** While there is a Directorate General for Expatriate Affairs at the Ministry of Foreign Affairs that deals with diaspora policy at the federal level, an important mandate is given to the regions which have set up Diaspora Coordination Offices. These offices are responsible for liaising with and advising the diaspora willing to invest in community projects or to set up new businesses. Tunisia, on the other hand, has adopted another model of inter-institutional coordination. After the Revolution, a Secretariat of State for Migration was created, with the aim of reframing migration policies and favouring inter-institutional coordination. The Secretariat has currently one institution dealing with policy implementation and is planning on setting up two more in 2013 (an Agency for Migration and Development and a National Observatory for Migrations). A **Technical Committee for Emigration** has also been established, implicating various ministries and governmental institutions giving their opinion on all documents that have implications for migration. The Committee has dedicated ministerial colleges and will issue a yearly migration report.

The presentation on the inter-institutional coordination systems of Ethiopia and Tunisia (alongside those of France and Switzerland) was followed by an open discussion to which various participating countries contributed with insight from their own diverse experiences.

The case of Senegal, where the formerly separate Ministry for the Senegalese of the Exterior is being absorbed within the Ministry of Foreign Affairs, has shown the value of **working with institutions that already exist** and exploiting available know-how. As migration concerns a number of different ministries, it is important that they meet regularly and discuss policy issues so that pre-existing frameworks can be revisited and revised according to migration-related needs. For instance, the Ministry of Foreign Affairs might struggle to think independently about labour options for migration, whereas consultation and exchange with the Ministry of Labour may allow adapting already established options to the specificities of migration.

Some countries have set up joint-committees. In Lebanon, for instance, the joint-committee is managed by the Ministry of Foreign Affairs and the Ministry of Interior, but the former takes final decisions. The diaspora has also established its own autonomous organisations. They have signed a protocol with the government to define joint interests.

AMEDIP Focus Partner States agreed that it is necessary for all the institutions involved in the migration-and-development nexus to exchange their experiences in order to elaborate a comprehensive policy addressing the diaspora.

In that sense, **Morocco has adopted a proactive approach to inter-institutional coordination and integrates migration policy in its development policies.** The Ministry of Moroccans Abroad is responsible for inter-institutional coordination mechanisms, including various dimensions: political and institutional, economic (remittances, investment), scientific and research, social (reintegration), and societal (religion, culture). The outreach policy as well as an efficient communication are further key elements for a good policy implementation. Moreover, inter-institutional coordination creates bridges that are necessary for synergies between initiatives and to avoid duplication of work.

The Ghanaian government established a Migration Unit within the Ministry of Interior in 2008. They also set up a **Ministerial Committee** composed of representatives from 11 ministries and 3 organisations. **This Committee led to the drafting of a national migration policy**, to be reviewed by legal experts and to be published soon. The next step forward is to create a Ministry charged specifically with diaspora affairs.

In Kenya, like in most countries, various ministries are involved with migration issues. The Ministry of Foreign Affairs, through its Diaspora Directorate, is in charge of the coordination between all the relevant stakeholders. The main challenges faced by the Ministry are the **lack of appropriate capacities, knowledge, and tools to thoroughly deal with diaspora issues.** In this sense, the government, supported by the World Bank, is developing [Kenya's Diaspora Engagement Strategic Policy Framework and its associated Action Plan](#) (EN).

In Mali, inter-institutional coordination involves actors at three levels:

- Governmental: Ministry of Malians Abroad, other departments dealing with migration, technical services, agencies such as for the promotion of investment, programmes for the promotion of co-development, CIGEM, strategic framework for poverty reduction and economic growth in which migration results as an independent item;
- Civil society: Associations of national interest, Federation of African Communities in Mali, social partners such as trade unions and employers; and
- Technical and financial partners: International agencies such as IOM etc., but also financing agencies involved in multi- and bilateral cooperation at the level of the African Union, etc.

To coordinate all these institutions and organisations, Mali has set up a **National Coordination Framework** and elaborated a **National Migration Policy** that sets the main priority axes, which is in the process of being adopted.

In Cape Verde, **relevant institutions meet in thematic working groups** (security, economy and labour, research, production and dissemination of data, etc.) that meet once a month.

The Nigerien government is currently implementing a pilot project aiming to strengthen its capacities to mobilise and strengthen its ties with the Nigerien diaspora by creating a reception and referral office for Nigerien migrants. This office will provide information, consultation and referral services to Nigerien migrants who wish to contribute to the socio-economic development of Niger. Through this initiative, the Nigerien government furthermore aims at serving as confidential computerised data base on available profiles and skills available within the diaspora that Niger could call upon in case of need.

Finally, in Algeria, the Ministry of Foreign Affairs represents the nucleus for inter-institutional coordination. In addition to its diplomatic and consular representations, it comprises special coordination entities like the Secretary of State in charge of the National Community Abroad, the Directorate General in charge of the National Community Abroad, and the Directorate General for Legal and Consular Affairs. Beyond the technical ministries and public bodies concerned with the issue of migration and development, the members of the National Community Abroad benefit from an important relay at national level through their elected representatives in the Parliament (08 members). All these institutional and organisational actors follow a common approach with regards to the analysis and survey of the strategic promotion of contribution to the national development by the National Community Abroad. However, it should be stressed that certain problems and challenges arise in the context of coordination, mainly when it comes to creating real synergies between the different actors, ensuring a follow-up to the recommendations given, and training the government officials working with the National Community Abroad.

Algeria has moreover implemented a number of tools and techniques to ensure an efficient inter-institutional coordination:

- A regulatory framework of intersectoral collaboration;
- Institutional focal points;
- Communication and information networks (in particular the various websites)M and
- Different national gatherings on migration issues (University, Parliament,...).

Consideration is also being given to the creation of an advisory Council for the National Community Abroad through the Secretary of State charged with the National Community Abroad, as well as a web portal. In order to elaborate reliable migration profiles, despite its efforts, Algeria needs the support of hosting countries to complete its own statistical data which are mainly provided by its diplomatic and consular representations. At another level, Algeria needs to set up a national evaluation system in order to measure the different contributions of Algerians abroad to the development of the country. The creation of data bases will help achieving this goal. It furthermore needs to measure the impact of Algerian migrants (Algerian or binational) on the development of the hosting country in the fields of economy, science, sports, and others.

Session II: Cooperation with Non-governmental and Inter-governmental Actors

Session II was introduced by a presentation of the [EUROMED Migration III](#) (EN). Strengthening the process of evidence-based policy-making capacities will be the focus of the EUROMED Migration III in the coming two years. The migration profile process was launched in October in Brussels. Willingness, leadership, ownership, and responsibility are considered key requirements for participating countries. From a methodological perspective, the focus will be on technical training for institutions (rather than individuals), providing capacity building support that translates into a self-learning approach. The programme is organised in four main stages: 1) information collection (why, for what purpose); 2) information compilation and dissemination (must be in line with the identified purpose); 3) information analysis (responsibility of authorities in the states involved, according to their own priorities and perceptions); and 4) information processing (information is turned into action and concrete results). The project aims at shifting policy-making from a process addressing what ‘we think we need’ to a process addressing what ‘we know we need’. Along the process, states identify what their needs are, what is already available, and what can respond to their needs.

AMEDIP Focus Partner States have different cooperation mechanisms with inter-and non-governmental actors. In the discussion, some of the participating countries shared their cooperation systems:

Lebanon established a Directorate General of Emigrants within the Ministry of Foreign Affairs and Emigrants. The Directorate General deals with the relation with the diaspora, protects their rights, and ensures protection in war times (e.g. in Libya and in Ivory Coast). The Directorate General is in charge of all issues related to the diaspora and organises activities to reinforce the link with Lebanese emigrants. **Migrant associations have signed a protocol with the Lebanese government** to define joint interests.

The government is in the process of building new bridges with its diaspora and has encouraged it to establish associations, chambers of commerce, and alumni associations in destination countries.

In 1985, an association for the Egyptian migrants was established in Egypt, named 'The Egyptian Association for the General Union of Egyptians Abroad' with the aim of assisting governmental associations to develop migration policies taking into account problems faced by Egyptians living abroad. Unfortunately, and due to administrative problems within this association, it did not achieve its mandate. The Egyptian government tried several times to support it, but failed; now it tries to provide support by improving its regulatory framework. The Egyptian government noticed that Egyptians living abroad do not liaise with consulates and embassies very much, which calls for the need to uphold the role of these Egyptian institutions to reach and communicate with the Egyptian migrants. In fact, some countries, e.g. countries in the Gulf, do not allow the establishment of such associations. The Egyptian government is currently engaging in dialogue with these countries to overcome the ban and find a way of reaching out to Egyptians living there.

In Ghana, the government has completed a [Diaspora Engagement Programme](#) (EN), with support from IOM. Inspired by the African Union's definition of the African diaspora as the 6th region of the continent, Ghana's Diaspora Engagement Programme recognises the diaspora as the 11th region of Ghana (alongside the 10 regions that make up the country's administrative territory). This initiative has strengthened the relationship between the government and the civil society by establishing a dialogue to better channel diaspora contributions. The main outcome was the establishment of a [Website dedicated to the Ghanaian diaspora](#) (EN).

In Mali, there are two sorts of non-governmental actors: there are migrant associations with umbrella organisations in each country of destination and a secretariat based in Mali, but also an **institutionalised mechanism for consultation** which brings all actors together (state and non-state actors, international agencies). This mechanism proved particularly useful in the elaboration of the National Policy on Migration, as the process benefitted from **inputs produced at various levels** (governmental, non-governmental, etc.) and favoured the building of a broad consensus. Malian authorities also rely on **migrant associations to reach out to the diaspora**.

Algeria collaborates with associations of Algerians abroad (researchers, scientists, academics, business men, traders, artists, cultural leaders...). On this basis, in the framework of its activities, the Secretary of State charged with the National Community Abroad plans to federate national competences abroad so as to serve the interests of the country, to promote community networks, and to develop the associative movement. At multilateral level, Algeria is involved in different frameworks of regional and international collaboration. It coordinates with the different actors at supra-governmental level (United Nations, European Union (EuroMed Migration III), partners in the Mediterranean region (5+5, Union for the Mediterranean...), African Union, Arab Maghreb Union, League of Arab States, Organisation of the Islamic Conference...) with regards to general migration issues and migration and development in particular. In this context, Algeria strives to reinforce the links to the associative movement of Algerians

residing abroad. It contributes to refocus the different thematic discussions on migration and development on regional and international bodies.

Some challenges expressed by Cape Verde are common also to several other AMEDIP Focus Partner States. They include the difficulty to put in a place a community consultation process due to **limited technical capacities of diaspora organisations**, and the issue of the **representativeness of diaspora interlocutors**. On this issue, Cape Verde shared an interesting case where two competing federations of Cape Verdeans abroad were created in a same country. Differences in goals and vision not only between the government and diaspora associations, but also between diaspora associations themselves represent key difficulties in consultation efforts.

In Senegal, the [High Council for Senegalese Abroad](#) (FR) represents the diaspora vis-à-vis the state. It collects and disseminates information, and formulates recommendations in the elaboration of diaspora policies. Problems, however, have arisen following the recent change in government as current members, appointed by the previous government, are now contested by the government which is currently in power. Another issue concerns the **difficulty to communicate with diaspora organisations**. To reinforce cooperation with the civil society, **non-governmental organisations take part in the Steering Committee of migration and development projects**.

In Lebanon, the [World Lebanese Cultural Union](#) (AR, EN, FR), an NGO linked to the government through a cooperation protocol, is organised in **continental councils, national councils, and city councils** in countries of destination with a significant Lebanese diaspora. The Lebanese government furthermore works closely with the Lebanese Chambers of Commerce and professional associations, and aims at **targeting its policies in line with the diaspora's needs**.

In Morocco, the government has opted for strategic partnerships with migrant associations and involves civil society in project implementation. The government follows a **territorial decentralised approach**. Key actions carried out in this context are, inter alia, the programme for structuring the associative fabric of Moroccans abroad, the Call for projects programme as well as the programme for the mobilisation of migrants' associations for local development.

The [European-wide African Diaspora Platform for Development](#) (EN) is illustrative of collaboration between governments, civil society, and international organisations. **The platform provides some tools to reach out to the diaspora and to share experiences amongst diaspora associations**.

AMEDIP Focus Partner States recognised that cooperation with supra- and non-governmental actors is an added-value for migration and development. The collaboration with supra-governmental bodies takes place at **three different levels: complementary approaches, financial support, and concrete programme implementation**.

Session III: Practices of Inter-Institutional Coordination in relation to Migrant Remittances, Diaspora Investment, and Philanthropic Interventions

One of the challenges with **channelling remittances** is to make sure that they are **used towards productive investment**. AMEDIP Focus Partner States have introduced various incentives and mechanisms to promote investment projects requiring specific forms of inter-institutional cooperation.

The Algerian delegation first specified the concept of 'remittances' according to the definition of the IMF (5th amended version). According to this definition of formal data (Bank of Algeria, World Bank), a continued upward trend in remittances over the last ten years can be observed. This increase is mainly related to the existence of a formal remittances collection network and the establishment of private banks and Western Union branches as well as the constantly expanding postal services, covering the whole national territory. The existence of a mechanism to incentivise investments by the Algerian National Community Abroad should be noted. The philanthropic contributions are also increasing, particularly in the field of IT, health, and social services (particularly in case of natural disasters).

In Senegal, 95% of remittances were used for consumption. In order to incentivise the diaspora, Senegal has established a [Diaspora Investment Fund](#) (FR) which **invites migrants to channel their financial resources towards productive investments**. Another initiative is the [PLASEPRI](#) (FR) programme, which assists the Senegalese based in Italy to pursue investment projects in Senegal. The PLASEPRI initiative involves inter-institution coordination between the Ministry of Foreign Affairs and Senegalese Abroad, the Ministry of Finance, and the Ministry for SMEs. The project also involves migrants associations in Italy.

Tunisia drew out the same report: **very little is invested compared to what is consumed**. That is why the Tunisian government is currently establishing the Agency for Migration and Development, the ambition of which is to coordinate different agencies and to orient them towards a better use of migrant resources. The Agency will also focus on mechanisms to reduce the costs of remittances and to promote investment projects beyond the area of Tunis. At the moment, the French [Immigration and Integration Office \(OFII\)](#) (FR) provides support to Tunisians who wish to set up a business or transfer technologies in Tunisia.

More recently, the number of **professional associations of Tunisians living abroad** has started to increase. These associations usually target regions of origin of migrants and complement bilateral cooperation between states with a **decentralised approach**.

In Morocco, the institutional coordination set up by the Ministry of Moroccans Abroad has allowed to establish tight cooperation between the ministry and private and public institutional investors concerned by the capitalisation of remittances and diaspora investments. The aim is to mobilise savings for the benefit of the national economy, reduce remittances transfer fees as well as further attracting remittances flows into formal channels.

Key actions carried out in the context of promoting and coordinating migrant investment projects are, inter alia, the 'MDM Invest' Fund and the programme promoting the creation of 1000 small and medium-sized enterprises (SMEs) in Morocco by Moroccans living in France.

Mali has focused on working with money transfer companies, banks, and post offices to reduce the cost of remittances and to limit the use of informal transfer channels. The government and money transfer companies agreed on a **taxation reduction** to reduce costs and thus facilitate productive investments. The government, in partnership with UNDP, implements the [TOKTEN programme](#) (FR), which focuses on the transfer of knowledge through Malian expatriates. Through this programme, Malian experts can engage in missions in Mali in the health, education, and agriculture sectors.

The Egyptian Ministry of Finance, along with the Central Bank and in partnership with destination countries, has reduced transfer fees and given **incentives for investment in housing and heavy industrial sectors**. The government also trains potential migrants about the legal way to transfer money and the best ways for investment.

Similar initiatives are carried out in Senegal (where courses for migrants are provided) and in Cape Verde (where courses on entrepreneurship are offered).

While some progress has been made to channel remittances and canalize know-how, remittances remain in the private domain, and it is still **difficult to align national development priorities with the private investment aspirations of migrants**.

Session IV: Practices of Inter-Institutional Cooperation in relation to Diaspora Skills

Institutions of AMEDIP Focus Partner States not only have strived to improve formal transfer channels, but they are also working to mobilise the diaspora to share their expertise and know-how.

In this regards, TOKTEN proved to be a successful programme in which migrants' skills could be put to use in their home countries. Malian **expatriates, for instance, can engage in short term missions** to support Malian institutions in different fields through the TOKTEN programme. The programme proved very successful, especially in the health and education sectors, two sectors in need of qualified workers and where expatriates can share their skills.

Niger also benefited from the TOKTEN programme, particularly with the Nigerien diaspora based in Canada providing distant-learning courses. In Senegal, the University and private companies benefited from the knowledge and skills of the diaspora, and the engagement of qualified diaspora members even led to the permanent return of some migrants to Senegal.

The Egyptian government realised the importance of brain-drain. The government believes that in return, skilled migrants will bring benefits to their country of origin. There are many examples like the [Zewail City of Science and Technology](#) ([AR](#), [EN](#)) and others which the Egyptian government gives support and facilitation in order to maximise the benefits from their expertise in fields such as research, health, and agriculture, etc.

In Morocco, the mobilisation of Moroccans expatriates' skills is one of the key priorities of the 5-year-plans of the Ministry of Moroccans Abroad. The adopted approach is centred on four main pillars, namely (1) to identify and compartmentalize the Moroccan demand in terms of research, education, expertise, and even investment, the latter for each of the sectoral plans of the government, (2) to provide support in the structuring of thematic or geographic networks, (3) to adopt a cooperative approach for its projects, and finally (4) to mobilise the human and financial resources necessary for their implementation.

Finally, the Algerian delegation prefers the term 'mobility of competencies' rather than 'transfer of competencies'. With regards to the issue of 'brain-drain', Algeria is of the opinion that the responsibility is shared between Algeria and the hosting countries which develop an active migration policy on competencies of Algerians. It can also be noted that Algeria has set up a mechanism for the mobility of competencies at a general level and especially for trainers and researchers, whatever discipline they are specialised in. This freedom of movement is complemented by the grant of significant financial support (grants, allowances) for trainings abroad. Furthermore, Algeria offers incentives for members of the Algerian community abroad with recognised competencies to make a contribution in the fields of higher education and scientific research in Algeria. Finally, Algeria has launched a portal for research programmes (covering all disciplines), comprising nearly 3000 projects and mobilising researchers within the Algerian community abroad.

Closing Session

The workshop was closed by statements from the Tunisian representatives, the AMEDIP Partner Agencies (ICMPD and IOM) and the Swiss Delegate who offered to host the next workshop, on North-South Cooperation, in Switzerland in spring 2013.

Recommendations

Some overall recommendations can be drawn up from the exchange of experiences that took place during the workshop, namely:

- 1) To ensure that all relevant stakeholders share the same understanding of inter-institutional coordination and are aware of its challenges

Inter-institutional coordination corresponds to the ability of a country's state institutions to respond in an integrated way to migration as an issue that cuts across different fields and areas. Ultimately, inter-institutional coordination measures a **state's capacity to respond coherently to the opportunities and challenges posed by migration for development.**

Inter-institutional coordination is not a final goal that can be achieved as such, but **it is a perpetual process** that is **subject to constant improvement** and **requires on-going effort.** This is due to two main reasons: a) migration is a constantly evolving phenomenon; and b) institutions and their personnel are in constant transformation.

Inter-institutional coordination, as it has emerged from the workshop, is **not limited to coordination between just state institutions;** coordination with **other key stakeholders** on the national scene is equally important. Many of the participants mentioned the **importance of partnerships with inter- and supra-national agencies** in supporting concrete initiatives, working together for instance in building institutional capacity and providing financial support. Many also mentioned the **importance of other non-governmental actors** (banks, trade unions, professional associations, chambers of commerce), **but most importantly migrants.**

2) To define shared aims of inter-institutional coordination

When setting up measures to improve inter-institutional coordination, it is important to clearly have in mind what the ultimate aims are:

- **Improving overall policy coherence.** In turn, better policy coherence translates into enhanced policy effectiveness.
- **Avoiding duplication and scattering of efforts,** thus achieving a more efficient use of existing resources in the implementation of concrete actions.

3) To identify priority areas that can help achieving improved inter-institutional coordination:

- Simplifying patterns and the number of actors will **simplify the participation of the diaspora** in national policies. By doing so, the policy drafting process will be simplified and it will facilitate the definition of policies that are closer to real needs.
- It is important to have a **global approach to migration,** which includes the development of a shared language amongst the stakeholders involved in the process. **Training courses and capacity building** are two key-elements of the process.

4) Some priorities were expressed by participants during the workshop:

- **Institutional simplification** and exchange of capacities (relying on existing institutions and capacities). Inter-institutional coordination may be enhanced by reducing the number of actors dealing with migration, and by concentrating efforts and actions on improving existing institutions in ways that can respond adequately to the challenges posed by migration.

- **Introduction of coordination mechanisms** (regulating the interactions between institutions vis-à-vis migration issues). Creating a pattern for sustained and regular meetings between relevant institutions increases the efficiency of inter-institutional coordination, as exchange of knowledge and information serves as a basis for better coordination in policy-definition as well as in concrete actions.
- **Institutional training & capacity building** (assessing existing capacities and identifying essential gaps). Efforts for institutional development and capacity enhancement should focus on those gaps that cannot be effectively addressed by existing institutions and their expertise/resources.
- **Mechanisms for diaspora dialogue/participation.** These help ensure that institutional efforts are truly a two-way process: it is a question of exchange, diaspora has obligations towards its home country, but also rights. Diaspora outreach has two aspects: on one hand, it is an issue calling for greater inter-institutional coordination *stricto sensu*, for instance in data collection and information sharing to know one's diaspora; on the other hand, it refers to coordination between the government and the diaspora. Main difficulties faced with respect to the latter have to do with the representativeness of the diaspora and the politicisation of the process.

Through the workshop, we have uncovered the black box of this unknown concept that is 'inter-institutional coordination', now it is a question of **taking the issue further**. AMEDIP outputs, such as the Registry of Institutional Priorities, the South-South Experts Exchange Mechanism, and the Pilot Projects will go in the direction of further concretising it.