E-Policy Brief Nr. 1:
The EU’s Migration and Development Policy

January 2012
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Introduction

This is the first edition of a series of ePolicy Briefs published by the Africa-Europe Platform, a European-wide network of African diaspora organisations. The main purpose of these ePolicy 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.

The main focus of this first ePolicy Brief is the current EU migration and development (M&D) policy. Following policy briefs are going to be devoted to, e.g., the EU Member States’ and African countries’ M&D policy. The EU’s M&D policy is rather complex and covers many aspects. In this policy brief, a timeline with the main EU policy documents, agreements and activities is presented. Political and technical dialogue with African countries has been particularly active at all levels since 2005 when the EU’s Global Approach to Migration was established.

The two main strategic tools to implement this Global Approach to Migration in Africa are currently the EU 2011-2013 Multi-Annual Strategy Paper for the Thematic Programme on “Cooperation with Third Countries in the areas of Migration and Asylum” (Thematic Programme) and the Joint Africa-EU Strategic Action Plan 2011-2013 which contains the Africa-EU Partnership on Migration, Mobility and Employment (MME).

These three main documents¹ functioned as a basis for the consultation with African diaspora members based in Europe and active in the field of M&D. With the input of these experts, concrete policy recommendations for the EU’s M&D policies have been elaborated (see p. 9). In short, it is argued for a stronger role and integration of the African diaspora when it comes to developing and implementing M&D policies at EU level.

If you are interested in contributing to upcoming ePolicy Briefs or if you have ideas for future issues, please contact us by e-mail: info@ae-platform.org.

Coming up:

E-Policy Brief Nr. 2:
EU Member States’ Migration and Development Policy

E-Policy Brief Nr. 3:
African countries’ Migration and Development Policy

¹ Global Approach to Migration, Thematic Programme & Partnership on MME
Overview of EU Documents and Activities

1999
- Multi-annual “Tampere Programme” (newly acquired competence of the EU in the area of Migration and Asylum based on the Treaty of Amsterdam 1998)

2000
- The ACP (African, Caribbean & Pacific)-EU Partnership Agreement has been signed in 2000 in Cotonou and revised in 2010. The main decision-making body is the ACP-EU Council of Ministers. Activities are financed through the European Development Fund (EDF).

2002
- EC Communication on “Integrating Migration issues in the EU’s Relations with 3rd Countries”, COM(2002) 703 final, December 3, 2002 (focus on migration control)

2005
- Adoption of the “Global Approach to Migration”
- Adoption of the multi-annual “Hague Programme” on EU migration policies

2006
- EC Communication on “The Global Approach to Migration one year on: Towards a comprehensive European Migration Policy” – COM(2006) 735 combines all migration/asylum-related EU policies, based on partnership with developing countries involving political dialogue and close practical cooperation.
- Tripoli Ministerial Conference and Declaration on Migration and Development (November 2006)
- Ministerial Conference on migration and development in Rabat (July 2006) (on Global Approach)

2007
- Launching of the “Africa-EU Strategic Partnership; Partnership 7: Migration, Mobility & Employment Partnership” (Lisbon, December 2007)

2008
- “European Pact on Immigration & Asylum” (built upon Global Approach to Migration)
- CIGEM – Inauguration of the Migration Information and Management Centre in Mali

2009
- High Level Parliamentary Conference on Policy Coherence for Development and Migration, held in Brussels, in February 2009 as part of the ACP-EU Partnership
- Multi-annual “Stockholm Programme” replaces the “Hague Programme”

2011
- ACP-EU Council of ministers intensifies dialogue on migration issues (May 2011)
The EU Approach to Migration and Development

The Global Approach to Migration

The Global Approach to Migration has been adopted in 2005. The EU’s aim was to establish an intersectoral framework to manage migration in a coherent way through political dialogue and close cooperation with third countries. The Global Approach can be defined as the external dimension of the European Union’s migration policy. Its thematic basis consists out of three pillars: management of legal migration and mobility, fight against irregular immigration and migration & development.

The European Commission (EC) ensures that all aspects of EU-Africa cooperation are implemented and evaluated at the political level through successive ministerial meetings. For instance, during the EU-Africa Summit in Lisbon (December 2007), the common approach established as an outcome of the first ever Euromed ministerial meeting on migration in Albufeira (November 2007) has been translated into concrete terms through the adoption of the EU-Africa Partnership on Migration, Mobility and Employment.

EC funds for initiatives under the Global Approach originate from the Thematic Programme, the Solidarity and Migration Flows Programme as well as the Geographic instruments Meda and ENPI (formerly Tacis) and the European Development Fund (EDF).

Thematic Programme: « Cooperation with 3rd Countries in the areas of Migration and Asylum »

Since 2007, the Commission has been implementing a Thematic Programme entitled “Cooperation with Third Countries in the areas of Migration and Asylum”. Currently, the second EU Multi Annual Strategy Paper 2011-2013 is in place. The general objective is to support third countries in ensuring better management of migratory flows in all their dimensions. The Programme covers all the essential thematic facets of the migratory phenomenon, namely, migration and development, labour migration, irregular immigration, trafficking in human beings, migrant’s rights, asylum, and international protection. However, this programme does not tackle the root causes of migration such as lack of access to employment and education in the home countries.

Clear priority is given to the Southern Mediterranean, African and Eastern European regions and priority will be given to certain themes, initiatives and instruments of the Global Approach to Migration (see Table 1). The EU has also increased its support to organisations such as the International Centre for Migration Policy Development (ICMPD), through which it has developed several actions aiming mainly at improving migration management capacities in third countries.

Of interest in this context are also the coordination efforts and exchange of best practices which take place under the Global Forum on Migration and Development (GFMD), a recent initiative of the United Nations Member States with the aim of maximizing the development benefits of migration. The GFMD is closely followed and observed by the EU and its MSs. To the yearly

2 This policy brief focuses on the third pillar, M&D, (see Table 1).
Forum all main actors in the field, including governments, universities, international and non-governmental organisations and research institutes are invited to participate in separately organised Civil Society and Government Days.  

The five major fields of action of the Thematic Programme are fostering the links between migration and development, promoting well-managed labour migration, preventing and curbing irregular immigration and facilitating the readmission of illegal immigrants, protecting migrants especially those most vulnerable and promoting asylum and international protection.

From the budget of the Thematic Programme, an indicative amount of € 68 million will be allocated to support actions in the Southern Mediterranean (Northern Africa), Sub-Saharan Africa and Middle East region.

According to the applicable rules, grants will be normally awarded through Calls for Proposals.

The European Commission regularly uploads Calls for Proposals on its website. For more information please go to EuropeAid’s website: [http://ec.europa.eu/europeaid/what/migration-asylum/index_en.htm](http://ec.europa.eu/europeaid/what/migration-asylum/index_en.htm)

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**Africa-EU Strategic Partnership – Action Plan 2011-2013: Partnership 7-Migration, Mobility and Employment**

The Africa-EU Migration, Mobility and Employment (MME) Partnership was launched during the 2nd Africa-EU Summit of Heads of State and Government in December 2007 in Lisbon, where the Joint EU-Africa Strategy and the First Action Plan (2008-2010) were adopted.

The partnership aims to ensure sustainable development and the implementation of relevant international agreements and declarations, relying in particular on the Tripoli Declaration on Migration and Development (2006). A second Action Plan 2011-2013 was adopted at the third Africa-EU Summit that took place in Tripoli on 29-30 November 2010. This new action plan has two main strands: (a) enhancing dialogue, and (b) identifying and implementing concrete actions.

The major challenge for the period 2011-2013 will be to further strengthen and enrich the political and policy dialogue on MME as well as tertiary education issues between the two continents, whilst encompassing dialogues and cooperation taking place on national and regional levels.

Dialogue on all these topics will in particular focus on the question of how to enhance coherence and synergies between migration, mobility, employment, education policies as well as development and poverty reduction strategies.

The second action plan identifies a series of actions encompassing the inter-regional and inter-continental dimension of the partnership. A number of concrete actions have been envisaged (see Table 1).

The initiatives of the Africa-EU Partnership are funded by the EU, AU as well as African and EU States.

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3 For more information see: [www.gfmd.org](http://www.gfmd.org).

4 The 1st field is of most interest for this policy brief.
## Table 1: Policy Propositions by the European Union concerning M&D

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<tr>
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<tr>
<td>Remittance transfers</td>
<td>Facilitating financial transfers of migrants to their country of origin</td>
<td>Establishment of an African Remittances Institute (ARI) (better, more effective and safer remittances' transfer system; leadership: African Union, in partnership with the World Bank); Improve the access to finance and guarantees through support of the microfinance sector and enhancing the SMEs' access to long term finance</td>
</tr>
<tr>
<td>Manage legal migration</td>
<td>Promoting well-managed labour migration by providing information to (potential) migrants and encouraging the definition and implementation of legislative frameworks for migrant workers in third countries</td>
<td>Facilitate the work of the national services or autonomous centres in charge of counselling (potential) migrants: CIGEM, Mali; ANAPEC, Morocco – L’agence nationale de promotion de l’Emploi et des Compétences</td>
</tr>
<tr>
<td>Support initiatives by migrant groups and diaspora organisations to get involved in EU policy initiatives with and about their countries and regions of origin</td>
<td>Contribution of diasporas to the development of their country of origin and increasing the value of migrants' return; supporting voluntary return and reintegration of migrants and building capacities for migration management; Result: Links between immigrant communities in Europe and communities of origin are tightened</td>
<td>Diaspora Outreach Initiative - cooperation framework to engage the Diaspora in the development of Africa and to build capacity and transfer skills, knowledge and technologies from the Diaspora to the African continent Existing programmes: Global/EU Mapping of Africa Diasporas, Capacity building for Diaspora ministries in Africa, EU-wide network of African Diaspora organisations working in the field of M&amp;D – Africa-Europe Platform, Programmes addressing specific sectoral needs, such as a Diaspora Health Network</td>
</tr>
<tr>
<td>Policy Coherence for Development of the migration and development nexus in close cooperation with the countries concerned and with particular emphasis on brain drain</td>
<td>Mitigating brain drain and promoting the circular movement of migrants; Capacities for collecting and processing data on migratory flows and the capacities of staff in charge of migration management are improved; expertise is developed</td>
<td>The Observatory on Migration will create a network of researchers and research centres; CARIM – Euro-Mediterranean Consortium for Applied Research on International Migration</td>
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<tr>
<td>Promote access to education for all</td>
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<td>Nyerere Programme providing scholarships to African students, scholars and academic staff;</td>
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The Africa-Europe Platform is financed by the European Union and co-financed by the Swiss Development Corporation, the Dutch Ministry of Foreign Affairs and the German Agency for International Cooperation.
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<table>
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<tr>
<th>Address the root causes of migration, with a special focus on employment issues, governance and demographic developments</th>
<th>Policy ownership among African countries and support African countries wishing to develop their own migratory policy framework</th>
<th>Promote triangular cooperation (i.e. between the Maghreb and Sub-Saharan African countries, with EU support)</th>
</tr>
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<tr>
<td>Decent Work Initiative extending social protection coverage in particular in the informal economy; Labour market governance and capacity building initiative: strengthening the institutional capacity of the labour market institutions in Africa; organisation of a number of regional and sub-regional fora on employment, labour, social protection and labour migration</td>
<td>Capacity building efforts to help countries in the formulation of predevelopment migration policies and in their capacity to jointly manage migration flows</td>
<td>Political dialogue and operational cooperation between EU Member States and third countries is reinforced</td>
</tr>
<tr>
<td>Policy ownership among African countries and support African countries wishing to develop their own migratory policy framework</td>
<td>Make more use of bilateral channels as well as regional and continental cooperation frameworks</td>
<td>Ensure systematic and operational follow-up of the joint migration missions and other migration cooperation related to the Cotonou Agreement</td>
</tr>
<tr>
<td>The Facilitation of dialogue between the partners</td>
<td>Coordinate EU activities with those of international organisations and initiatives in the field; UNHCR, IOM, UNODC, UNDP, the World Bank, ILO, ICMPD, GFMD, etc.</td>
<td>Mobility Partnerships (2008: Cape Verde and Moldova, 2009: Georgia), Regional Protection Programmes (RPPs), Readmission Agreements, Migration Profiles, protection of migrant’s human rights, unaccompanied minors, fight against trafficking in human beings, labour migration, support to circular migration, etc.</td>
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Policy Analysis

Basically, the EU’s M&D policy embraces many topics and goals set out in the Global Approach to Migration. The EU Thematic Programme on «Migration and Asylum» and the Africa-EU Partnership Migration, Mobility & Employment (MME) are two major tools to implement the EU’s approach in practice.

For the policy analysis of the EU’s M&D Policy, seven African diaspora experts have been consulted who work in the field of M&D. The organisations for which these members of the African diaspora work are mainly active on the national, transnational and international level. The experts consulted are very familiar with the EU’s M&D policy. Most work for or cooperate with organisations which are engaged with the European Union.

The experts raised several concerns about the current EU M&D policy. These are summarised and explained below and followed by ideas proposed by the experts to better integrate the African diaspora in the EU’s M&D policy and to improve the African diaspora’s accessibility to the EU in terms of funds, information, contacts, etc.. This information collected from the interviews with the members of the African diaspora is summed up as policy recommendations in the next part of this policy brief. Several points mentioned by the experts match with the results of the CARITAS report “A reflection on the dynamics between migration and development” (2010).

Migration control vs. migration and development

It is feared that the EU M&D policies are used in an instrumental way and under pressure from the Member States (M5s) to construct a fortress Europe. Even though the EU tries to find ways to intervene positively, it is believed to be still hindered by its Member States to do so. Hence, it is argued that the current policy is more about the regulation of migration than about development or co-development while migration and development, in fact, has nothing to do with regulating migration flows. In the CARITAS report it is argued also that migration and development is limited when the main objective is the reduction of immigration to the EU. A win-win situation may occur if migration is a factor of development and if migrants are seen as an enriching factor for a community. (CARITAS, 2010, p. 30)

A Clear separation between the regulation of migration flows and illegal migration on the one hand and migration and development policies on the other hand is proposed. The objective of migration control should be separated from that of development aid (CARITAS, 2010, p. 39). Development should not be related to sending back migrants and other actions which take away people’s liberty. It would help if the EU considers immigration as an opportunity and not as a problem.

Respecting the interests of the countries of origin

The objectives of the EU’s M&D policy respond to the needs of the EU and not to the needs of migrants’ home countries. It is claimed by an expert that the main aim of the
EU M&D policy is to contribute to the vitality and competitiveness of the EU. An example where migration management takes into account the interests of the countries of destination only is the European Blue Card (CARITAS, 2010, p. 46). The local, regional and national authorities in Europe and in the African countries of origin as well as non-governmental organisation which deal with migration and development are not able to influence EU policies on M&D enough. The migrants and stakeholders situated in the EU cannot fulfil the role of strong local actors which can ensure the implementation of development initiatives.

The authorities in Europe and in the countries of origin as well as NGOs which have valuable experience in this field in the South and in the North need to be involved as well. The active involvement of all is needed to achieve a triple-win situation (Europe, Africa and migrants) (CARITAS, 2010, p. 47). In cooperation, policies that sustain the movement of goods and people can be set up to encourage growth opportunities in emerging markets.

Acknowledgement of the African diaspora

The input of the diaspora for the development of their countries of origin is not valued enough in the EU. The financial means spent on the EU’s M&D policy are sparse compared to the private and voluntary engagement of the migrants themselves. A reluctance to recognize African diasporas as emerging global and transnational stakeholders in international development in general and the development of the African continent in particular can be observed.

Next to the other stakeholders, the diaspora should be integrated as a partner and intermediary. It is important to not only acknowledge the support given by the diaspora to its countries of origin but as well the enrichment it brings to the host countries in particular and to international development in general. The EU should strongly acknowledge the contribution of migration to the development of Europe. Furthermore, diasporas should be recognized as development actors and their competences should be pointed out and valued. The diaspora should become a strong partner for international development. The role of migrants and diasporas in development needs to be enhanced (CARITAS, 2010, p. 40). Migrants have to be recognized as citizens, agents of change and members of global communities (CARITAS, 2010, p. 49).

Taking into account the interests of the African diaspora

The diverse interests of the African diaspora are not yet sufficiently represented at the European level and need to be defended better. One reason mentioned why the interests of the diaspora are experienced to be only covered partially is that EU policies are dominated by border politics as discussed above (Migration control vs. M&D). If present, the African diaspora is represented by different networks and organisations which do not work together well. Therefore, the interests of the African Diaspora are partly not known and often not taken into account.

The migrants should be consulted thoroughly when planning and implementing M&D policies. It should be cooperated closely with representatives from the African diaspora. A framework for dialogue and consultation with...
diaspora organisations should be created. And the foundation of diaspora organisations and networks of organisations should be supported adequately in the long term. As mentioned before, very important is the recognition of migrant organisations as development actors and having an active partnership with them.

**Policy Coherence for Development (PCD)**

One of the aims of the EU is Policy Coherence for Development. When it comes to M&D, this goal is not yet achieved. According to the CARITAS report, key criteria for Policy Coherence for Development (PCD) are the policy impact on living conditions and the creation and maintaining of opportunities for people to make their own decisions. One of several sources of incoherence regarding development mentioned is the linking of migration to internal security. (CARITAS, 2010, p. 38)

In the CARITAS report, instead of a cost-benefits, a human rights based M&D policies approach is promoted. M&D policies should be human-rights based in order to be coherent. (CARITAS, 2010, p. 36, 53)

To improve its M&D policy, the EU should respect migrants’ rights and further reinforce the coherence of its policies. The dimension of migration should be placed in policies such as development aid, internal affairs, integration, employment, social affairs, and so on. Furthermore, the migrants’ ideas and interests should be better integrated in the elaboration of policies which affect them to achieve better policy coherence.

**Complexity of the EU’s M&D policy**

Since the M&D policy is rather complex, the EU might deal with too many aims and objectives.

As mentioned above, the EU should clearly separate its M&D policies and its policies to regulate migration flows. To simplify its policy, it could reduce its aims after consulting with the migrants, countries of origin and MSs about the most important M&D policy objectives to be achieved.

**Informing and educating the African diaspora**

There exists a lack of training and information for the diaspora. The information provided so far by the EU is used by diaspora organisations from time to time and sometimes reaches the diaspora through intermediaries. But there is not enough information corresponding to the African diaspora’s interests and needs.

Relevant information and formations on the EU and its policies should be accessible for the African diaspora. Mentoring and counselling tools should be put in place to accompany the initiatives of diaspora organisations.

In addition, migrants should be informed before and after they come to Europe about the EU M&D policies.

**Financial Support for the African diaspora**

Financial support is largely lacking for diaspora initiatives. This is particularly the case for small diaspora organisations. Only a few African diaspora Organisations find relevant information about EU funding and are able to understand the complex requirements to get access to funds. Therefore, funds are hardly used by the diapora. One existing possibility for diaspora organisations to access EC funds
is as a subcontractor of a bigger, known co-development organisation.

Financial support for (small) diaspora initiatives should be provided. Policies should be adapted so that organisations with a small budget have access to EU funds and tools. Supporting instruments as well as more flexible financial procedures should be put in place. These should be in coherence with the capacities of migrant organisations. Processes for the allocation of funds should be simplified, e.g., all funds concerning migration and development could be regulated by the EDF (European Development Fund)\(^5\) only.

This analysis is not claiming to be complete and to cover all possible points for improvements of the EU’s M&D policy. It is an indication of what the African diaspora thinks of the EU’s M&D policy approach. The recommendations should be taken into account when further developing and improving the EU’s M&D policy and may function as a contribution to future research and consultations on the topic.

**Policy Recommendations**

In short, the policy recommendations proposed to EU policymakers regarding the EU’s M&D policy are:

- Separate the management of migration from M&D.
- Consider migration as an opportunity rather than a problem.
- Respect the interests of the African countries of origin.
- When dealing with M&D policies, local, regional and national authorities and co-development organizations on both continents need to be involved.
- Acknowledge the diaspora’s contribution in the home AND host countries.
- Recognize the African diaspora as a development actor and partner for development.
- Create a framework for dialogue and consultation with African diaspora organisations in order to take the diaspora’s interests into account.
- Support the foundation of African diaspora networks and organisations and their initiatives.
- Follow a human rights based approach instead of a cost-benefits approach when it comes to migration and development.
- Integrate the dimension of migration in policy fields influenced by migration and affecting migrants such as development aid, employment, etc. to increase the Policy Coherence for Development (PCD).
- Justify, clarify and reduce the objectives of the EU M&D policy in consultation with the diaspora, countries of origin, MSs and other stakeholders in order to reduce its complexity.
- Provide relevant information and training for the African diaspora.
- Accompany diaspora initiatives by mentoring and counselling.
- Inform migrants before and after they come to Europe about EU M&D policy.
- Provide small diaspora organisations with access to EU funds.
- Simplify the processes in place for the allocation of funds within the EU.

Conclusion
When looking at the policy recommendations above, it becomes clear that there exists the need to strongly integrate the diaspora in the framing and implementation of the EU’s M&D Policy.

In Table 2, the objectives of the Global Approach to Migration are connected to the recommendations described above in order to visualize how an increased and integrated role of the diaspora could be useful for achieving the aims of the Global Approach to Migration. A strong network of the African diaspora in Europe is one tool to increase the contribution of the diaspora to the EU’s M&D policy and hence, its success.

In order to use this network as an effective tool, it needs to be open to and cooperate successfully with other stakeholders such as the EU itself and its Member States, authorities and civil society organisations in the African countries of origin as well as non-African diaspora co-development organisations in Europe.

To sum it up, by increasing the role of the diaspora, it will be possible to improve the development and implementation of the EU’s M&D policy significantly.

Table 2: Strengthening the Role of the Diaspora Policy in the EU’s M&D policy

<table>
<thead>
<tr>
<th>The Global Approach to Migration</th>
<th>Integration of the Diaspora</th>
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<tr>
<td>Remittances transfers</td>
<td>- Provide small diaspora organisations with access to EU funds.</td>
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<td>- Simplify the processes in place for the allocation of funds within the EU.</td>
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<td>Manage legal migration</td>
<td>- Separate the management of migration from migration and development.</td>
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<td>- Consider migration as an opportunity rather than a problem.</td>
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<td>- Follow a human rights based approach instead of a cost-benefits approach when it comes to migration and development.</td>
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<tr>
<td>Support initiatives by migrant groups and diaspora organisations</td>
<td>- Acknowledge the diaspora’s contribution in the home and host countries.</td>
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<td>- Support the foundation of African diaspora networks and organisations and their initiatives.</td>
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<td>- Accompany diaspora initiatives by mentoring and counselling them.</td>
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<td>Access to education</td>
<td>- Provide relevant information and training for the African diaspora.</td>
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<td>- Inform migrants before and after they come to Europe about EU M&amp;D policy.</td>
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<tr>
<td>Policy Coherence for Development in close cooperation with the countries</td>
<td>- Integrate the dimension of migration in policy fields influenced by migration and affecting migrants such as development aid,</td>
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<tr>
<td>Concerned</td>
<td>Policy owners among African countries &amp; support the development of their own migratory policy framework</td>
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<td>employment, etc. to increase the Policy Coherence for Development (PCD.)</td>
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**References**


