Working Paper

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PROMOTING DIASPORA ENGAGEMENT
WHAT HAVE WE LEARNT?
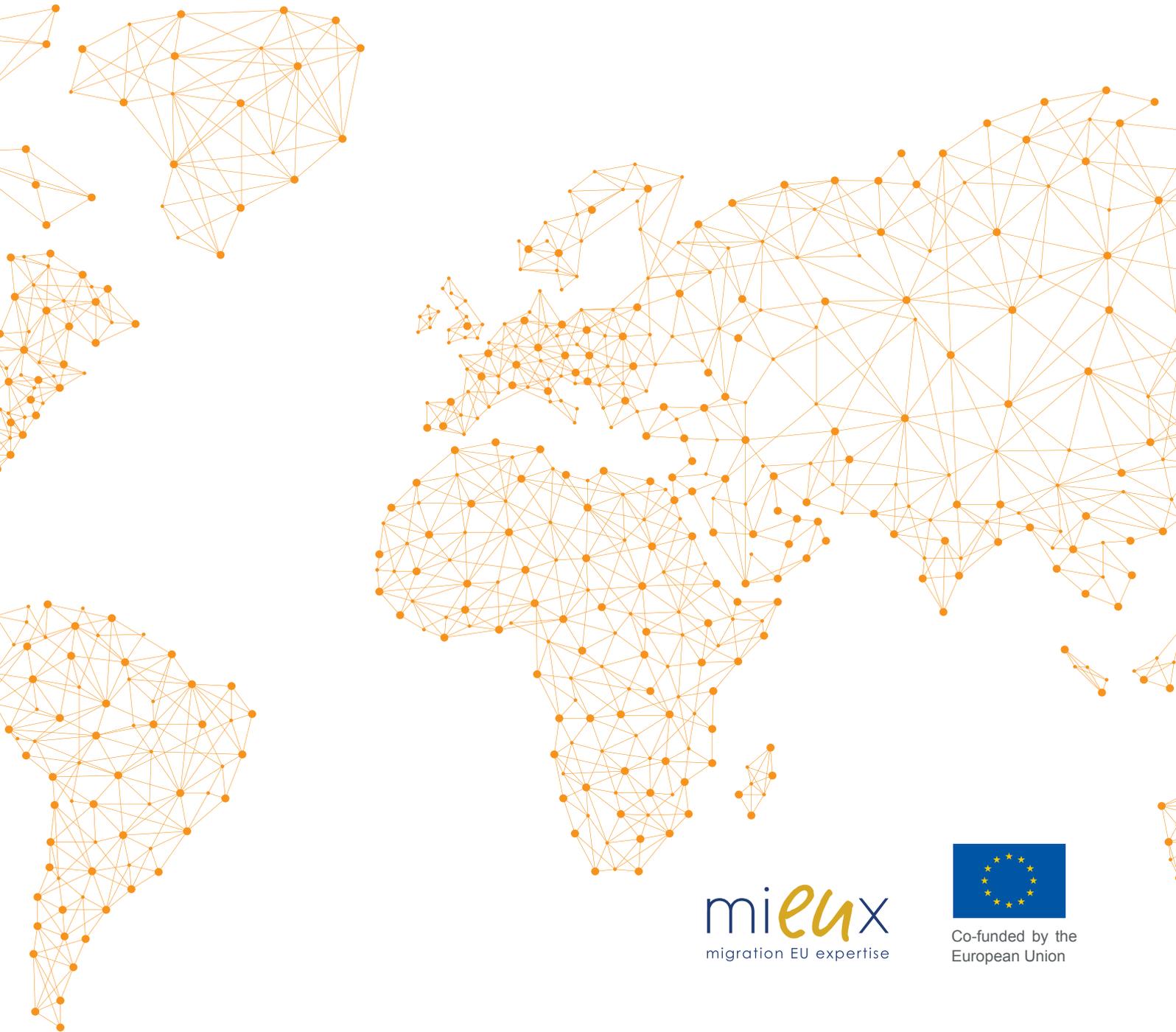
ABOUT ICMPD

The International Centre for Migration Policy Development (ICMPD), established in 1993 by Austria and Switzerland, is an international organisation headquartered in Vienna, and working in migration-related fields. The organisation was created as a support mechanism to facilitate consultations on migration and to provide expertise and services in the emerging landscape of multilateral cooperation on migration and asylum issues. Today, ICMPD provides its 15 Member States and numerous partners with in-depth knowledge and expertise in the area of migration. Although ICMPD has a European basis, it carries out its activities throughout the world, including in Europe, Africa, Central Asia, the Middle East and Latin America.

Over the years, ICMPD has been a key European player in the migration field, working with partners in creating innovative concepts and mechanisms, such as integrated border management, the interactive map on migration and transnational referral mechanisms for trafficked persons, as well as carrying out in-depth research on important topics. It has also been a leader in promoting migrants' contributions to their home communities and their receiving societies. One of ICMPD's most important contributions to the migration field is its advancement of multilateral migration dialogues.

ICMPD's working philosophy is based upon the conviction that the complexities of migration challenges can only be met by working in partnership with governments, research institutes, intergovernmental institutions, international organisations and civil society. The principles of partnership on an equal footing, a forward-looking perspective and a balancing of interests are the foundations of ICMPD.

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INTRODUCTION

The growing interest in diaspora engagement among ICMPD's partner countries over the last ten years bears witness to an emerging global trend. That trend is for countries to increasingly recognise and seek to enhance the role of migrants and diaspora in development. ICMPD's mission is to strive for comprehensive and sustainable migration governance in partnership with those who have a stake in this multifaceted process. Migrants and diasporas are key stakeholders and we therefore support efforts to engage them. ICMPD's work on diaspora engagement initially concentrated on Europe and the Mediterranean region, but today we also work in Sub-Saharan Africa, the Caucasus and Central Asia.

ICMPD provides technical expertise and training to further develop the capacities of state institutions and diaspora organisations. Peer-to-peer learning has been an integral part of this process; ICMPD was one of the first organisations to promote south-south cooperation and expert exchanges on diaspora policies and practices. Capacity development has usually gone hand-in-hand with policy development and support to whole-of-government approaches to migration, inter-ministerial coordination and multi-stakeholder processes. Together with our partners, we have also developed tools and methods to reach out to, and provide services for, diaspora and emigrant communities. Dialogue and policy discussions are a cornerstone of ICMPD's work, and continue to be a catalyst for generating new knowledge and facilitating network-building in diaspora and development actions.

This working paper describes ICMPD's work in promoting diaspora engagement and capitalises on our experience of having seen both sides of the story. We have worked together with governments in designing better policies and programmes, as well as concrete outreach activities. We have also formed partnerships with some of the largest and most well-known diaspora organisations in Europe to support capacity development, enhance networking and empower diasporas as development actors. This advantageous position has helped us in our role as an intermediary, facilitating communication, learning and interaction between diasporas and governments. ICMPD helps create spaces for the type of meetings and dialogue which support relationship- and trust-building, and which lead, in turn, to real engagement and ownership from all stakeholders. Ultimately, there should be a common approach and a sense of partnership between the many different stakeholders who share responsibilities and a joint vision for successful diaspora engagement.

Rather than looking at the actions implemented by various ICMPD programmes in isolation, we have chosen to jointly analyse and review our projects, many of which are funded by the European Union (EU). The increasing focus on this area by donors, especially the EU, has been greatly appreciated. This working paper contributes to the necessary process of refining the way in which projects promoting diaspora engagement are designed. Furthermore, this paper contributes to balancing the current predominant perception of migration as an element of crisis by placing the focus also on positive aspects, and the important contributions that migrants and diasporas make.

The first part of the paper is dedicated to the contextualisation of diaspora engagement in migration and development policy, followed by a brief discussion on different concepts and approaches. Based on ICMPD's work, key observations and lessons learnt in four main areas have been highlighted, all chosen since they form central aspects in many of our projects. The main part of the paper is therefore divided into four sections. Firstly, we discuss our experiences in getting to know the diaspora. Secondly, we analyse support given to states in developing tailored diaspora engagement policies and approaches. Thirdly, we talk about empowering the diaspora. In the fourth section, we discuss the importance of creating spaces for government-diaspora interaction. In the last part of the paper we reflect on where to go from here and outline recommendations. Annexed is a list of projects and other initiatives for quick reference to methods, publications and tools mentioned in the paper.

CONTEXTUALISING DIASPORA ENGAGEMENT IN THE MIGRATION-DEVELOPMENT NEXUS

To engage means to involve, include and even affect someone. In the case of diaspora engagement, it is usually presumed that it is a state or government that seeks to engage a community of people living outside the country of origin,[2] or who are migrants or descendants of migrants, and who share an affinity or maintain ties to it. To engage can also mean to begin and carry on an activity, to take part in or give attention to something, so in this context diaspora engagement could, for example, translate into recognising and involving the diaspora in development activities.[3]

Before discussing who could be considered as diaspora and what is meant by diaspora engagement policies, we should contextualise diaspora engagement in the migration-development nexus. Recognising migrants and diaspora as development actors is seen as one of the "traditional" focus areas in the still evolving migration and development policy field. ICMPD has followed this general policy trend to the extent that promoting diaspora engagement is now one of two major strands in our migration and development programme. We use the notion of diaspora engagement quite broadly. It covers all our work dealing with migrants and their descendants as development actors, as well as government outreach and services to both citizens abroad and what the respective country of origin defines as "their diaspora". We have worked on policy and strategy development, training and capacity development, as well as specific outreach programmes and approaches for government institutions, and on capacity development and empowerment for diaspora organisations. More recently, we have also started to explore migrant or diaspora entrepreneurship and private sector development.

Ever since diaspora engagement started emerging in migration and development policies, researchers have warned governments about instrumentalising diaspora for either development, economic or political objectives. Reducing diaspora organisations or individual members of a diaspora to agents for development runs the risk of ignoring thorny issues such as whose development we are talking about and how it should be done. It also presupposes a diaspora identity that fits neatly into one homogenous category. Such an approach may also raise unrealistic expectations or disregard those whose resources or influence are not considered important or sufficient for perceived or real development impact. Some civil society organisations have added to this that states cannot shift responsibility for development, including any associated failures, to migrants and the diaspora. Others agree but also call for global recognition of, and support for, the development activities that are already happening at the hands of migrants. As ever, the overall picture is not clear-cut; as the civil society "Stockholm Agenda" posits, migrants are "both actors and subjects of human and economic development".[4] We believe that it is important to acknowledge this as an underlying principle for effective, inclusive and sustainable diaspora engagement policies and practices.

Diaspora engagement cuts across government policies and institutions both in countries of origin and destination, going far beyond the migration-development nexus. We come back to its cross-cutting nature in other sections of the paper, but suffice to say here that from a policy coherence perspective much remains to be done. Inconsistent or incompatible policy objectives in the fields of integration and development cooperation can impede effective engagement by diasporas. These objectives need not be at odds; there is an increasing body of evidence that points to the contrary.

DEFINING
"THE DIASPORA"

"Diaspora" has become a commonly used term in many of the current discussions on migration and development, contrary to two decades ago when it was rarely used in relation to contemporary migration. The increased attention being paid to diasporas – primarily those which are development-minded – resulted from interest by policy makers, particularly in diasporas' countries of origin, and international organisations in the engagement of diasporas in development and investment activities in countries of origin. The related emphasis on the positive effects of migration led to a stronger emphasis on migrants' multiple relations with both the country of origin and destination.

In migration research, this "transnational turn"[5] resulted in a consensus that migration has to be analysed both from the perspective of countries of origin and destination, and that migration contributes to the creation of transnational spaces linking the concerned countries and communities. New technologies and cheaper travel allow migrants and their descendants to engage in more multifaceted social, cultural and economic activities in origin countries than just sending money.[6] Transnationalism could be defined as the "process by which immigrants forge and sustain multi-stranded social relations that link together their societies of origin and settlement, transnational communities are primarily composed of immigrants and friends and relatives of immigrants".[7] Hence, the term "transmigrants" is used to emphasise the relations and activities of migrants who forge and sustain multi-layered social, economic and political relations that link together their societies of origin and destination.[8]

Both concepts, diaspora and transnationalism, have been used in political debates as well as in academic research, and their meaning often overlaps. But in contrast to the concept of transnationalism, "diaspora has become a politicised notion".[9] It has become a label to describe migrants and their descendants as development actors. Often used as an external ascription, it has also been used as a self-attribution and a category of division by diaspora actors themselves.[10] To add to this complexity, governments do not follow a common definition of diaspora and some do not use the term at all, although they still engage with their emigrants and descendants for development purposes.[10]

Conscious of this contested notion and the fact that the diaspora is not a homogenous actor, its use has been purposely chosen in this discussion paper to denote a specific policy field that deals with migrants and their descendants as actors in development specifically and agents of change in general. In addition, we use the term to describe a group of people who maintain close contact with their origin countries, which implies that not all migrants and their descendants can be considered as diaspora and not all diaspora members are migrants.

Governments employ a variety of methods to engage with their diasporas and use different institutional forms at different governmental levels. These policies, often referred to as "diaspora engagement policies", range from securing the rights and the protection of diaspora members and strengthening a sense of national identity, to encouraging stronger links to the origin country and contributions to social and economic development.[11] Diaspora engagement policies form a constellation of institutional and legislative arrangements and programmes, and should therefore not be understood as a unitary state strategy.

For the purposes of this paper, we define diaspora policies as; "those state institutions and practices that apply to members of that state's society who reside outside its borders. Contrary to programmes and projects, a diaspora policy is a coherent set of decisions with a common long-term objective (or objectives) affecting the engagement of the diaspora."[12]

There have been several attempts to categorise diaspora policies; one can differentiate diaspora policies according to the main instruments are applied which are either of an economic, political or legal nature.[13] Another way of differentiation follows the main objectives, often existing in parallel to each other, which are being pursued through diaspora policies where three different forms can be distinguished: a) "community building policies" that aim to discursively produce a diaspora community, including corresponding state institutions; b) mechanisms aiming to extend rights to the diaspora, and c) instruments that aim to extend obligations to diaspora communities.[14]

Engaging with diasporas is a complex process that cuts across many themes and sectors (economic, political, cultural and social), and diaspora issues are of concern to a range of national institutional bodies, as well as to different levels of government.[15] In this respect, analysing the situation, identifying the right stakeholders, and supporting inter-ministerial and inter-agency coordination and cooperation are of essence and fully in line with ICMPD's approach to support the development of comprehensive, sustainable and future-oriented migration policies.

LESSONS DRAWN FROM PROMOTING DIASPORA ENGAGEMENT

Diasporas engage in different fields of interest and in manifold ways. These range from philanthropy, development and humanitarian assistance, political debates and civil society engagement, know-how transfer, trade and tourism, remittances, investments and business creation. Consequently, the various ways of promoting these contributions span many different policy areas.[16] For the purpose of this paper, we chose not to follow a sectoral approach but to highlight four areas which are important for any kind of project or activity on diaspora engagement for development. The first and second areas "getting to know the diaspora" and "supporting states in developing tailored diaspora engagement policies & approaches" form the foundation for successful diaspora engagement policies by creating the evidence-base, and the political and institutional framework. In the third and fourth areas, "empowering the diaspora" and "creating spaces for government-diaspora interaction", we share our experiences of working directly with the main stakeholder, the diaspora.

GETTING TO KNOW YOUR DIASPORA

Getting to know your diaspora, collecting and analysing up-to-date information creates the evidence-base needed for a sound diaspora engagement policy. Governments usually have general knowledge about their diasporas, despite the widely lamented lack of data and information. What they may need, according to our experience, is specific information that helps them develop better and more targeted policies; they often lack information about the socio-economic background and needs of their diaspora, including the type of services to be provided and how the diaspora receives information and maintains ties with the origin country.

Governments lack information about the needs of their diaspora and how they maintain ties with the origin country

Quantitative data and statistics are used to establish a general profile of the diaspora, such as basic information on where and how many they are, their age and gender distribution and other socio-demographic data. Qualitative data provides descriptive information on the situation, interests and needs of the diaspora, and is used to formulate specific engagement objectives and help narrow down the policy intervention areas. Both types of information clearly have a role to play in seeking to understand who the diaspora is and designing diaspora engagement policies.

Research methods range from desk research, large scale surveys or diaspora censuses, to so-called listening exercises or consultations, interviews and focus group discussions. Surveys primarily help to establish a general profile of the diaspora, including information on the demographic characteristics, educational background and professions, duration of stay in the destination country, sectors of employment, reasons for migrating, involvement in the origin country, communication patterns, the remittance of money and/or goods, temporary return and desire to return. Many governments choose to establish a comprehensive profile of their diaspora, combining mapping exercises and qualitative assessments of their diasporas' needs. We encourage and support this process, for example through survey design, the identification of target groups and by using various means of communication. We recommend that mapping exercises are carried out at the beginning of the policy making process, ideally in the policy analysis phase when the problems to be addressed are being formulated. In some cases, our partner countries have chosen to undertake the mapping exercise at a later stage, i.e. after the goals and objectives of the policy have been formulated. This might happen, for example, when the needed funds become available at a later date. Under such circumstances, the policy development process may become less functional and coherent, leading to the duplication and re-initiation of efforts.

A challenge observed in several data and information collection efforts by governments was that too few outreach channels were used to inform the diaspora about the opportunity to participate in a survey. If only one outreach channel, e.g. embassies and government representations, is used to collect data there is a risk that only one segment of the diaspora will contribute to the survey. First generation emigrants, for example, might still be in close contact with

embassies and representations abroad while the second generation might use other channels to receive information about the origin country of their parents. This is an inherent limitation for many governments since the number of outreach channels and data collection means at their disposal is limited. In order to effectively solicit representative and useful information for policy making, governments need to look at combining quantitative and qualitative methods.

The information collection and analysis component of the ERGEM project applied an innovative approach to gather relevant data on the Georgian diaspora and at the same time strengthen the capacities of state officials. A range of research methods was used to create a realistic picture of the situation of the Georgian diaspora in three main countries of destination (Germany, Greece and Turkey). It consisted of interviews with representatives of Georgian state institutions, diaspora organisations in the countries of destination and family members of Georgian migrants; a survey of diaspora members; observations at main meeting points of the diaspora members; and, focus group discussions with stakeholders abroad. State institution representatives participated in the design and implementation of the research to facilitate capacity development. Based on the knowledge gained, so-called counselling events for emigrants and the diaspora were developed and piloted, thus involving state institution representatives in the full policy development cycle: from analysis, development, implementation, monitoring and evaluation.

Evidence has shown that some information on diaspora communities already exists but is not made accessible, recorded or analysed in a format which could support policy development. As in any emerging policy field, institutional memory is small and knowledge may either be scattered across departments or concentrated in one or two officials, which may be lost upon normal employment rotation. One important issue identified in a number of countries supported by ICMPD in developing a diaspora engagement policy, is the inadequate and infrequent information flow between the consular offices and government representations abroad and the ministry of foreign affairs and other ministries working with the diaspora. To facilitate this flow of information, reporting and information exchange mechanisms need to be promoted and strengthened. This exchange of information and cooperation with the country of destination is an important source of information about diasporas, and something which is currently not used enough (e.g. work and residence permit records). These measures are cost-effective ways to increase knowledge about a diaspora, in particular when the funds to undertake a large survey are unavailable.

Apart from the technical dimension of data and information collection, the importance of trust between diaspora and government should not be underestimated and needs to be taken into account when designing either a mapping exercise or other forms of data collection. Related to the choice of outreach tools, diaspora members will be reluctant to register on a government or embassy website if the level of trust is not high enough, in particular in a highly politicised context. This process is also hampered when diaspora members do not see any reason or added value in registering with the government representation abroad, notably when the message is not clearly articulated and very few services are available.

Capacities to analyse different data sources and draw policy conclusions need to be strengthened

Getting to know a diaspora does not end with data and information collection. The analysis phase is equally important and forms the foundation for designing policies. While practice has shown that data and information collection capacities need to be strengthened, an even stronger need exists in data analysis capacities. We have noted that it is particularly challenging to integrate all sources of information – quantitative data and qualitative information on the diaspora, development needs and priorities as well as other government strategies which affect diaspora engagement – and to draw policy lessons that provide strategic guidance for implementation.

Just as the situation of a given country constantly evolves, so too does that of its diaspora. In addition, a diaspora is not necessarily a homogenous entity and different "profiles" can exist within the diaspora of a particular country. Better ways need to be identified to receive information from and about individual diasporas on a regular basis in order to make the necessary updates or adjustments to policies and approaches, in particular if migration patterns have changed over time. Receiving up-to-date information from consulates and government representations abroad in combination with a continuous dialogue with diaspora members and organisations would be one such way. The Moldovan embassies organise thematic roundtables on a regular basis and invite diaspora members to discuss recent socio-economic developments in Moldova. Ghana's "listening exercises" are also an important example of this type of engagement.

Lessons

- Utilise multiple data and information collection mechanisms to create a diaspora profile, which explains the main characteristics of the diaspora, the contributions of the diaspora to development, as well as the needs of diaspora members and organisations.

- Create strong cooperation between the national statistical office and the institution or unit conducting the data and information collection on the diaspora to aid in the process of designing data collection mechanisms as well as in the analysis of the data.

- Establish solid reporting lines and exchanges of information between the ministry of foreign affairs and (if different) the government institution in charge of diaspora engagement and the consular offices and government representations abroad.

- Depending on the profile of the diaspora, apply multiple outreach tools to communicate with and inform the diaspora about data and information collection efforts being undertaken by the government. It is essential to provide information about the purpose of the data and the information collection process and to communicate what will be done with the results (and to later report on this).

- Diaspora engagement policies and approaches should be based on evidence and hence data and information collection and the analysis thereof should come at an early stage of designing a policy.

SUPPORTING STATES IN DEVELOPING TAILORED DIASPORA ENGAGEMENT POLICIES & APPROACHES

"Now, diaspora institutions are found in over half of all United Nations member states, yet we have little theory and broad-sample statistical evidence to guide our understanding about when they are more likely to emerge and increase in importance."[17] All states supported by ICMPD in developing a diaspora engagement policy have such institutions in place: either a ministry (as in the case of Georgia, Algeria, Kenya, Cabo Verde, Morocco), a unit or directorate at sub-ministry level (Ghana, Burundi, Malawi, Ethiopia, Niger, Nigeria) or in some cases the name and responsibilities of a ministry have been expanded to accommodate diaspora affairs (Egypt, Lebanon, Mali, Senegal, Tunisia).[18] To have a dedicated institution in place is a strong sign of commitment to strengthen diaspora engagement policies. Recent research identifies three explanatory frameworks to distinguish the main underlying objectives of diaspora institutions: a) the "tapping framework" is applied by rational states to pursue material interests by engaging diasporas as strategic resources in conflict and diplomacy, attracting their finances, networks and skills to promote development; b) the "embracing framework" is applied by value-rational states to constitute identities and values by re-incorporating members abroad of the nation-state; and c) the "governing framework" which treats diaspora institutions as models of migration management.

Further research also counters some common assumptions on why states establish diaspora institutions and is worth mentioning when discussing the support provided to these institutions by ICMPD. The evidence challenges the thinking that states only engage with their diasporas through diaspora institutions in order to compensate for weak formal diplomatic resources, to safeguard remittance flows, to offset brain drain, to advance right-wing nationalism, to bolster an autocratic regime, or to meet development assistance donor expectations, which in some countries certainly might be the case.[19] These results resonate with the objectives for diaspora engagement brought forward by ICMPD partner countries. They range from nation-building, culture and language promotion abroad; diaspora engagement in development; promoting the country's image abroad; to supporting emigrants and diaspora members. In most countries these objectives are pursued simultaneously, in a quid pro quo type arrangement whereby government outreach and services to the diaspora go hand in hand with increased engagement by, and partnership with, the diaspora in development activities.

When reviewing the objectives of a diaspora engagement policy the immediate question that arises is who the target group is. In our experience, most diaspora engagement policies target diaspora communities in high-income countries and less attention is given to communities residing in neighbouring countries and the region, or low- and mid-income countries in general. This might be related to the fact that "diaspora" is often associated not only with the Global North but also with longer-term residence, whereas migration in the region may be more recent or predominantly related to shorter-term mobility. Hence, services provided to short-term emigrants do not necessarily fall under a diaspora engagement policy but rather under the responsibilities of embassies and consulates. Regardless of this, practice has shown that strong cooperation between the institution charged with diaspora engagement and government representations abroad is an important pillar of successful diaspora engagement. Depending on the profile(s) of the diaspora community in a certain country, the engagement strategy and method needs to be tailored accordingly.

Unquestionably, the creation of diaspora institutions is a strong sign of commitment by a government to its diaspora. Nevertheless, in practice, diaspora units in common with others, tend to work in isolation from other policy fields that have a direct bearing on their own mandate. Assessing the effectiveness of the government institution in charge of diaspora engagement is one way to determine the strength of its mandate, decision-making power, legitimacy and capacity. The existence and functioning of internal coordination and external stakeholder processes is another determinant of effectiveness. Finally, if a diaspora institution is strongly linked to a political party and/or perceived by the diaspora as a political instrument in the origin country, it will be very difficult to engage with all segments of the diaspora.

ICMPD has supported several partner countries in developing diaspora engagement policies through two complementary strands: a) targeted technical assistance on specific themes related to diaspora engagement (such as the use of remittances and contributions of diasporas to development in specific sectors) and b) policy development support to equip governments with analytical skills and the methodologies and tools to ensure that the process continues after the end of the project. The policy development support follows the key elements of the policy cycle adapted to the national context.[20] In this regard, governments are supported on how to conduct a policy analysis and, very importantly, methods and tools for coordination and consultation.

Establishing an inter-ministerial working group improves the policy process and makes capacity development sustainable

These experiences have made it clear that setting up or improving inter-ministerial cooperation and coordination is essential for effective and sustainable diaspora engagement policies. Hence, the establishment of and support to an inter-agency working group, which steers the policy or strategy development process, was defined as a precondition to start a capacity development activity in a partner country in the MIEUX project. This precondition may be perceived as challenging to meet for certain partner countries and may lead to lengthy processes. However, the very process of convincing other government stakeholders to work together on diaspora engagement creates a higher likelihood that the impact of the capacity development activity will not be limited to one institution only and will be more likely to have sustainable results. This is especially the case if such working

groups remain operational after the development of the diaspora policy.

The involvement of institutions with a stake in developing and implementing a diaspora engagement policy goes beyond the institutions normally involved in migration governance. It is very important that the national agency or ministry charged with development planning and coordination is involved, which is not always the case in practice. It should also be noted that the promotion of culture and language or trade and investment issues, which often are central areas of diaspora policy, goes beyond migration policies. The process of implementing an action plan or a policy involves the mainstreaming of diaspora affairs within the portfolio of the relevant government stakeholders. It is a process that the Ireland based consultancy company, Diaspora Matters, calls "diasporisation".[21] This term means that government institutions develop a programme or project to engage their specific target audience (e.g. students, artists, athletes, highly skilled workers) while working towards a harmonised overall diaspora engagement approach. The process is also useful in ensuring that limited budgets and portfolios do not cross over. ICMPD's role in this process is significant because we often act as an intermediary between institutions and support awareness raising, building understanding and buy-in by sharing expertise and experiences from different countries and contexts.

In addition to inter-ministerial cooperation and coordination, strengthening capacities to develop policies in such a multi-dimensional and multi-stakeholder policy area has been a fundamental part of many ICMPD projects. Ensuring links to, and analysing complementarities with, other government strategies and policies seems to be largely absent from current processes at national level. Taking this need into account, ICMPD has developed and applied concrete tools to support diaspora policy development, such as the policy guides "Enhancing Diaspora Engagement: Operational Guidelines for South-South and Triangular Cooperation" and the "Guide on Organising Mobile Counselling for Migrants and Diaspora Members".[22]

Peer-to-peer exchanges have been a successful tool in strengthening diaspora engagement policies. This expertise comes from government practitioners with similar diaspora engagement objectives and experiences, but also from civil society organisations, think tanks and diaspora organisations. In ICMPD's projects, peer-to-peer exchanges principally focus on south-south cooperation as the applicability of country-specific examples is usually higher, and also because it is here that the bulk of diaspora engagement expertise has been developed. The MIEUX project applies a triangular

peer-to-peer approach for capacity development actions in the area of diaspora engagement by establishing teams of experts from EU Member States and non-EU countries.

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Peer-to-peer exchanges between practitioners are the basis for capacity development

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As described in the beginning of this section, more and more government institutions are being established to develop and implement diaspora engagement policies. By now, quite a large number of countries have developed such policies, so from ICMPD's side we think that the next step should be to assess the implementation and impact of these policies and related action plans. This would allow us to close the policy cycle and learn from practical experiences in order to feed these lessons into new and better diaspora engagement policies.

Lessons

- The effectiveness of a diaspora institution depends on its ability to reach out to, coordinate and cooperate with other government institutions of relevance to diaspora engagement. In the case of newly created diaspora institutions, recognition from other governmental agencies may be lacking and take time to build. Support for awareness-raising and building cooperation between governmental agencies would strengthen the role of diaspora institutions and reinforce their mandates in the long term.

- The capacity to effectively implement a diaspora engagement policy largely depends on the existence of a strong network of government representations abroad.

- Diaspora engagement policies need to be based on evidence and other government policies and national strategic objectives to be sustainable and have an impact. Timing, therefore, matters! So ideally, diaspora engagement policies should be developed when other government strategies, most importantly national development strategies or plans, are created. If that is not possible due to a long policy development cycle, diaspora policies should at least derive from, and be clearly linked to, other government strategies.

- While many ICMPD partner countries already engage with their diasporas in the south, more attention and a stronger focus is needed to provide these governments with the resources these efforts deserve.

- Capacity development activities need to be embedded in a broader process of inter-institutional cooperation and coordination as well as diaspora engagement policy development.

EMPOWERING THE DIASPORA

Although ICMPD works mainly with government stakeholders, we also engage directly with diaspora members and organisations. As anchored in the mission statement, ICMPD "strives for comprehensive, sustainable and future-oriented migration governance. We do so based on solid evidence and in partnership with all relevant stakeholders at national, regional and international levels". Diaspora organisations facilitate integration and provide support to migrants in countries of destination while supporting development processes in their countries of origin. This makes them, without doubt, important stakeholders. We therefore consider diaspora empowerment to be a necessary process for inclusive stakeholder engagement in development.

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Empowerment means recognition of and partnership with diaspora actors

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In countries of destination, a number of intertwined factors empower diasporas and support their engagement in development processes. An important one is the institutional and/or financial support provided to diaspora organisations engaged in development processes. This might happen, for example, through a designated government focal point or a funding scheme, either provided by the government itself or other actors, such as international organisations or development agencies in donor countries. Recognition and acknowledgement of the role of diasporas in development is an important empowering factor. Research has also shown a direct relationship between transnational engagement and integration: in short, they are mutually supportive processes.[23] Although more research is needed in this specific field, evidence suggests that transnational engagement requires resources. So, those diaspora members who intensively engage in transnational practices are not less integrated than others. In fact, the reverse can be true.[24] Hence, an important empowering factor to promote contributions of a diaspora to development is the integration process in the country of destination.

In countries of origin, and in addition to embassies and consulates which have established close relations with their diasporas, establishing government institutions or focal points explicitly mandated to work on diaspora issues gives a strong signal of commitment and recognition to a diaspora. Cooperating directly and partnering with diaspora actors can also function as important empowering factors. We believe that, in order to be successful, diaspora policies have to address both the positive and negative aspects of human migration: the risks and vulnerabilities as well as the resources and opportunities that are created by mobility. For countries with limited financial and human resources, however, ensuring widespread consular coverage and having the capacities to assist diaspora members is a challenge. To address this need, ICMPD has developed a method called "mobile counselling" to better serve and engage with diaspora members.[25]

ICMPD's engagement with diaspora organisations has been most visible through our support over the past five years, and in next two or three years, to establish a platform for African diaspora organisations in Europe.[26] Here, impetus has come from the recognition, interest and investment by major European donors to strengthen the role of the African diaspora in the development of Africa, as well as from interaction with other stakeholders, such as international organisations. The opportunities to establish new partnerships and to interact and have exchanges with other diaspora actors have also empowered this process. Networking and being part of this larger platform supports the creation of a common language and helps the parties involved to make sense of the global discourse on development in general, and migration and development in particular.

Diaspora organisations are not homogeneous entities and nor are their needs and capacities. This is considered to be an advantage in terms of their engagement in development; they are as diverse as the local communities in the countries of origin. Any diaspora capacity development programme has to take this into account in order to offer targeted and context-specific support that considers the opportunity structures in the country of destination and origin, which in turn affect the organisational arrangements of diaspora actors. We also have to remember that some diaspora organisations, just like other small-scale civil society organisations, may prefer to remain independent, flexible and able to respond to immediate needs, instead of engaging in long-term strategic planning.

The concern that capacity development programmes for diaspora organisations may "impose" structures and a certain way of managing projects has a degree of validity, for example, when donors require certain standards for the management of development funds. The risk of imposing other standards that may not correspond with the needs of diaspora organisations can be mitigated by careful planning and dedicating sufficient time and effort in the design process to identify an organisation's actual needs by asking the right questions. Another criticism often raised is that attempts by policy makers, international agencies and civil society organisations to cooperate with diasporas, serve only to reinforce the assumption that people's identities are derived from only one place – their country of origin.[27] Capacity development should therefore contribute to organisational and skills development that can be applied in a variety of contexts, including in the country of destination.

Capacity development programmes that build stronger diaspora organisations are in high demand

We have seen that capacity development programmes that attempt to build stronger diaspora organisations, help members acquire new technical skills and support exchanges between peers, are in high demand. Combining technical training activities with opportunities to share experiences and expertise among peers has been particularly important for overall diaspora empowerment. To complement networking events and big meetings, a mentoring programme for peer-to-peer learning could provide effective support for specific thematic or technical needs of diaspora organisations that arise between or after training sessions. Very importantly, a capacity development programme should be seen as a continuous process with several stages and possibilities to exchange and adjust the capacity development themes.

A key question is how to make capacity development efforts sustainable and how to ensure that the know-how gained by the trainees is shared with other diaspora actors. One possible solution is to design capacity development programmes so that the trainees also gain the necessary skills and resources to share their knowledge with other (newer and/or smaller) diaspora organisations. In addition, a capacity development programme should avoid overlap and ensure complementarity with existing training and other capacity development opportunities for and by civil society organisations and the private sector supporting development processes. Numerous diaspora capacity development programmes have been implemented in different (donor) countries and important lessons could be drawn to improve

the design of future programmes. This would obviously require sharing of evaluations and experiences, or conducting new comparative assessments.

Lessons

- Empowerment of the diaspora for development is a multi-dimensional process that includes the country of origin, destination and the diaspora and their organisations. Factors that affect empowerment in a positive way are the existence of a focal point (or institution) for diaspora engagement in the country of origin and destination, as well as recognition of the diaspora and their organisations as development actors.

- To promote empowerment, diaspora engagement policies need to address both the needs and the resources that mobility creates, that is, both vulnerable and economically and socially 'successful' diaspora members.

- Diaspora networks are important opportunity structures for engagement in development as they foster an exchange of practices and experiences and hence an advancement of methods and a strengthening of the role of diasporas as dialogue partners.

- Capacity development programmes may contribute to empowerment if they are designed in a way that reflects the realities of diaspora organisations and takes into account their specific needs. Capacity development should contribute to the broader objective of strengthening organisational development, acquiring technical skills and supporting exchange between peers which can be applied in different contexts, including in the country of destination. Networking opportunities between diaspora actors, other civil society organisations and the private sector should also be considered in the design.

CREATING SPACES FOR GOVERNMENT-DIASPORA INTERACTION

As a natural function of the global rise in diaspora institutions and the need to develop new or better policies, many governments are seeking ways to engage directly with their diasporas. In some cases consultations with the diaspora have been prompted by the late realisation that a new policy is dependent on information only the diaspora can provide, in others the government is interested in initiating dialogue. For this purpose they usually seek the support of an intermediary like ICMPD to facilitate initial contact, establish selection criteria and initiate trust building. Even those with years of experience often lack a real insight into who their diaspora are and what they need. This is because communication has tended to be one-sided information provision rather than two-sided interaction.

> *Governments and diaspora need spaces to interact and create real engagement and ownership*

Governments need to regularly meet with their diasporas in order to keep them informed and involved. As has been shown in the Africa-Europe Development Platform project, it is important for diasporas to be heard and recognised. Perhaps as a result of the increasing support to and recognition of the work of diasporas, we also see attempts from diaspora leaders and organisations to engage directly with governments, both in countries of origin and destination. Spaces for governments and diasporas to interact are needed to create real engagement, participation and ownership. Government-diaspora interaction needs, by definition, to go beyond one-time meetings or information solicitation from the side of the government, since interaction implies reciprocity. Listening to each other, following-up on meetings or consultations and delivering on promises are some examples of reciprocal actions for both parties. Inviting the diaspora to participate in strategy development processes is another suggestion. We have observed increased interest among ICMPD partner countries to know and respond to their diasporas' needs, to provide services and build long term relationships. To this end, there is a need to create spaces for regular interaction and to develop outreach and communication capacities. For example, few government officials working on diaspora engagement have been trained in client communication; the counselling events in the ERGEM project showed the importance of preparing the appointed

counsellors for face-to-face contact with members of the diaspora and debriefing them afterwards. Similarly, MIEUX partner countries continuously and explicitly request capacity development in communication techniques and modalities.

Consulates and embassies are also increasingly expected to provide comprehensive services and outreach to diaspora and emigrant communities, so capacities would need to be enhanced correspondingly to fit this changing role. Furthermore, it is very important that governments have a consolidated national position when they reach out to their diasporas. The multi-dimensional needs and issues related to diaspora engagement means that they need a counterpart who is a legitimate representative of the whole government, which highlights the importance of inter-ministerial coordination and cooperation as discussed in previous sections of this paper. Diaspora institutions should ideally function as one-stop-shops and contact points for other branches of government. This means that before planning spaces for government-diaspora interaction, there needs to a clear delineation of responsibilities inside and across government ministries, not only for the sake of legitimacy but also for broad ownership of and sustainability for effective diaspora engagement.

New technologies and social media may be avenues for broadening communication with diasporas and complementing formal interaction with more informal channels. Websites alone are rarely more than a one-way communication tool, whereas social media and interactive platforms can lower the interaction threshold and allow members to contribute actively, thus also relieving some of the burden of online moderation from the government's side. To achieve this, training would be needed on how to utilise such tools and identify the right mix to maximise impact without overburdening the diaspora institution.

In general, governments need to find cost-effective solutions to interact with their diaspora and many struggle to find the right balance between facilitator and manager-implementer. Many governments, including those ICMPD has worked with, have a tradition of relatively top-steered, uniform processes. This can make it difficult, and above all time-consuming, to convince the whole government to pursue an inclusive process that mirrors the plurality of all those with a stake in diaspora engagement. In view of limited resources, however, diaspora engagement reins should be held loosely by the government and other stakeholders encouraged to support the implementation of policy objectives.

Sometimes diaspora engagement is limited to a selected few diaspora leaders trusted by the government, often highly-skilled and relatively wealthy diaspora members or those affiliated with the "right" political party, rather than being an inclusive process taking into account all segments of the diaspora. In these cases, trust-building is likely to remain difficult if the government does not invest in transparent communication or attempt to create conditions for an all-inclusive interaction. While the presence of an intermediary is needed, it is also important for an international organisation like ICMPD to stay neutral and avoid being drawn into politicised confrontations. So, to mitigate such situations we have developed a tool in the MIEUX project, which consists of a list of criteria to be used by governments[28] in order to make a representative and inclusive selection of diaspora members for consultation meetings.

We need criteria for a representative and inclusive selection of diaspora members for consultation meetings

Government-diaspora interaction is of course not limited to the country of origin or ancestry. It is also important for the government in the country of destination to reach out to the diaspora communities. Having a focal point in the central and/or local government and a natural place for interaction plays a significant role in empowering diaspora organisations and supporting their engagement with the country of origin. Similarly, the government also benefits from having a partner and a direct route into the diaspora communities. Nor does government-diaspora interaction have to be limited to bilateral relationships. ICMPD also helps to create spaces for interaction in other frameworks, for example in government-led regional migration dialogue meetings or diaspora-led roundtables where topics of concern to both parties can be discussed. These spaces usually centre on an exchange of experiences and expertise, which is not bound by the same expectations, tensions or sense of duty that can characterise a bilateral relationship. As such, they can help normalise government-diaspora interaction and strengthen mutual understanding. In addition, such spaces can provide inspiration and ideas to improve bilateral relationships.

Lessons

- Spaces for governments and diaspora to interact are needed to create real engagement, participation and ownership. Interaction implies reciprocity and therefore needs, by definition, to go beyond one-time meetings or information solicitation from the side of the government.

- There is increased interest among ICMPD partner countries to know and respond to their diaspora's needs, to provide services and build long term relationships. But because the concepts of interactivity and outreach are new to most governments, support is needed to improve communication and client service skills. This includes consulates and embassies which are often seen and utilised as the interface between a government and its diaspora.

- In order to make use of the possibilities that new technologies and social media can offer, training is needed on how to utilise such tools and identify the right mix to maximise impact without overburdening the diaspora institution.

- An intermediary like ICMPD can be useful for facilitating initial contact, trust-building and establishing selection criteria for engaging with diaspora organisations. Care should be taken to remain neutral and support transparent and inclusive participant selection processes in the face of politicised meetings and mistrust between the government and its diaspora.

- Spaces for interaction in multilateral settings may not be bound by the same expectations, tensions or sense of duty that can characterise a bilateral relationship, and can therefore help normalise government-diaspora interaction, strengthen mutual understanding and provide new inspiration and motivation for both sides.

The upsurge in projects, meetings and other activities to support diaspora engagement – most of them still ongoing – has resulted in a number of lessons learnt for ICMPD. One of the conclusions is that diaspora engagement policies call for new modalities as diaspora issues cut across many themes and sectors and demand interaction between partners who have not necessarily cooperated before. Hence, finding the right interlocutors, raising awareness on diaspora issues, holding multi-stakeholder consultations, and strengthening inter-agency cooperation and coordination are key. A commonly missing element of diaspora engagement policies, perhaps because many of them are new, is monitoring, evaluation and frequent adjustments, which should form the backbone of diaspora institutions and strategies, in particular because of the dynamic and constantly evolving nature of diaspora communities and patterns of engagement. Many efforts appear to have placed significant resources at the front end while neglecting the feedback loop.

1. We call for a broader view on diaspora engagement policies: all segments of a diaspora should be considered by policy makers, including the so-called "diaspora champions" as well as vulnerable migrants and diaspora members. One step would be to bring together the government institutions working on diaspora engagement with consulates, embassy staff, local authorities, diaspora organisations and other civil society organisations that support all types of migrants and diaspora members in the countries of destination.

2. We will continue to support governments throughout the entire cycle of developing evidence-based diaspora engagement, from data and information collection to the formulation, identification and establishment of tailor-made methodologies and approaches, implementation, monitoring and evaluation while placing more emphasis on the process of translating data and information to strategies and policy (measures) as well as monitoring and evaluation.

3. Peer-to-peer learning, exchange and networking are effective ways to further develop the capacities of institutions dealing with diaspora engagement, and ICMPD will strengthen its efforts in contributing to the process of building a community of practitioners on diaspora engagement. Migration dialogues provide a setting conducive to building such a community. Beyond peer-to-peer learning, we are reflecting on new methods for capacity development that will contribute to strengthening the knowledge-base, capabilities, skills, processes, practices, policies and institutions and meet the objectives of our partners.

4. When engaging with diaspora organisations in the framework of capacity development programmes, the aim should not be to standardise how diaspora organisations work, but rather how to strengthen them in what they are already doing. This includes strengthening organisational development, encouraging the acquisition of technical skills and supporting exchanges between diaspora organisations and diaspora leaders.

5. We need to take into account the possible political entanglement of diaspora actors, in particular in post-conflict settings. To address this challenge, we will promote objective criteria and clear objectives for why and how to support diaspora engagement in a specific country. We will also continue to find ways to address the particular challenges that conflict-affected countries face in their diaspora engagement activities.

6. Looking at the realities of diaspora actors, the perceived disparity between integration and development objectives is not conducive to effective diaspora engagement. The work of diaspora organisations naturally depends on the context, but activities often address needs and interests in both the country of destination and origin. The question is therefore how to bridge these two policy fields and bring the actors together in the country of destination to create synergies benefitting both.

7. The Open Working Group Proposal for the Sustainable Development Goals (SDGs) calls for a definition of development that is global and not geographically limited to countries of the so-called Global South and that puts "people [...] at the centre of sustainable development" [29] Hence, we need to define diaspora engagement more broadly, rather than limiting it to countries of origin;

diaspora engagement also contributes to the creation of "peaceful and inclusive societies (Goal 16)" in the Global North and diaspora engagement policies need to take this into account.

ICMPD's experience and activities to support diaspora engagement have resulted in a number of reflective thoughts and open questions which we will address in ongoing and future projects and activities. We are also conscious that the concept of diaspora and the field of diaspora engagement policies are evolving. So while ICMPD's work continues to influence and is influenced by the direction this thinking takes, we note that among other migration governance concerns diaspora engagement may be considered a fair-weather priority by some governments. We are confident that this paper illustrates the need to take this issue further, and the potential among migrants and diasporas that has not yet been realised.

Project/activity	Link Up! Feasibility Study – Financing Diaspora Entrepreneurship
Target group	Diaspora entrepreneurs, diaspora organisations, business associations
Timeframe	March–October 2015
Donors	Austrian Development Agency
Focus	Diaspora financing, research, business

The overall objective is to assess and analyse the potential for establishing a financial instrument to support diaspora entrepreneurs.

Project/activity	Africa-Europe Development Platform (AEDP) – Transition Project
Target group	African diaspora organisations in Europe
Timeframe	July 2014 – December 2017
Donors	African Foundation for Development (AFFORD)
Focus	Swiss Agency for Development and Cooperation, European Commission

Further strengthen capacities and impact of the African Diaspora Development Organisations (ADDOs) to perform as development actors.

- Increase performance and involvement of ADDOs in development actions and;
- Enable "ADEPT" to function as an independent and permanent African diaspora-lead and managed platform.

Web links: www.ae-platform.org, Facebook: Africa-Europe Platform/Plateforme Afrique-Europe, Twitter: https://twitter.com/diasporadev_ddf/

Project/activity	Integration, Transnational Mobility and Human, Social and Economic Capital Transfers (ITHACA)
Partners	European University Institute (EUI), Real Instituto Elcano (RIE) and the London Metropolitan University (LMU)
Timeframe	December 2013 – December 2015
Donors	European Commission
Focus	Research, transnational mobility, transnational transfers

The ITHACA project examines the links between integration, mobility frameworks, transnational mobility and the transfers (economic, cultural, human) in four migration systems. Through a comparative study, extensive fieldwork and a survey, ITHACA aims to:

- Map transnational mobility flows in four migration systems (North Africa-EU; Western Balkans-EU; East Europe-EU; and South Asia-EU);

- Assess the human, social and economic capital transfers generated by mobility flows;

- Identify the integration policies and mobility framework conditions that foster transnational mobility and human, social, economic capital transfers;

- Draw policy-relevant recommendations for the design of policies and mobility frameworks at the EU level.

Project/activity	MIgration EU eXpertise (MIEUX) II: Facilitate dialogue between the government of Malawi with its diaspora
Target group	Government officials, diaspora representatives
Timeframe	June 2014 - present
Donors	European Union
Focus	Diaspora engagement strategy, capacity development, diaspora-government dialogue

The overall objective of the action is to facilitate the government of Malawi's dialogue with Malawi's diaspora in order to further the government's broader development objectives. The key activities include:

- Workshops on mapping the diaspora's geography, size and economic potential, fostering sustainable links between the diaspora and the Malawi government, and on tools and means for initiating and enhancing diaspora engagement;

- Guidance on drafting the Malawian Diaspora Engagement Policy via ad hoc drafting sessions and remote support;

- Consultative meeting with the diaspora.

Project/activity	Migration EU eXpertise (MIEUX) II: Support to developing the Ghanaian Diaspora Engagement Policy
Target group	Government officials, diaspora representatives
Timeframe	June 2014 - present
Donors	European Union
Focus	Diaspora engagement strategy, capacity development, diaspora-government dialogue

The overall objective of the action is to support the development of the Ghanaian Diaspora Engagement Policy. The key activities include:

- Institutional needs assessment;

- Consultative meeting between selected representatives of Ghanaian diaspora in Europe and representatives of the Diaspora Affairs Bureau in Belgium to foster dialogue and interaction on the objectives and fundamentals of the policy document;

- Remote support in the drafting of the Ghanaian Diaspora Engagement Policy.

Project/activity	Migration EU eXpertise (MIEUX) II: Support to the development of the Burundian diaspora engagement policy
Target group	Government officials, diaspora representatives
Timeframe	April 2014 - present
Donors	European Union
Focus	Diaspora engagement strategy, capacity development, diaspora-government dialogue

The objective of this action is to strengthen the institutional capacities of the Directorate of Diaspora in drafting policies on diaspora engagement as well as to support a participatory drafting process by involving multiple actors, including diaspora representatives. The finalised policy in turn will facilitate the government's efforts to reach out to the diaspora for joint activities and initiatives and promote various development objectives. The key activities include:

- Guidance and support to the future Inter-ministerial Committee that will be set up by the Directorate of Diaspora and will lead the drafting of the National Policy on Diaspora Engagement;

- Consultations with diaspora organisations in the EU;

- Policy exchange meetings between the staff of the Directorate of Diaspora and Belgian authorities;

- Series of information sessions on migration and development, diaspora engagement and communication with the diaspora.

Project/activity	Migration EU eXpertise (MIEUX) II: Support to the development of the National Migration and Development Strategy of Togo
Target group	Government officials, CSO and private sector
Timeframe	December 2012 – present
Donors	European Union
Focus	Migration and development strategy, capacity development

The objective of this action is to support the Togolese authorities in the drafting process of a first National Migration and Development Strategy. The key activities include:

- Needs and gaps assessment;
- Working meeting on migration and development;
- Knowledge exchange meeting on utilising remittances for development;
- Drafting workshop of the National Migration and Development Strategy;
- Remote support for development of the National Strategy on Migration and Development;
- Support to the validation seminar of the Draft National Strategy on Migration and Development.

Project/activity	Migration EU eXpertise (MIEUX) II: Increasing the development impact of remittances in Benin
Target group	Government officials, diaspora representatives
Timeframe	January 2013–present
Donors	European Union
Focus	Diaspora engagement strategy, capacity development, remittances

The aim of the action is to support the Beninese authorities in designing public policies aimed at increasing the development impact of remittances in the country. The key activities include:

- Needs assessment in terms of migration and development, and remittance management;
- Seminars on migration and development, and remittances in order to support the National Strategy on Productive and Social Use of Remittances.

Project/activity	Migration EU eXpertise (MIEUX) II: Development of a migration and development strategy with a focus on diaspora engagement in Côte d'Ivoire
Target group	Government officials of Côte d'Ivoire, NGOs, civil society, and migrant associations
Timeframe	March 2014 – present
Donors	European Union
Focus	Migration and development strategy (with a focus on diaspora engagement), capacity development, peer-to-peer exchange

Within the ongoing action, the following activities will (or have been) implemented:

- Rapid needs assessment and joint planning meeting;

- Knowledge exchange session on Migration and Development: Launch of the policy development process;

- Study visit to one African country to evaluate migration and development as well as diaspora engagement strategies/ options;

- Workshop on the contribution of immigrant communities to the development of the Côte d'Ivoire;

- Support for the drafting of the Ivorian Strategy on Migration and Development, including diaspora engagement;

- Validation Seminar of the Draft National Strategy on Migration and Development.

Project/activity	Migration EU eXpertise (MIEUX) II: Enhancing pre-departure orientation and diaspora engagement in Tajikistan
Target group	Government officials of the Republic of Tajikistan
Timeframe	February 2013 – present
Donors	European Union
Focus	Capacity development, peer-to-peer exchange

Within the ongoing action, the following activities will (or have been) implemented:

- Assessment mission to identify the needs of the national authorities dealing with labour migration management;

- Information session on migration data collection, analysis, management and utilisation mechanisms to support efforts of the Tajik Government in labour migration data collection and management;

- Training of trainers on pre-departure orientation to enhance the capacities of the Migration Service of the Republic of Tajikistan in pre-departure orientation programmes for labour migrants

- Study visit of Tajik officials to Italy in order to expand expertise on labour migration management and consolidate knowledge obtained in delivered training sessions;

- Roundtable on diaspora engagement to support efforts Tajik Government's in fostering sustainable links with its diaspora;

- Support in developing a set of recommendations for enhancement of the links with Tajik diaspora.

Project/activity	Enhancing Georgia's Migration Management (ENIGMMA)/Diaspora component
Target group	(of the diaspora component): Government officials working on diaspora engagement
Timeframe	December 2013–June 2017
Donors	European Union
Focus	Diaspora engagement policy, capacity development

The project's diaspora component supports the development and piloting of a High-Profile Diaspora Engagement Programme in Georgia, the development and establishment of an online school for Georgians abroad and improvement the existing website of the Office of the State Minister of Georgia for Diaspora Issues.

Web links: http://www.enigmma.ge; www.facebook.com/IcmpdInGeorgia

Project/activity	EUROMED Migration III: Migration and Development Component
Target group	Government officials of Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Syria, Morocco, the Palestinian Territories and Tunisia.
Timeframe	January 2012 - present
Partners	International Training Centre of the International Labour Organization (ITC-ILO), Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas (FIIAPP), L'Office Français de l'Immigration et de l'Intégration (OFII), Euro-Mediterranean University (EMUNI University)
Donors	European Union
Focus	Diaspora engagement strategy, capacity development, peer-to-peer exchange, high-profile diaspora, diaspora entrepreneurship

Within the Migration & Development Component the following diaspora related activities have been organised:

- Migration and Development Peer-to-Peer Meeting 'Champions of Migration? – High Profile Migrants and their Potential for Development';

- Migration and Development 2nd Peer to Peer meeting. Government and Business partnerships for development - working with emigrant communities for growth;

- Migration and Development - Training session 1: Transnational commitment, involving migrant communities.

Project/activity	Enhancing the Role of Georgian Emigrants at Home (ERGEM)
Target group	Government officials in Georgia, embassy and consular staff in Germany, Greece and Turkey, diaspora actors
Timeframe	April 2013–December 2014
Partners	Danish Refugee Council (DRC)
Donors	Ministry of Foreign Affairs of Turkey, Ministry of the Interior of Poland, European Union
Focus	Diaspora policy development, outreach, consular services

The project "Enhancing the Role of the Georgian Emigrants at Home (ERGEM)"; contributed to strengthening the ties between Georgians abroad and Georgian institutions in order to increase diaspora contributions to Georgia's economic development and more specifically:

- To enhance the institutional knowledge on Georgian emigrant and diaspora communities, with a focus on their needs, interests, remittances and propensity to invest;

- To improve information, support and services by Georgian institutions to their emigrant and diaspora communities abroad;

- To transfer structured knowledge from diaspora representatives to Georgian business actors and pilot support to returnees.

Web links: http://www.icmpd.org/Enhancing-the-Role-of-Georgian-Emigrants-at-Home-ERGEM.2464.0.html

Project/activity	European-wide African Diaspora Platform for Development (EADPD)
Target group	African diaspora organisations in Europe
Timeframe	January 2011 – December 2013
Partners	African Diaspora Policy Centre (ADPC), Forum des Organisations de Solidarité internationale issues des Migrations (FORIM), African Foundation for Development (AFFORD), Coordination Generale des Migrants pour le Developpement axe Belgique pays du Sud (CGMD)
Donors	Swiss Agency for Development and Cooperation, European Commission, Deutsche Gesellschaft fuer Internationale Zusammenarbeit (GIZ), Dutch Ministry of Foreign Affairs
Focus	Diaspora empowerment, capacity development, networking

Promote the contribution of the diaspora to act as a development actor for Africa through the establishment of a European-wide African diaspora platform for development.

- Provide support in the establishment of a functioning European platform of African diaspora organisations working on development issues in Africa;

- Improve coordination, communication and cooperation of development activities undertaken by African migrant organisations, through the development of tools and mechanisms to share information, knowledge and expertise;

- Enhance capacities of diaspora organisations to meaningfully participate in the development cooperation process in Africa.

Web links: www.ae-platform.org, Facebook: Africa-Europe Platform/Plateforme Afrique-Europe, http://www.icmpd.org/European-wide-African-Diaspora-Platform-Africa-Europe-Platform.1858.0.html

Project/activity	Strengthening African and Middle Eastern Diaspora Policy through South-South Exchange (AMEDIP)
Target group	Government officials of Algeria, Cape Verde, Egypt, Ethiopia, Ghana, Kenya, Lebanon, Mali, Morocco, Niger, Nigeria, Senegal and Tunisia
Timeframe	July 2011 – December 2014
Partners	International Organization for Migration (IOM)
Donors	Swiss Agency for Development and Cooperation, French Ministry of Foreign Affairs, Italian Development Cooperation, Dutch Ministry of Foreign Affairs
Focus	Diaspora policy development, strategy development, capacity development, dialogue and south-south cooperation

Enhance the institutional capacities of national authorities charged with migration and development to better harness the contributions of their diaspora communities. Reflecting the overall objective, the specific objectives of the project are:

- Support the creation and/or further development of comprehensive diaspora policies in partner countries;
- Strengthen south-south technical cooperation and regional expert exchanges;
- Enhance institutional and technical capacity of government agencies/local authorities involved in diaspora policy; and
- Strengthen south-north cooperation through knowledge sharing and enhanced institutional dialogue.

Web links: http://www.icmpd.org/AMEDIP.1821.0.html

Project/activity	Diaspora and Development Roundtable: Preparing for the 2013 UN High-level Dialogue on International Migration and Development
Target group	Diaspora representatives in Europe
Timeframe	June 2013
Partners	International Catholic Migration Commission (ICMC)
Donors	Swiss Development Cooperation (SDC), Centre for International Migration and Development (CIM)
Focus	Diaspora empowerment, networking

A total of 59 members of the African, Latin American, wider European, Middle Eastern and Asian diaspora communities in Europe came together to exchange their views on diasporas in Europe and to formulate recommendations in the run-up to the 2013 UN High-Level Dialogue on International Migration and Development.

Project/activity	Linking Emigrant Communities for More Development
Target group	Government officials of Algeria, Cabo Verde, Egypt, Ethiopia, Ghana, Lebanon, Mali, Morocco, Niger, Nigeria, Senegal, Syria and Tunisia
Timeframe	May 2009–April 2010
Partners	International Organization for Migration (IOM)
Donors	Swiss Agency for Development and Cooperation, French Ministry of Foreign Affairs, Italian Development Cooperation, Dutch Ministry of Foreign Affairs
Focus	Research, diaspora engagement policies, dialogue

The project, implemented within the framework of the MTM Dialogue and its Pillar II on 'Migration and Development', should be seen as part and parcel of multiple initiatives aiming to support governments with significant emigrant communities to further develop a favourable environment and support knowledge-based policy development. The main deliverable has been an "Inventory of Institutional Capacities and Practices". By providing information supporting constructive dialogue on possible options on institutional mechanisms, support policies and legislation, outreach channels and initiatives relating to emigrant communities, the inventory further aimed to:

- Show how some governments have chosen to institutionalise their relationships with their emigrant communities;

- Serve as a basis for dialogue on good practices, lessons learned and future recommendations for further intra- and inter-state cooperation on emigrant community-related matters.

List of diaspora engagement tools and publications			
Title	**Download link**	**Year**	**Languages**
Infographic "Promoting Diaspora Engagement" (prepared for the Rabat Process)	http://www.imap-migration.org/index.php?id=1308	2015	EN, FR
A Survey on Migration Policies in West Africa	http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD_General/Publications/2015/A_Survey_on_Migration_Policies_in_West_Africa_EN_SOFT.pdf	2015	EN, FR, PO
Guide on organising mobile counselling for migrants and diaspora members	http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website_2011/ICMPD_General/News/ERGEM_Guide/Organising_Mobile_Counselling_for_the_Diaspora_EN_SOFT.pdf	2014	EN, GE
Georgian Diaspora and Migrant Communities in Germany, Greece and Turkey – Transnational realities and ties with Georgia	**http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website_2011/ICMPD_General/News/Georgia_Study/Full_Version_web_en.pdf**	2014	EN, GE
Enhancing diaspora engagement: operational guidelines for south-south and triangular cooperation	http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website_2011/ICMPD_General/News/AMEDIP/Enhancing_Diaspora_Engagement_EN_Electronic.pdf	2014	EN, FR, AR
Migration and development policies and practices: a mapping study of eleven European countries and the European Commission (2013)	http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD_General/Publications/Migration_and_Development_June_2013.pdf	2013	EN
Report and Recommendations: Diaspora and Development Roundtable. Preparing for the 2013 UN High-level Dialogue on International Migration and Development	http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website_2011/Capacity_building/Migration_and_Development/December_2013/Diaspora_Development_RT_report_EN.pdf	2013	EN
Mapping Study – Ethiopian and Somali Diaspora Organisations	http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website_2011/Capacity_building/Migration_and_Development/Mapping_Study_-_Ethiopian_and_Somali_Diaspora_Organisations.pdf	2012	EN
The JMDI e-learning course on M&D project cycle management for practitioners (in particular diaspora organisations)	http://www.migration4development.org/elearning/	2010	EN
MTM, A Dialogue in Action, Linking Emigrant Communities for More Development: Inventory of Institutional Capacities and Practices	http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website_2011/Migration_Dialogues/MTM/projects/Inventory_EN_2010.pdf	2010	EN, FR, AR
Proceedings Document: Policy Seminar, Participation of the Diaspora in the Joint Africa-EU Strategic Partnership 1-2 October 2009	http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD_General/Publications/2009/Brussels_Proceedings_Document_Oct_1-2_2009.pdf	2009	EN

1. The authors gratefully acknowledge the contributions of the following ICMPD colleagues towards various stages of the paper: Rebecca Adeline, Stephanie Berry, Oleg Chirita, Lukas Gehrke, Ralph Genetzke, Yves Hatungimana, Akram Mukhamatkulov, Naozad Hodiwala, Xenia Pilipenko, Sarah Schlaeger, Caterina Torchiaro, Violeta Wagner and Alfred Woeger.

2. We are aware of the conceptual flaws and the multitude of definitions used for what we for the purpose of this paper refer to as 'country of origin' and 'country of destination'. We use the term 'country of origin' to describe the source of a recent or past migration flow which might span over several generations and is referred to as the origin country by the person involved. 'Country of destination' is used when referring to a destination of recent or past migration flows which might span over several generations.

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18. Office of the State Minister for Diaspora Issues (Georgia), a Diaspora Support Unit within the Ministry of Foreign Affairs and Regional Integration (Ghana), the Directorate of Diaspora within the Ministry of Foreign Affairs (Burundi), the Diaspora Affairs Unit in the Ministry of Cooperation and International Cooperation (Malawi), the Delegate Ministry in charge of the National Community Established Abroad (Algeria), the Ministry Charged with the Kenyan Community Residing Abroad (Kenya), the Ministry of Emigrant Communities (Cabo Verde), the Ministry of Manpower and Emigration (Egypt), the Ethiopian Expatriates Affairs General Directorate within the Ministry of Foreign Affairs (Ethiopia), the Ministry of Foreign Affairs and Emigrants (Lebanon), the Ministry for Malians Abroad and African Integration (Mali), the Ministry Charged with the Moroccan Community Residing Abroad (Morocco), the Directorate for Nigeriens Abroad within the Ministry of Foreign Affairs (Niger), the Nigerian National Volunteer Service within the Secretary to the Government of the Federation (Nigeria), the Ministry of Foreign Affairs and Senegalese Abroad (Senegal) and the Ministry of Social Affairs, Solidarity and Tunisians Living Abroad (Tunisia).

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20. The policy process can be described as a cycle involving several stages. Although a number of variations on the stages have been put forward by different authors, there is consensus about the differentiation in agenda-setting, policy formulation, decision-making, implementation and evaluation. Despite the fact that decision-making in reality does not always follow these stages, they are still considered the ideal and rational process for decision-making. According to this rational model, decision-making should be based on a solid analysis of the problem. Hence, the policy cycle provides the normative framework for evidence-based policy making. See Marion Noack, Martin Hofmann and Roland Hosner (2015), Practices of developing a national migration strategy in selected European countries. Based on an analysis of strategies, action plans and policies in Albania, Austria, Belgium, Bosnia and Herzegovina, Bulgaria, Finland, Germany, Moldova and Slovakia, and including recommendations for migration policy development in Georgia, http://www.enigmma.ge/wp-content/uploads/2015/05/EN_Migration-Strategy-Paper_final.pdf (accessed 12 August 2015).

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25. A mobile counselling unit composed of government experts from relevant institutions can be created, trained and deployed for a limited duration in a main destination country of migrants and diaspora members. The mobile counselling unit should thus be able to provide migrants and diaspora members with advice regarding a wide range of issues covering, inter alia, legal status, identity document issues, portability of social security benefits, property rights, return possibilities, as well as business and investment opportunities in the country of origin. See ICMPD (2014), Guide on Organising Mobile Counselling for Migrants and Diaspora Members. Based on lessons learned from the information days for the Georgian diaspora in the ERGEM project, http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website_2011/ICMPD_General/News/ERGEM_Guide/Organising_Mobile_Counselling_for_the_Diaspora_EN_SOFT.pdf (accessed 13 May 2015).

26. At the time of writing, the Africa-Europe Development Platform had gone through a re-branding and was planned to be publicly launched as "ADEPT".

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28. The main criteria are related to the main destination countries with the biggest populations of the respective diasporas, gender balance, objectives diaspora organisations pursue, migration experience (1st, 2nd ... generation), origin country citizenship, destination country citizenship, different profile of diaspora actors involved (e.g. education, professional occupation).

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30. This is not an exhaustive list of ICMPD projects and outputs in the area of diaspora engagement.

Promoting Diaspora Engagement - what have we learnt?

International Centre for Migration Policy Development, 2015