E-Policy Brief Nr. 2:
The EU’s Migration and Development Policy – The Global Approach to Migration and Mobility (GAMM)

June 2012

www.ae-platform.org
“We are setting up a strategic policy framework for migration and development which is clear and consistent. The EU will be better equipped for migration governance at home and globally only if it further reinforces its dialogue and cooperation with partner countries. The new EU Global Approach to Migration and Mobility represents the strategic framework which is necessary to bring added value to the EU’s and Member States’ action in this area.”
- Cecilia Malmström, Commissioner for Home Affairs

Table of Content
Table of Content.......................................................................................................................... 2
1. Introduction.................................................................................................................................. 3
2. The EU’s Global Approach to Migration and Mobility (GAMM).................................................... 3
3. Analysis......................................................................................................................................... 6
   1. The migrant-centred approach of GAMM.................................................................................. 6
   2. The fourth pillar ....................................................................................................................... 6
      2.1 Diasporas as partners for development ............................................................................... 6
      2.2 Diaspora investment in the countries of origin.................................................................. 8
      2.3 Integration of ‘migrants’ in the European labour market..................................................... 8
      2.4 The downsides of migration ............................................................................................. 8
   3. Funding for diaspora organisations.......................................................................................... 9
4. Policy Recommendations .......................................................................................................... 10
5. Conclusion .................................................................................................................................... 11
6. References..................................................................................................................................... 12

---

1 EC Press Release, 18 November 2011; http://europafrica.net, 22-11-2011
1. Introduction

This is the second edition of a series of e-Policy Briefs published by the Africa-Europe Platform, a European-wide network of African diaspora organisations. The main purpose of these e-Policy Briefs is to enhance knowledge among diaspora organisations on key migration and development (M&D) policy issues as well as to raise policymakers’ awareness of the views of African diaspora organisations on key M&D policy issues.

E-Policy Brief Nr.1 contained an overview of EU documents published between 1999 and 2011. It dealt more into detail with the Thematic Programme “Cooperation with Third Countries in the Areas of Migration and Asylum” (Strategy Paper until 2013) and the “Africa-EU Strategic Partnership 7: Migration, Mobility and Employment Partnership” (Action Plan until 2013) which are part of the EU Global Approach to Migration.

2. The EU’s Global Approach to Migration and Mobility (GAMM)

Since 2005, approximately 300 migration-related projects in non-EU countries have been funded by the European Commission, amounting to a value of € 800 million (see MEMO/11/801 for some concrete examples). The evaluation of the Global Approach to Migration (GAM) carried out in the first half of 2011 confirmed the added value of this strategic framework. Moreover, the evaluation indicated a need for stronger policy coherence with other relevant EU policies and a better thematic and geographical balance. As a result of this evaluation and triggered by the need for a coherent and comprehensive migration policy for the EU, the Commission issued on 18 November 2011 the Communication “The Global Approach to Migration and Mobility” (GAMM) as the basis for a renewed, more strategic and effective future application of the GAM. (COM(2011) 743 final: 6,7)

Moving forward with the Global Approach to Migration, the Commission published a Communication entitled “The Global Approach to Migration and Mobility” (GAMM) in November 2011.

The aim of this e-Policy Brief is to have a closer look at this Communication from the perspective of the African diaspora and to formulate practically orientated policy recommendations for policymakers.

A number of African diaspora experts have been contacted and asked to complete a questionnaire about GAMM. The input from the experts fed into the analysis and the recommendations following the descriptive part of this e-Policy Brief. The suggestions collected from the diaspora may have the potential to improve the practical implementation of GAMM.

If you are interested in contributing to upcoming e-Policy Briefs or if you have ideas for future topics, please contact us by e-mail: info@ae-platform.org.
The thematic priorities of GAMM are expressed in four equally important pillars:

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

The third pillar is a new pillar added to the three other pillars which were already part of the GAM.

Out of the four pillars listed above, the fourth – maximising the development impact of migration and mobility – is of particular interest for this e-Policy Brief. The operational priorities of this pillar which are outlined in the Communication from the Commission are listed in table 1.

The geographical priorities are sustained by implementing regional and bilateral dialogues. Regional dialogues concerning Africa are the EU-Africa Strategic Partnership on Migration, Mobility and Employment and the Rabat process for Western Africa. The possibilities of an additional sub-regional framework in the Horn of Africa and East Africa have to be further explored by the EU. With a limited number of key partners the EC has established bilateral dialogues to complement the regional processes. Nigeria and South Africa are examples of African countries with which bilateral dialogues are put in place.

As implementation mechanisms for GAMM, the Commission proposes an extensive set of knowledge, dialogue and cooperation tools and two tailor-made partnership frameworks, Mobility Partnerships (MPs) and Common Agendas on Migration and Mobility (CAMMs). CAMMs are negotiated when an advanced level of cooperation exists but does not yet encompass the full set of obligations and commitments as a MP. Both bilateral partnership frameworks are negotiated between the EU and each country concerned as mutual formally non-binding commitments.

Two more tools are promoted in the Communication from the Commission. Migration and Mobility Resource Centres will be set up in partner countries. The Centres should provide resources and support to individuals in the areas of skills and labour matching and assists the authorities in the partner countries and EU Member States with a view to improving labour matching and supporting positive development outcomes. Secondly, the online EU Immigration Portal (http://ec.europa.eu/immigration/) helps migrants to make more informed choices about migration and mobility towards the EU. (http://europafrica.net, 22-11-2011)

The last part of the Communication deals with funding and monitoring. It is recommended that GAMM should continue to be supported by a mix of mutually reinforcing financial instruments, provided by both the EU and its Member States. On the EU level, these are the geographical and thematic external instruments, the future Asylum and Migration Fund and the future Internal Security Fund. Regarding monitoring, the results of GAMM should be presented in a progress report every second year, starting in June 2013, and further communicated through a dedicated website.

The Communication outlines that the Global Approach should be jointly implemented by the European Commission and the European External Action Service (EEAS), including EU Delegations and Member States. The European Council is expected to give guidance on further implementation of the proposals in the Communication. The Commission will thereafter work in close cooperation with Member States to ensure that the guidelines are put into practice.
Table 1: Operational priorities of GAMM – Fourth pillar: Maximising the development impact of migration and mobility

<table>
<thead>
<tr>
<th>Topics addressed</th>
<th>Specification of operational priorities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diaspora and migrant groups</td>
<td>Support and work with diaspora associations in Europe willing to contribute to the development of their home countries  • Setting up an EU-wide diaspora platform  • Establishing a database of diaspora organisations based in the different EU Member States  • Address migrant rights and the empowerment of migrants</td>
</tr>
<tr>
<td>Brain drain</td>
<td>Mitigate brain drain  • Respect the WHO Code of practice on the international recruitment of health personnel  • Facilitate circular migration of e.g. health personnel  • EU Blue Card Directive on the admission of highly qualified migrants (2009/50/EC)</td>
</tr>
<tr>
<td>Capacity building</td>
<td>Support for capacity-building in partner countries  • Take the downside of migration seriously: e.g. social costs and the risks of households becoming dependent on income from remittances</td>
</tr>
<tr>
<td>Policy mainstreaming</td>
<td>Make migration in development thinking an integral part of a whole range of sectoral policies (e.g. agriculture, health, education)</td>
</tr>
<tr>
<td>Migration Profiles</td>
<td>Use extended Migration Profiles to produce a better and more sustainable evidence base on the migration and development nexus</td>
</tr>
<tr>
<td>Remittances</td>
<td>• Exploring the setting up of diaspora investment vehicles  • Exploring the usefulness of an annual remittances forum and a study on the feasibility of a common EU portal on remittances</td>
</tr>
<tr>
<td>Private-public partnerships</td>
<td>To engage migrant entrepreneurs and SMEs in trade, investment and skills transfers between EU MSs and partner countries</td>
</tr>
<tr>
<td>Partner countries/circular migration</td>
<td>Assist partner countries to identify and monitor bona fide recruiters in order to empower migrants, notably with a view to facilitating circular migration</td>
</tr>
</tbody>
</table>

3. Analysis

It is not possible to cover and comment on all aspects of GAMM from the perspective of the African diaspora in this e-Policy Brief. Therefore, it focuses on the ‘migrant-centred approach’ envisaged by GAMM, elements from the fourth pillar - maximising the development impact of migration and mobility -, and the potential funding possibilities for diaspora organisations arising from GAMM.

A questionnaire on these aspects was sent to 42 African diaspora experts in Europe in both English and French. Nine completed questionnaires were returned.

1. The migrant-centred approach of GAMM

In the EC Communication on GAMM, a migrant-centred approach is promoted. This approach is “based on the principle that the migrant is at the core of the analysis and all action and must be empowered to gain access to safe mobility.” (COM(2011)743final, Brussels 18.11.2011: 7)

The opinion of respondents if the EU approach is in fact migrant-centred differs. About two thirds agree that the EU approach is or partly is migrant-centred, while about one third disagrees.

One of the respondents stated that “there is agreement on an institutional level, between the EU and its Member States, that a common approach needs to be migrant-centred. However, political pressures ... mean that this objective is subsumed or distorted in reality.”

To make the EU-approach (more) migrant-centred, several propositions have been made. First of all, there is a real need to distinguish between ‘migrants’ and ‘diasporas’, both conceptually and in practical terms. For instance, recently immigrated migrants in Europe often have very different needs compared to 3rd or 4th generation descendants of migrants, who remain part of a diaspora. Project initiatives of the EU should include a dialogue with the African diaspora and there should be a close partnership with the different ‘migrant’ and ‘diaspora’ organisations. Additionally, duplication of migration policies at both country and EU level should be avoided.

It is in the interest of the experts that the EU approach becomes a lot more migrant- and as well especially diaspora-centred. As proposed by the Commission, the experts agree that a dialogue with the diaspora should be set up as well as close cooperation with migrant and diaspora organisations. In that way policies could be reviewed and improved, and the organisations would be better informed and could better assist its members. Including the Member States in the dialogues could avoid a duplication of migration policies at the national and EU level.

2. The fourth pillar

2.1 Diasporas as partners for development

The Commission proposes that “the migrant-centred approach should be articulated and implemented through an enhanced dialogue with the diaspora, migrant groups and relevant organisations.” (COM(2011)743final, Brussels 18.11.2011: 6)

“Formal and informal dialogue platforms with the diaspora to exchange views on both migration and development policies could be used to tap into the expertise of the diaspora as well as to disseminate information on funding and projects.” (Commission Staff Working Paper, 2011: 9)

All experts agree that a dialogue on migration and development policies between the EU, the diaspora and possibly other actors is useful. According to the experts, such a dialogue needs to be inherent both to the development and implementation of policies on development and migration. It is important for the purpose of networking and establishing also links between more established communities and recent migrant groups. It would allow to better value the contribution of the diasporas to development in the countries of origin, their double culture and their double belonging. Diasporas are experts who know well the problems of their country of origin and those of the EU. Many are highly skilled professionals and experienced people. Hence, the dialogue would enhance project efficiency and it is a unique measure to unite forces. As a long-term result, recognizing and empowering the diaspora as co-development agents would create employment in the countries of origin and, thus, discourage and possibly prevent partly irregular migration.
In addition, the empowerment of the diaspora would result in a stronger integration of migrant communities in Europe.

In regard to this proposal, the experts were asked how a structured and cooperative dialogue between the African diaspora in Europe and the EU can be established on the practical level. In terms of tools, capacity building, network building and advocacy are considered to be important for building an enhanced dialogue. Moreover, structures need to be created at the EU and Member State level to enable such a dialogue. Regular round table meetings with policymakers and coordination of international development policies as well as co-development activities with diasporas should be put in place. An example of an organisational structure suggested is shown in figure 1. Financial investment in grass roots organisations is important. The EU should recognize the differences among different countries and act accordingly. To name just one example, the strength of migrant networks differs greatly among EU countries. Another idea is to organise a summit with the Commission and the Africa-Europe Platform. One respondent proposes to put in place a solid structure composed out of elected diaspora representatives.

Several respondents agreed that the EADPD project is the most promising approach to establish a network representing the African diaspora in Europe with which the EU can establish a dialogue and negotiate.

The experts came up with an extensive list of topics that the EC should address with the diaspora in order to harness the potential of migration as a key driver for development. Among these are remittances, knowledge transfer, application of local knowledge and passing on local contacts provided by the diaspora to other stakeholders, consultation of diaspora communities by international development and foreign policy officials, e.g., outgoing ambassadors to Africa, diaspora involvement in SMEs, diaspora volunteering, the regularization of irregular migrants and their empowerment, enforcement of the capacities of African diaspora organisations, political strategies such as African diaspora representatives in the AU, on priorities for development and EU investment and controlled migration. These topics should be divided into categories so that constructive discussions can be organised and African diaspora experts on the topic(s) discussed can be invited.

**Figure 1: Organisational Structure for a dialogue between the African diaspora and the EU**

```
European Union   EU Member States

European Headquarters (HQ) of African Diaspora Organisations (ADOs) in Brussels
(This could be the AEP, possibly including an assembly of elected delegates from the MSs)

HQ/umbrella organisation of ADOs in each European country
(This could be already existing umbrella or network organisations)

ADOs
(Associations of the different diasporas of a single African country or several)
```
2.2 Diaspora investment in the countries of origin

The Commission tries to assess which investment tools would be useful to “channel the voluntary contributions by the diaspora and adding EU resources to boost the development-oriented initiatives and investments in priority countries.” (COM(2011)743final, Brussels 18.11.2011: 20)

Investment tools for the diaspora to enhance the development impact of investments made in the countries of origin proposed by the respondents are: tax relief on remittances, support for diaspora businesses and investors – for example in the form of access to European and African policymakers as well as central banks and ministries of finance-, better understanding of what is available on the ground through better research about existing finance opportunities, support local educational, agricultural and socio-cultural initiatives, and facilitate access to credit and investment banks to allow diaspora businesses to augment their investment in countries of origin. It was stressed again that strong partnerships are wanted instead of aid packages.

2.3 Integration of ‘migrants’ in the European labour market

Another issue related to the role of the diaspora in the field of development and raised by the European Commission is the effective integration of ‘migrants’ in the European labour market.

The respondents pointed out several obstacles to the integration of ‘migrants’ in the European labour market. These are language barriers, meaning a lack of proficiency of the language in the country of residence, skills barriers, including a lack of recognized qualifications and low levels of education, barriers to social integration, negative portrayal of migrants in the media causing discrimination of migrants applying for jobs and political pressure in individual states regarding the role of migrants in labour markets. When designing policies affecting migrants, their view is often not taken into account. On the other hand, one expert stated that the obstacles to integration are in fact caused by policies which try to integrate the migrants in the European labour market. He is convinced that they are not in need of any support.

Tamas (2012: 4) states about the Global Approach to Migration that “despite notable progress, there remains a gap between African countries’ wish for more opportunities for study and work in the EU, and the rather limited job openings in EU Member States.”

The respondents were also asked to come up with concrete measures to be implemented to address barriers to integration. For successful integration, labour registration schemes, work permits and visas need to be accessible for migrants. Furthermore, migrants should be made aware of training opportunities, education and adaptation courses which enable them to become more interesting for the European labour markets – e.g. vocational trainings which will allow adapting existing medical or nursing qualifications to EU Member State requirements. In particular, migrants who have a technical background should be able to update their technical skills through, e.g., IT trainings, to stay competitive. A huge problem for migrants is job insecurity and the lack of access to mainstream welfare benefits. Often, they are not able to sue their employers if treated badly. They should be encouraged and given the possibility to join local trade unions. As well, measures should be taken to fight discrimination of migrants and the diaspora on the job market and at the workplace. One respondent, however, pointed out that their own qualifications and competencies allow the diaspora to integrate into the labour market. He is convinced that they are not in need of external support to integrate successfully.

2.4 The downsides of migration

“Maximising the positive impact of migration on the development of partner countries while limiting its negative consequences will remain a key priority of the revised Global Approach.”(Commission Staff Working Paper, 2011: 2) “[T]he benefits of migration in terms of [migrants’] well-being need to be evaluated against its potential social, political and

The respondents were asked to rate several (negative) consequences of migration for countries of origin from 1 (= least negative) to 10 (= most negative). From the three negative consequences listed, social costs such as families left behind scored highest (7,8), followed by brain drain (7,4) and dependence on remittances (6,5). Additional negative consequences mentioned are isolation and alienation of migrants and those who remain in countries of origin, a lack of connections with the country of origin, discrimination at work and uncertainties about the welfare and the future of the migrant.

The experts were also asked to make suggestions on how these negative consequences in the countries of origin can be overcome or at least be minimised. The experts suggested that social costs could be minimized through more flexible migration controls for migrants and their families and policies facilitating family reunification. Brain drain can be limited through the support of knowledge transfer, greater flexibility regarding visas and work permits for workers in key sectors to ensure that brain drain is not permanent and facilitation of access to the labour market in the countries of origin is guaranteed. Dependence on foreign labour markets could be decreased by providing incentives and support for diaspora investment in business, especially SMEs, in the countries of origin as well as through the creation of jobs. To close the gap between the diaspora and the countries of origin, a stable political situation is needed and migrants should be empowered to implement development projects in their countries of origin. One suggestion considered as a solution to all downsides of emigration by one of the experts is the development of the local economy in the countries of origin.

The experts support the goal of the Commission to mitigate the downsides of migration. There are several measures to limit the negative consequences. Overall, more flexible migration and mobility laws, development of the local economy and, hence, the local labour market in the countries of origin stick out.

3. Funding for diaspora organisations

“As initiators of development projects in countries of origin, they [diaspora organisations] have established themselves as agents for development vis-a-vis both policy makers and donors. As a result the latter have been gradually adjusting their funding requirements to the needs and capacities of diaspora organisations. Hence, the budget line for Non-state actors and Local Authorities in Development is also open to diaspora organisations.” Furthermore, “migration-related activities are increasingly financed under other financial instruments, including geographical instruments such as the European Development Fund (EDF).” (Commission Staff Working Paper, 2011: 4,12)

The majority of respondents are not familiar with the different calls for proposals and funding available for diaspora organisations from the EU. When asked if the organisations they engaged with ever applied for funding from the EU, three confirmed they had and five indicated that they did not do so yet.

Those who applied for funds encountered several challenges. It was stated that EU funding rounds are heavily programmatic and bureaucratic, and require significant experience of project management, bid-writing and fundraising which is often difficult for diaspora organisations. Furthermore, weak financial capacity of the organisation often does not meet EU benchmarks. One respondent clarifies that his organisation applied for funds successfully in the past but partner organisations have had bad experiences when applying for funding, such as

lack of clarity over funding selection criteria as well as a very high reporting burden. Reasons why organisations did not apply for funds so far include that some organisations are not well enough established yet, lack of information about calls for proposals or experience and the perceived unfair competition with existing well-established NGOs.

Access to EU funding still remains a challenge for African diaspora organisations. The African diaspora is not familiar with the possibilities and often not skilled and experienced enough to be eligible for funding. This will most likely only improve over time – when diaspora organisations gain better understanding of EC procedures and the EC becomes more used to providing funds to the latter. Discussing this issue directly with the diaspora in the framework of the enhanced dialogue might contribute to solving this issue.

4. Policy Recommendations

Below, the policy recommendations made regarding GAMM have been summarized and grouped into the different topics discussed.

1. The migrant centred approach of GAMM
   • Distinguish between ‘migrants’ and ‘diasporas’ as recent migrants and established diaspora groups have different needs and interests
   • The diaspora should be at the centre of GAMM
   • Establish a dialogue with the diaspora and close cooperation with migrant and diaspora organisations
   • Avoid duplication of migration policies at the national and EU level through adding the Member States to the dialogue

2.1 Diasporas as partners for development
   • Set up a structured dialogue with the African diaspora, the EU and the MSs (fig. 1)
   • An institution like the AEP is considered a good partner for the EU to put a dialogue with the African diaspora in Europe in place
   • Recognize differences regarding, e.g., the strength of migrant networks in the EU countries and act accordingly

   • Organise regularly round table discussions and summits
   • Discuss the formation and the implementation of policies on development and migration
   • Order the topics to be discussed to set up effective discussions and invite African diaspora representatives who are experts in the topic(s) dealt with

2.2 Diaspora investment in the countries of origin
   • Tax relief on remittances
   • Support for diaspora businesses and investors – e.g., in the form of access to European and African policymakers as well as central banks, ministries of finance, etc.
   • Create better understanding of what is available on the ground through better research about existing finance opportunities
   • Support local educational, agricultural and socio-cultural initiatives
   • Facilitate access to credit and investment banks in countries of origin
   • Strong partnerships are wanted instead of aid packages

2.3 Integration of migrants in the European labour market
   • Accessible labour registration schemes and working permits
   • Training, education and adaptation courses for the diaspora
   • Approval of diplomas from abroad - providing training to reach EU requirements
   • Let migrants fight for their rights and interests in local trade unions
   • Fight discrimination of migrants and the diaspora in the labour market
   • Not too many supporting policies should be implemented because migrants are qualified and strong enough to successfully find jobs in Europe

2.4 The downsides of migration
   • More flexible migration and mobility laws for migrants
• Development of the local economy, and hence, the local labour market in the countries of origin

3. Funding for diaspora organisations
• Publish flyers, manuals and guidelines to make African diaspora organisations more familiar with EU funding
• Use an enhanced dialogue to discuss this matter
• Assist and give the diaspora time to develop the skills and experience required to apply for EU funds

5. Conclusion
It can be concluded that the African diaspora in Europe is very open regarding a close cooperation with the EU and the EC in particular. A migrant-centred approach to migration and development and an enhanced dialogue with the diaspora, migrant groups and other relevant organisations is supported. Fortunately, the Council of the European Union is of the same opinion. “The Council agrees that the Global Approach should take adequately into account the migrant’s perspective. ... It should aim at a stronger involvement in the dialogue and cooperation on migration and mobility with third countries and all relevant stakeholders, including diaspora and migrant organisations.” (Council Conclusions on GAMM, 2012: 4)

Furthermore, the Council welcomes policies on integration of migrants in the domestic labour markets in the Member States. “The Council considers that effective integration policies, including labour market integration, are key to ensuring that migrants, the receiving societies and the countries of origin can benefit from the potential of migration. In this regards, the Council welcomes the efforts to further develop cooperation between Member States on integration policies.” (Council Conclusions on GAMM, 2012: 5)

Tamas (2012: 6) argues that a challenge for the EU is to link better the thematic priorities of the Global Approach. The author states, that regular and close dialogue with partners and a more active visa policy can be used simultaneously to better organise mobility, reduce irregular migration and promote mutual development between partner countries in the long run, for example through an entry/exit system or a registered traveller programme.

Tamas (2012: 6) also recommends applying a more consistent whole-of-government approach to migration policy to avoid remaining inconsistencies across EU institutions and EU Member States. A coordination mechanism for Member States’ bilateral action and EU action could be introduced.

Tamas’ reflections are in line with suggestions made by the diaspora in this policy brief. And it is a positive sign that the Council is in support of a dialogue with the diaspora and welcomes policies to better integrate migrants into the labour market of the countries of destination.

At this point, it remains to be seen if the recommendations proposed by the EC, the African diaspora experts and Tamas’ will be further developed and put into practice by EU policymakers.
6. References


EC Website: Communication on the Global Approach to Migration and Mobility (GAMM). Retrieved on 24 April 2012 from: http://ec.europa.eu/anti-trafficking/entity.action;jsessionid=YfnlThGKtDTTVGjYr6dwvtgfyQJJJD1n53MXy8wRL2GmTOvLJLc1740518636?id=5e75898d-e508-4f32-b6c4-13f495d6e879.


The EADPD project is financed by the European Union and co-financed by the Swiss Agency for Development and Cooperation, the Dutch Ministry of Foreign Affairs and the Gesellschaft für Internationale Zusammenarbeit.