

# MAPPING MIGRATION & DEVELOPMENT IN SIX REGIONAL MIGRATION DIALOGUES

Malin Frankenhäuser (Ed.)

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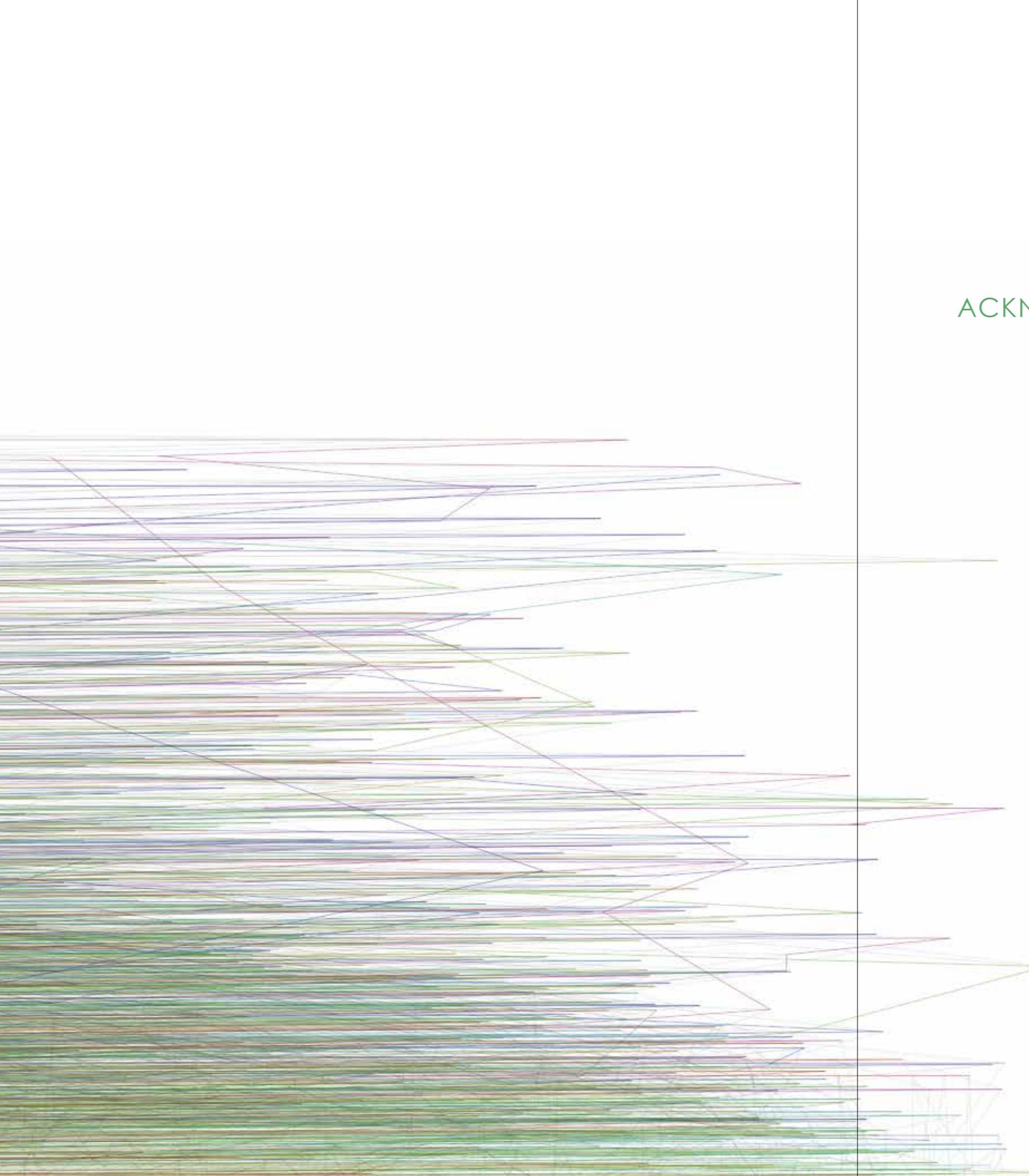
International Centre for  
Migration Policy Development

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Prepared by the International Centre for Migration Policy Development,  
Vienna - Austria

**International Centre for Migration Policy Development • March 2015**



## ACKNOWLEDGMENTS

First and foremost, the authors of this study would like to thank the Global Program Migration Development of the Swiss Agency for Development and Cooperation (SDC) who have generously agreed for us to make use of research that was conducted for an internal SDC study 2012-2013 and thus allow a wider audience access to some of those findings.

We are also indebted to our colleagues Chantal Lacroix, Cecilia Lundström Carniel, Julien Simon, Radim Zak and Monica Zanette who kindly contributed to this study by sharing information, checking facts and providing their insights on supporting state-led regional migration dialogues.

The support and contributions of the following persons is also acknowledged with immense gratitude: Alessia Bacchi, Emmerentia Erasmus and Katharina Natter. Last but not least, the authors would like to thank Lukas Gehrke and Martijn Pluim for their advice and guidance on migration policy development at the regional level and reflections on the way forward.

## ABSTRACT

This study describes the geographic and political characteristics of six regional migration dialogues and maps how they have addressed the inter-linkages between migration and development up until 2013. The analysis of the Budapest Process, Migration in the EuroMed Partnership, the Migration, Mobility and Employment Partnership (MME), the Mediterranean Transit Migration Dialogue (MTM), the Prague Process and the Euro-African Intergovernmental Dialogue on Migration and Development (Rabat Process) shows that migration and development has started to regularly feature on the agenda.

The degree to which the respective dialogues have integrated the concept in their frameworks varies and participating states still have some way to go to substantially integrate development concerns in the debates. Since these dialogues are primarily driven by ministries responsible for migration, the study suggests that the inclusion of stakeholders with know-how in other public policy domains would support a better understanding of the migration-development nexus and lead to better policy responses.

Opening up technical meetings and working groups to other actors, such as development officials, civil society organisations, including diaspora associations, and the private sector would be a first step towards a more comprehensive take on the complex global phenomenon that migration is.



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## LIST OF ABBREVIATIONS

ACBAR	Agency Coordinating Body for Afghan Relief and Recovery
ACP	African, Caribbean and Pacific Group of States
ADPC	African Diaspora Policy Centre
AfDB	African Development Bank
AFFORD	African Foundation for Development
AMEDIP	Strengthening African and Middle Eastern Diaspora Policy through South-South Exchange
AU	African Union
AUC	African Union Commission
AU.COMMIT	Campaign on Combating Human Trafficking 2009-2012
BMP	Building Migration Partnerships
BRICS	Brazil, Russia, India, China and South Africa
BSEC	Organization of the Black Sea Economic Cooperation
CGMD	Coordination Générale des Migrants pour le Développement Axe Belgique Pays du Sud
CIS	Commonwealth of Independent States
COMESA	Common Market for Eastern and Southern Africa
EAC	East African Community
EADPD	European wide African Diaspora platform for development
EC	European Commission
ECCAS	Economic Community of Central African States
ECO	Economic Cooperation Organization
ECOWAS	Economic Community of West African States
ENP	European Neighbourhood Policy
ENPI	European Neighbourhood and Partnership Instrument
EU	European Union
EuroMed	Euro-Mediterranean Partnership
EUROPOL	European Police Office
FAO	Food and Agriculture Organization
FIAPP	Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas
FORIM	Forum des Organisations de Solidarité Internationale issues des Migrations
FOC	Friends of the Chairs
Frontex	European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union
GFMD	Global Forum on Migration and Development
GCC	Gulf Cooperation Council
GCIM	Global Commission on International Migration
ICJ	International Court of Justice

ICMC	International Catholic Migration Commission
ICMPD	International Centre for Migration Policy Development
IDEP	African Institute for Economic Development and Planning
IFAD	International Fund for Agricultural Development
IRF	Interregional forum (on migration)
IGAD	Intergovernmental Authority on Development
IGC	Intergovernmental Consultations on Migration, Asylum and Refugees
ILO	International Labour Organization
i-Map	Interactive Map on Migration
INTERPOL	International Criminal Police Organization
IOM	International Organization for Migration
MARRI	Migration, Asylum, Refugees Regional Initiative
M&D	Migration and Development
MEDA	Countries in the southern Mediterranean
MIC	Middle-income country
MME	Migration, Mobility and Employment Partnership
MTM	Dialogue Mediterranean Transit Migration Dialogue in Europe and North Africa
NGO	Non-governmental Organisation
NIC	Newly industrialized country
OSCE	Organization for Security and Co-operation in Europe
PRSP	Poverty Reduction Strategy Papers
Rabat Process	Euro-African Intergovernmental Dialogue on Migration and Development
RCP	Regional Consultative Process on Migration
REC	Regional Economic Community
SDC	Swiss Agency for Development and Cooperation
SOM	Senior Officials Meeting
UCLG	United Cities and Local Governments
UfM	Union for the Mediterranean
UN	United Nations
UNDP	United Nations Development Programme
UN-HABITAT	United Nations Human Settlements Programme
UN HLD	United Nations High Level Dialogue on International Migration and Development
UNICEF	United Nations Children's Fund
UNHCR	United Nations High Commissioner for Refugees
UNODC	United Nations Office on Drugs and Crime
UNSC 1244	United Nations Security Council Resolution 1244
USA	United States of America
WB	World Bank



## 1. INTRODUCTION

With the rise of migration on the political agenda of states, there has been a corresponding need and willingness to discuss this issue in various bilateral, regional and multilateral fora. Inter-governmental dialogues on migration started emerging some twenty years ago in parallel with a growing recognition that migration management transcends the domestic sphere and needs to be addressed internationally.

The 1994 International Conference on Population and Development in Cairo marked the first global attempt to address migration. The following decade saw a growing interest of states to improve their migration policies and learn from others, also from a development perspective. The Berne Initiative 2001-2005 and the Global Commission on International Migration (GCIM) from 2003-2005 were followed in 2006 by the first UN High-level Dialogue (HLD MD) on International Migration and Development and, in 2007, the first meeting of the Global Forum on Migration and Development (GFMD). Since then the GFMD has been meeting annually and in October 2013, the UN gathered for a second HLD MD and unanimously adopted a declara-

tion<sup>1</sup>, which takes a development and human rights based approach to migration governance. At this occasion, UN Secretary-General Ban Ki-moon also put forward Making migration work: an eight-point agenda for action, which outlines eight global goals of which the last one encourages states to enhance migration partnerships and cooperation.<sup>2</sup>

**In the absence of a binding global framework, a variety of regional approaches have had to cater for states' need to cooperate on migration.** So we have seen in parallel with the global debate the rise of regional inter-governmental migration dialogues (hereinafter "dialogues"), or regional consultative processes (RCPs)<sup>3</sup> as they are also known, in particular in the wake of the first HLD MD. There is no commonly agreed upon definition or terminology of these dialogues; they are called differently depending on their respective contexts. Dialogues vary in their history, their purpose and focus, their organisational framework, the composition of member states, the participation of international organisations and, sometimes, also non-governmental actors. The common denominators are an ongoing process or mechanism between states that deals with the issue of migration through an exchange of ideas and communication linked to an inter-regional, regional or geo-political setting. Chapter 2 below further discusses the defining elements and existing definitions and explains dialogues in an international relations theoretical framework.

While most dialogues have been established with a pure migration management focus, to date practically all dialogues specifically mention and acknowledge the migration-development nexus.<sup>4</sup> But how deep has a development perspective on migration permeated the discussions? At a time when the policy debate on migration

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1 UNGA (A/68/L.5) (2013): Sixty-eighth session, Agenda item 21 (e) "Globalization and interdependence: international migration and development", Draft resolution submitted by the President of the General Assembly Declaration of the High-level Dialogue on International Migration and Development, accessed at: [http://www.un.org/ga/search/view\\_doc.asp?symbol=A/68/L.5](http://www.un.org/ga/search/view_doc.asp?symbol=A/68/L.5)

2 UNGA (A/68/190) (2013): "Making migration work: an eight-point agenda for action", from the Report of the Secretary-General on International Migration and Development, accessed at [http://www.un.org/en/ga/68/meetings/migration/pdf/migration\\_8points\\_en.pdf](http://www.un.org/en/ga/68/meetings/migration/pdf/migration_8points_en.pdf)

3 The term "RCP" is used by IOM to denote "a restricted information-sharing and discussion forum for states with an interest in promoting cooperation in the field of migration". IOM (2013): RCP Information Sheet (EN), accessed at: <http://www.iom.int/files/live/sites/iom/files/What-We-Do/docs/RCP-Infosheet-2013.pdf>

4 Hansen, Randall (2010): An Assessment of Principal Regional Consultative Processes on Migration, MRS no.38, accessed at: [http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/published\\_docs/serial\\_publications/mrs\\_38\\_en.pdf](http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/published_docs/serial_publications/mrs_38_en.pdf). This is probably still the most extensive analysis of RCPs and is therefore heavily cited in this study. Hansen conducted over 80 interviews principally with representatives from government, but also from international organisations, NGOs and academia.

and development has widened at the global level through the HLD MD and the GFMD and the discussions on the Post-2015 development agenda, where do we stand at the regional level?

The aim of this study is to give an account of how the migration-development nexus has been addressed in six dialogues covering Europe, the Middle East, Africa and parts of Asia, and draw some general conclusions on the way forward:

- a. The Budapest Process
- b. Migration in the EuroMed Partnership
- c. The Migration, Mobility and Employment Partnership (MME)
- d. The Mediterranean Transit Migration Dialogue (MTM)
- e. The Prague Process
- f. Euro-African Intergovernmental Dialogue on Migration and Development (Rabat Process)

The mapping is intended to support the participating states in identifying where they stand in relation to each other and the global policy debate and what steps could be taken to advance a development perspective of migration in the framework of the respective dialogue, and hence impact positively on the overall, global migration and development agenda.

## 1.1 Outline

The study consists of an introduction outlining the background, rationale and outline followed by a discussion on definitions. Chapter 2 places the role of dialogues in an international relations theoretical framework and Chapter 3 explains the methodological approach and indicators used to analyse the selected dialogues, including a discussion of the limitations of this study. Chapter 4 provides an analysis of the six selected dialogues capturing the main characteristics of each dialogue as well as how and when migration and development has been addressed and conceptualised. The dialogues are assessed based on geographic, political and thematic relevance and the chapter concludes with a short discussion on the main findings. The final Chapter discusses the outlook for migration and development and provides recommendations for the way forward. Annex I lists all sources used for the study as well as relevant literature for the reader who is curious to learn more.

## 1.2 Defining migration and development

Migration and development broadly refers to the area of research and policy-making which is concerned with inter-linkages between migration and development. In the absence of a globally accepted definition of either of these two terms, however, it is impossible to single out a concept as such. The relationship between migration and development, from a policy point of view, has therefore been characterised as “unsettled”.<sup>5</sup>

Within the research community, migration and development has been debated for several decades. At the end of the 19<sup>th</sup> century analysts started systematically linking migration to development and since then the debate has alternated like a ‘pendulum’ between phases of optimism, pessimism and neglect.<sup>6</sup> Hence, the migration and development debate is not new but what has changed in the last two decades is the increasing interest in the topic by policymakers. Migration officials have increasingly pursued technical cooperation and policy discussions with countries along migration chains or routes, neighbouring countries and like-minded countries. This has prompted attention to address the inter-linkages between the movement of people and development at global and regional levels, bringing a change in the overall approach of states to migration issues. With migration cast as a source of mutual developmental benefits for sending and receiving countries, as well as for migrants, a new space has opened for inter-governmental cooperation and dialogue. Although one can discern a general direction or evolution of how migration and development has been conceptualised in the international debate, a study in 2013 by ICMPD and ECDPM focusing on Europe noted that early approaches still co-exist with more recent concepts ranging from a “root causes approach” through which migration is reduced to a consequence of poverty and under-development, to focusing on leveraging migration and migrants’ resources for the benefit of developing countries of origin, to a broader conceptualisation of migration as a development issue and the need for policy coherence.<sup>7</sup>

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5 Papademetriou and Martin quoted in Nyberg-Sorensen, N., Van Hear, N., Engberg-Pederson, P., The Migration-Development Nexus: Evidence and Policy Options, 2002, in: International Migration, Vol. 40 (5), p. 3-43

6 De Haas, H., ‘The Migration and Development Pendulum: A Critical View on Research and Policy’, International Migration, 2012, 50 (3): 8-25

7 ICMPD and ECDPM (2013), Migration and Development Policies and Practices: A mapping study of eleven European countries and the European Commission, Vienna, pp.23-24

## 1.3 Defining regional migration dialogues

It is difficult to find a one-size-fits-all definition of inter-governmental dialogues on migration issues. To take the example of the two oldest dialogues<sup>8</sup>: the Intergovernmental Consultations on Migration, Asylum and Refugees (IGC) and the Budapest Process. The first one originated in UNHCR and was established as a policy consultation mechanism among like-minded states from different regions of the world, whereas the latter was a direct response to the need to cooperate in the European neighbourhood in the aftermath of the Cold War. Perhaps as a result of these two different rationales, one thematic and the other geopolitical, the IGC still has the same member state basis whereas the Budapest Process has expanded, first in 2003 to include Central Asia and in 2010 along the old Silk Routes.

This study uses the term “dialogue” throughout this study to denote an **inter-governmental process or mechanism that deals with the issue of migration through an ongoing exchange of ideas and communication linked to a regional or geo-political rationale**. Sometimes the term RCP is used interchangeably with the term dialogue; this is done to facilitate the flow of reading and does not imply that we do not recognise IOM’s definition listed below.

The term RCP was first coined by IOM. In its information sheet on RCPs IOM lists the following six characteristics and refers to the 2010 Hansen study:

- a. “They are *repeated* regional meetings dedicated to discussing (a) specific migration issue(s). They are processes, not one-off events;
- b. They are *informal*, meaning that participants are not put in a negotiating position to defend national interests or positions;
- c. They are *non-binding*, meaning that states do not negotiate binding rules and are not obligated to implement any changes following meetings;
- d. They are purposefully *created to deal with migration issues only*;
- e. RCPs bring together countries from a ‘region’, depending on the scope of the migration issue to be addressed. The term ‘regional’ is mostly used geographically, but sometimes also figuratively, to describe the common location of like-minded states on the ‘migration map’;

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8 The IGC was established in 1985 (secretariat from 1991), the Budapest Process in 1991 (secretariat from 1993).

- f. Most RCPs are not *officially associated with formal regional institutions*. However, they are often embedded in their regional context and interact with regional bodies, associations and integration processes in complex ways.”<sup>9</sup>

In his 2013 report of 25 regional and interregional consultative processes, Harns reconfirms this list of dialogue characteristics and provides a shorter description by saying that “RCPs are, in essence, restricted information-sharing and discussion forums for states with an interest in promoting cooperation in the field of migration”.<sup>10</sup> Moving beyond the Hansen study, Harns suggests that “RCPs diversify in type as they expand in number” and introduces a broader interpretation, such as the notion that dialogues may serve as a migration pillar for more formal bodies, such as regional trade blocs, and cross-regional consultation mechanisms or interregional fora.<sup>11</sup> This broader interpretation resonates with the approach this study takes, namely that why states engage in dialogues varies and while some are only loosely linked to formal institutions, others constitute pillars of high-level political dialogues, for example between the European Union, Latin America and the Caribbean (EU-LAC).

The regional element certainly varies from one dialogue to the next. Although dialogues differ from regional bodies, which also may deal with migration as a topic, many mirror the member state basis of a regional institution, like MIDWA<sup>12</sup> and the Economic Community of West African States (ECOWAS) in West Africa, or interact directly with it, like the RCP of the Intergovernmental Authority on Development (IGAD) in the Horn of Africa. The majority of dialogues on the African continent exhibit this characteristic. So while some dialogues **mirror migration routes**, bringing countries of origin, transit and destination together and therefore in fact are **inter-regional** rather than regional, others are closely embedded in a regional context and driven by a geo-political, **regional integration rationale** and an aim to achieve harmonisation of migration policies across the countries in the region – not unlike the EU. In other cases the link to a regional body results from the political framework

9 IOM, 2013, op. cit.

10 Harns, Charles (2013): Regional Inter-State Consultation Mechanisms on Migration: Approaches, Recent Activities and Implications for Global Governance of Migration, MRS no.45, p.11, p.19, accessed at: [publications.iom.int/bookstore/index.php?main\\_page=redirect&action=url&goto=publications.iom.int%2Fbookstore%2Ffree%2FMRS45\\_EN\\_10May2013.pdf](http://publications.iom.int/bookstore/index.php?main_page=redirect&action=url&goto=publications.iom.int%2Fbookstore%2Ffree%2FMRS45_EN_10May2013.pdf); prepared as a resource for the Fourth Global Meeting of RCP Chairs and Secretariats Lima, Peru, May 2013

11 Ibid., pp.20-21

12 Migration Dialogue for West Africa

the dialogue is embedded in, such as the European Union’s external relations with its southern neighbourhood countries in the case of the EuroMed Migration and the African Union in the case of the MME Partnership.

Thematically, dialogues usually cover a wide range of migration related issues, such as irregular migration<sup>13</sup>, migrant smuggling, protection of migrants’ rights, asylum, trafficking in human beings, labour migration and migration and development. The agendas are set by the participating states and the topics discussed and their evolvement can be seen to signal those thematic areas that are both salient and that states are comfortable addressing. What dialogues have in common is that they are “working to increase understanding of contemporary migration dynamics, identify shared and complementary interests, and build confidence in the ability of states to work together and with other stakeholders more effectively to manage migration”.<sup>14</sup> To this end participating states formulate recommendations which – as a rule – are informal and non-binding. The informal setting is meant to provide for a debate on mutual but also divergent interests among all participants on an equal footing, without obliging them to agree on legally binding commitments. This approach is intended to allow for more open discussions and more far-reaching solutions than formal frameworks could cater for. However, informality does not mean the absence of procedures that steer the way the dialogue operates. All dialogues have formal modalities on various aspects, such as a membership, meeting cycles, chairmanship and the role of their secretariat or support unit. Describing dialogues only as a series of meetings by states dedicated to discuss migration would therefore be simplistic. Dialogues are established and continue to function because they fill a need identified and perceived by the member states to enhance “cooperation on migration, in recognition of the limitations of ad-hoc and bilateral approaches to managing international migration”.<sup>15</sup>

13 Many of the official documents of the dialogues use the terms “legal” and “illegal”. Generally within the academic context the less normative terms “irregular”, “regular” and “non-authorized” or the more critical “illegalized” are applied, whereas “legal” and “illegal” is broadly understood as more politically motivated, medially shaped and associated with crime while being in a country without the required papers is, in most countries, not a criminal offence but an administrative infringement. Furthermore, scientific writings argue that the dichotomous categorization of “legal” and “illegal” does not fit the complex legal status of migrants that is changing during the migration process.

14 IOM (2005): International Migration Management through Inter-State Consultation Mechanisms, accessed at: [http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/microsites/rcps/expert\\_paper\\_rcp.pdf](http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/microsites/rcps/expert_paper_rcp.pdf)

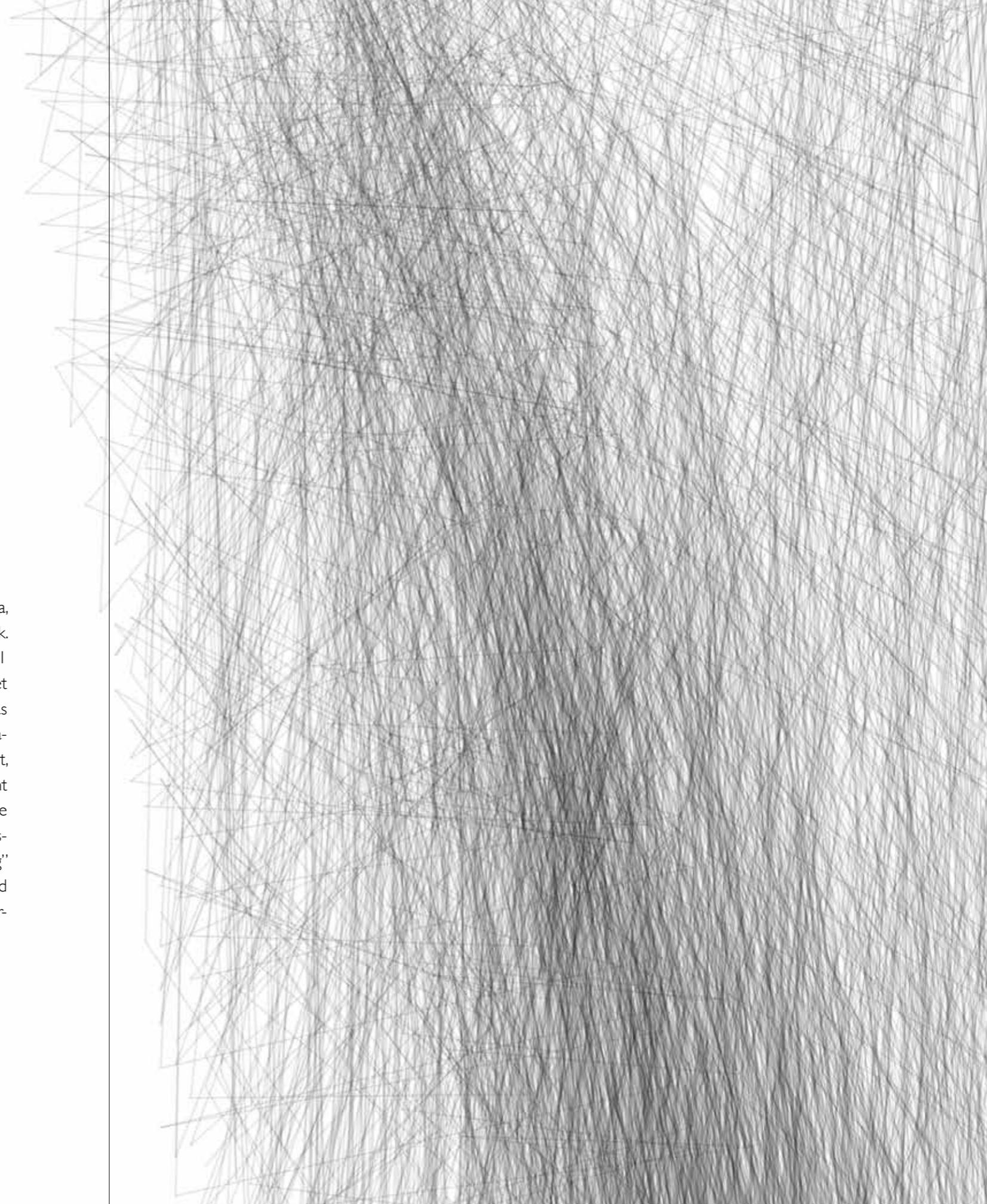
15 IOM (2005), op.cit.

## 2. PLACING DIALOGUES IN A THEORETICAL FRAMEWORK

Despite its growing importance in the national and international political arena, international migration is still not regulated in a multinational framework. Only in the area of asylum, an UN-based treaty-framework, the 1951 Geneva Convention, and the UNHCR as the implementing structure, has been set up and implemented in the aftermath of WW II. This multilateral refugee-regime has not been echoed by the development of a similarly binding multilateral labour migration regime and moves into this direction until now have largely failed. In this respect, the history of the 1990 UN Convention on the Protection of the Rights of All Migrant Workers and Their Families, the most comprehensive international instrument in the field of labour migration, is striking: it took more than ten years to secure the necessary ratifications to enter into force, and up until today no major migrant “receiving” state has ratified it.<sup>16</sup> So to date most internationally binding regulations in the field of migration, for example the international passport regime, stem from the inter-war-period.

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<sup>16</sup> Köhler, Jobst (2011): What government networks do in the field of migration: an analysis of selected Regional Consultative Processes. In: Rahel Kunz, Sandra Lavenex, Marion Panizzon (eds.): *Multilayered Migration Governance. The Promise of Partnership*. London/New York: Routledge, 67 – 95, p. 67



**The lack of internationally binding regulations in the field of migration can be explained by the logics of state sovereignty on the one hand and the political economy of migration on the other. After all, the most commonly accepted** definition of a state mentions three constitutive elements of “stateness”<sup>17</sup>: a territory clearly delineated by internationally agreed borders, a settled population, and the exercise of state power in the territory. The right to decide about the resident population and migration control thus is a major element of state sovereignty, which states guard “jealously” until today. On the other hand, also the political economy of migration is not prone to multilateralism: costs and benefits of migration accrue to the migrant and the sending and the receiving state, and unlike climate change or global disarmament, migration governance is no international public good in need of multilateral regulation, but can be regulated bilaterally by the sending and the receiving state.<sup>18</sup>

Migration governance thus cannot easily be described as a “public good”, but is more akin to a “club-good”, which loses its exclusive value by overcrowding, thus states are inclined to reduce the number of club-members. In particular for target countries of migration, exclusive bilateral, regional or inter-regional agreements are more tempting than all inclusive, binding multilateral regulations embedded in an international institutional framework, as an international framework will impede higher costs on the “club” than a more limited agreement. Furthermore, the relationship between sending and receiving states is characterised by a fundamental power-asymmetry, whereby receiving states are the rule-makers and have the power to open or close their borders, while sending states generally have to accept these decisions. In effect, receiving states favour unilateralism, while multilateralism is in the interest of the sending states. This power-asymmetry presents a major obstacle to the development of a binding multilateral framework.<sup>19</sup>

## 2.1 Layers of migration governance

Despite the lack of formal and internationally binding regulations several layers of international migration governance have developed in the international arena. Further

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17 Jellinek, Georg (1959): Allgemeine Staatslehre. Darmstadt: Wissenschaftliche Buchgesellschaft

18 Betts, Alexander (2011): The global governance of migration and the role of trans-regionalism. In: Rahel Kunz, Sandra Lavenex, Marion Panizzon (eds.): Multilayered Migration Governance. The Promise of Partnership. London/New York: Routledge, 23 – 46, p.24

19 Betts, 2011, op. cit., p. 24

to the thin layer of multilateralism in refugee policies and passport regulations, a number of international conventions enacted to regulate other policy areas – e.g. the WTO agreement, human rights law, or maritime law – touch on migration issues. This “embedded governance” of migration has involved a large set of international actors not primarily concerned with migration into the migration field.<sup>20</sup> More importantly, the growth of embedded migration governance has also involved different state actors into the field; whereas migration has been the more or less exclusive arena of Ministries of the Interior or Ministries of Labour in the 1980s and 1990s, now different governmental departments like Foreign Affairs, Development, Trade or Justice, also deal with migration-related aspects, thus the inter-administrative variety of actors has increased.

But the most important developments have taken place in the field of cross-regional migration governance. Since the 1990s, a growing number of informal partnership agreements, migration dialogues and cooperation agreements have been concluded, which formally and informally link and connect different regions of origin and destination. These agreements form a new type of networked migration governance allowing more efficient cooperation than the traditional multilateral setting.<sup>21</sup> They are state-owned and thus endorsed by governments, assemble countries from the same region or sub-region or like-minded countries from a certain region, who might also have the experience of cooperation in other fields, and thus allow mutual exchange and learning more easily than formal legal settings.

## 2.2 The role of dialogues

Meanwhile, dialogues or RCPs are widely recognised as important drivers of migration policy development. According to Köhler “a UN survey of international cooperation in 2004 concluded, that in absence of an international regime for international migration, regional consultative processes of an informal nature have become a key component of migration management”.<sup>22</sup> Köhler defines these as a specific form of government network and presents three central arguments on why they lead to policy convergence or harmonisation<sup>23</sup>:

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20 Betts, 2011, op. cit., p. 25

21 Köhler, 2011, op. cit., p. 67ff

22 Ibid., p. 67

23 Ibid., p. 69

- a. First, if linked to a regional economic community, dialogues can lead to a liberalisation of inter-regional and a restriction of extra-regional migration implementing “regulated openness” directing migration flows to the “regional fortress with the weakest defence”;
- b. Second, because they are not subject to public scrutiny, dialogues or RCPs become privileged venues for law-enforcement agencies and government departments eager to develop practical and flexible solutions privileging restrictive security approaches to migration outside the frame of binding international legal obligations;
- c. Third, rather than leading to regionally divergent approaches, the multitude of regional processes contributes to global policy governance by policy learning and policy transfer. Common structures and functions of dialogues or RCP are informality, openness and efficiency, which allow more easily exchange of practices than formal settings and thus in turn can result in policy harmonisation also between the regional fora – “what is exported is not a particular policy or set of actions but an idea of “how multilateral cooperation should work”, providing the basis for process of convergence.

### 2.3 Forging “epistemic communities” through communicative action

A main aspect of policy learning in regional and international networks concerns the development of common approaches and understandings of institutional actors through the development of an “epistemic community”.

The concept of “epistemic communities” was introduced by John G. Ruggie in a special issue of *International Organization* in 1975.<sup>24</sup> He pointed to the fact that institutional processes not only reflect the organisation structure in which they are acted out, “but also the epistemes through which political relationships are visualized”.<sup>25</sup> Ruggie referred to the term “epistemes” from Michel Foucault<sup>26</sup> and defined “epistemic communities” as “a dominant way of looking at social reality, a set of shared

24 Ruggie, John G. (1975): *International responses to technology: concepts and trends*. In: *International Organization*, 29:3, 557 - 583

25 *Ibid.*, p. 569

26 Foucault, Michael (1970): *The order of things: an archeology of the human sciences*. London: Pantheon Books

symbols and references, mutual expectations and a mutual predictability of intention”.<sup>27</sup> A more precise conceptualization was later given by Peter Haas, who defined the concept as follows<sup>28</sup>:

“An epistemic community is a network of professionals from a variety of disciplines and backgrounds. They have (1) a shared set of normative and principled beliefs, which provide a value-based rationale for the social action of community members; (2) shared causal beliefs, which are derived from their analysis of practices leading or contributing to a central set of problems in their domain and which they serve as the basis for elucidating the multiple linkages between possible policy actions and desired outcomes; (3) shared notions of validity – that is, intersubjective, internally defined criteria for weighing and validating knowledge in the domain of their expertise; and (4) a common policy enterprise – that is, a set of common practices associated with a set of problems to which their professional competence is directed, presumably out of the conviction that human welfare will be enhanced as a consequence.”

Epistemic communities are a product of a continuous process of communication and exchange. Their decisive role in regional integration has been highlighted in European Union studies, where the continuous cooperation and repeated meeting of civil servants of the Member States in professional settings together with civil servants from the European institutions has been highlighted as a main facilitator of integration<sup>29</sup>, in particular with regard to EU migration policy making.<sup>30</sup>

### 2.4 Reflexive policy learning in dialogues

In this context, several authors have pointed to the fact that the building of “epistemic communities” is not based on incentive-based learning, in essence, the adaptation of means/strategies to reach basically unaltered and unquestioned goals. Rather, it is

27 Ruggie, 1975, *op. cit.*, p. 570

28 Haas, Peter M. (1992): *Introduction: Epistemic Communities and International Policy Coordination*. In: *International Organization*, 46:1, 1 - 35, p. 68

29 Lewis, Jeffrey (1998): *Is the “Hard Bargaining” Image of the Council Misleading?* In: *Journal of Common Market Studies*, Vol. 36, No. 4 (1998), 479-504

30 Guiraudon, Virginie (2000): *European Integration and Migration Policy: Vertical Policy-making as Venue Shopping*. In: *Journal of Common Market Studies* 38/2, 251-271, p. 260ff

based on more deeply-rooted reflexive learning. That is, changed behaviour as a result of challenged and scrutinised assumptions, values and objectives<sup>31</sup>, which cannot be sufficiently explained through incentives and interests of egoistic actors<sup>32</sup>.

Reflexive learning is linked to the possibility of exchange of thoughts and reasoning in a trustful atmosphere allowing for free deliberation between equals. It is based on notion of communicative action, as devised by Habermas (1981)<sup>33</sup>, which refers to a type of interaction basically aimed at reaching consensus. Distinguishing between three validity claims – the factual truth of a statement, the normative acceptability of a statement and the conformity of the speaker’s intention with the content of his statement – Habermas describes “communicative action” as counterfactually based on the assumption of an “ideal speech situation”, where participants try to convince each other assessing their statements with regard to the three types of validity claims.<sup>34</sup> Where communicative rationality prevails, actors “argue”, discussing their principal beliefs and redefine their priorities in a process of validation aimed at reaching mutual understanding, which in turn will foster the development of shared principles and frames forging “epistemic communities”, whereas traditional “bargaining” does not touch on the redefinition of issues, but focus on implementation of pre-defined targets.<sup>35</sup> When returning to their institutional position, members of the “epistemic communities” act as “change agents” imputing new aspects and paradigms into their organisation, which leads to a gradual change in framing the issue within the institution and thus a thrust for policy convergence.

From a constructivist understanding of international relations, shared culture and ideas determine international policy making, and institutions reflect these ideas. This paradigm provides an explanation for the development of regional cooperation; reacting on deficiencies of policies at the nation-state level to respond to changes, administrative units start to cooperate across borders to find ad-hoc solutions, thus individuals and groups “become functionally linked as they discover that they share common interests and needs that transcend existing frontiers”.<sup>36</sup> Functional linkages

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31 Nye 1987, cited by Checkel, Jeffrey .T. (2001): Why Comply? Social Learning in European Identity Change. In: *International Organization*, 55, 533 – 88, p. 242

32 Checkel, 2001, op. cit., p. 225

33 Habermas, Jürgen (1981): *Theorie des Kommunikativen Handelns*. Frankfurt/Main: Suhrkamp Verlag

34 *Ibid.*, p. 149

35 Niemann, Arne (2006): *Explaining Decisions in the European Union*. Cambridge: Cambridge University Press, p. 6ff

36 Mansbach, Richard; Ferguson, Yale (2006): *A World of Politics. Essays in Global Politics*. Abingdon/New York, p. 93

and identities between the actors overlap and create “transnational perceptions of mutual interest”, reinforcing the shared views developed in cooperation. Thus new actors in the global system emerge as a result of the deficiency of the territorially delimited state to respond to changes and the agency of groups and individuals within administrations. In this paradigm, dialogues can be understood as examples for these new actors furthering international governance in area with legal predominance of states.

## 2.5 Types of networks

According to international relation theorists three different types of networks can be discerned.<sup>37</sup> The first type concerns networks of executive officials that develop within international organisations, the second type describes networks of officials developed within the framework of agreements and the third type of networks occurs between national regulators developing more spontaneously outside any formal agreement. Keohane and Nye (1974) differentiate between networks only loosely controlled by governments and networks under governmental control.<sup>38</sup> Köhler (2011) argues that different types of networks demand different types of coordination methods: “Government networks may involve high-level officials directly accountable to the national political process – the ministerial level – and/or the lower level of national regulators.”<sup>39</sup> The involvement of one or the other or both may be required for making certain coordination methods work. Furthermore, Köhler differentiates between network types and networks methods clustering networks according to tasks, methods and outcome (see Table 1 below):<sup>40</sup>

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37 Slaughter, Anne-Marie (2004): *A New World Order*. Princeton, New Jersey, p. 45

38 Keohane, Robert; Nye, Joseph (1974): *Transgovernmental Relations and International Organisations*. In: *World Politics* 27(1), 39 - 62, p. 43

39 Köhler, 2011, op. cit., p. 73

40 Köhler, 2011, op. cit., p. 72

Table 1:  
Types of networks, objectives, methods and outcomes

Objective	Regulation	Compliance with int'l agreements	Cooperative enforcement	Enhancing cooperation
<b>Network methods</b>	Recommendations Best practices Action Plans Review/evaluation	Review/evaluation Training Workshops Technical assistance	Institutional expert exchange Electronic information exchange Information networks	Information gateways Observatories Seminars or workshops Applied research
<b>Outcome</b>	Convergence of perception = Policy convergence	Improved technical and human capacity = Greater compliance	Improved communication and trust = Enhanced enforcement	Understanding and trust = Enhanced cooperation

According to Köhler, dialogues are a privileged venue for the meeting of the executive branches of government facing a cross-border challenge and thus in need for cooperation with their counterparts.<sup>41</sup> They allow for dealing with policy interdependence without touching on issues of sovereignty, which international agreements do, and allow for smooth adaptation to changing circumstances and thus are particularly attractive in the field of migration, where the evolution of migration streams is highly unpredictable. As they allow the participants to opt in and out rather flexibly, they do not incur major financial, legal and political costs. Relying on the “soft power” of persuasion and discourse, legal sanctions are not an option, thus non-hierarchical methods of coordination are necessary, which in turn can foster reflexive learning leading to policy convergence.

## 2.6 Key messages

This theoretical analysis identified concepts which provide the theoretical framework to answer the questions on the role of migration dialogues for policy making:

- a. Dialogues arose from the growing need of inter-state cooperation on migration and the lack of a multilateral framework regulating migration. The lack of a multilateral framework of migration results from the fact that migration governance is not seen as a public good (migration takes place and affects the sending and receiving states) but a so called club good.
- b. Defining migration governance as a club good helps to understand the fundamental power asymmetry between sending and receiving states as a major obstacle to the development of multilateral binding frameworks.
- c. The literature postulates two conflicting views on the role of inter-governmental migration dialogues: They lead to regional policy convergence and harmonisation in the longer term and therefore to regionally diverging approaches on the one hand or to global policy governance by policy transfer and exchanges also across regions on the other.
- d. Communication in inter-governmental migration dialogues forms “epistemic communities” meaning the development of shared normative and causal beliefs and common approaches which lays the foundations for policy learning.
- e. “Epistemic communities” are formed by processes of reflexive learning which is linked to exchanges and deliberations in a trustful atmosphere. Dialogues allow the participants to opt in and out rather flexibly and thus non-hierarchical methods of coordination are necessary, which in turn promotes reflexive learning leading to policy convergence.
- f. Actors participating in dialogues - and members of the epistemic community – whose assumptions and beliefs have been challenged return in their institutions and have the potential to act as change agents.
- g. Migration dialogues are based on government networks which would require to involve both high level officials and national technical staff in order to achieve the set objectives being it policy convergence, greater compliance with international agreements, enhanced enforcement or enhanced cooperation.

41 Köhler (2011, 73)



### 3. METHODOLOGY

This study is based on research that was commissioned by the Swiss Agency for Development and Cooperation (SDC) in 2012 for the purpose of another, larger study, which looked at how migration and development have been addressed in dialogues that fall within SDC's geographic focus areas. The aim was to support SDC in identifying those dialogues that best correspond with their priorities and where strengthened Swiss involvement has the potential to advance a development perspective on migration. This study makes direct use of the research conducted for SDC and the study that was submitted for SDC's internal use in August 2013.<sup>42</sup> It narrows down the analysis to only those dialogues supported in various ways by ICMPD and as such aims to make some of the findings available for a broader audience.

Research was primarily conducted in the second half 2012 and consisted of desk research complemented by semi-structured interviews with staff working in the secretariats of nearly all of the six selected dialogues.<sup>43</sup> Data collection continued throughout 2013. The researchers examined publicly available documentation – such as declarations, action plans, meeting agendas and reports – produced by the dialogues themselves, as well as secondary literature. Due to the limited scope of the study in terms of time and resources, it was a clear advantage for the researchers

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42 Although the main data collection process was terminated by August 2013, a few updates have been included in the dialogues' chapter dating up until the end of 2013.

43 Complementing semi-structured interviews were held with the secretariats/support functions of the following dialogues: Budapest Process, MME, MTM, Prague Process and Rabat Process.

that much information about these ICMPD-supported dialogues could be generated internally. The following types of tools and resources were used to identify and collect information:

- a. Academic resources (articles, papers and other publications);
- b. Website information of the respective dialogues, and;
- c. Website information and publications such as declarations and action plans.

The semi-structured interviews were based on a standard set of questions covering the main areas of this assessment. Interviewees were informed of the main topics and the objectives of the assessment of the interview beforehand. The interviews were adapted to the respective dialogue, the knowledge and experience of each interviewee, as well as particular areas that needed clarification to complement information already collected through desk research.<sup>44</sup>

### 3.1 Indicators

In order to be able to draw a broader picture of the six dialogues, the analysis includes a set of indicators categorized not only according to thematic relevance, but also geographic and political characteristics. Except for the geographic relevance indicators, which mainly look at coverage of geopolitical regions and the number of participating states, the indicators listed below could be answered as yes/no questions.

#### 3.1.1 Geographic relevance

The relative size of the dialogue and the number of participating states gives an indication of its geopolitical relevance, therefore the following questions were asked.

- a. How many geopolitical regions<sup>45</sup> are covered?
- b. How many states participate?

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44 With one exception, which was held over the phone, the interviews were held face-to-face and lasted from 45 minutes to one hour.

45 The use of and division into geographic regions is, in the case of international relations, inevitably linked to geopolitics. What denotes a region, supra-region or sub-region is context-related and this study does not claim to use objectively defined divisions.

- c. Is the dialogue associated<sup>46</sup> with a regional institution?

#### 3.1.2 Political relevance

The adoption of common positions and the level of participation in meetings indicate the political importance participating states attribute to the dialogue. Adopting action plans and following up on them is another signal of state commitment and political relevance.

- a. Have there been Ministerial Declarations?
- b. Have there been Ministerial Conferences?
- c. Have there been Senior Officials Meetings?
- d. Are there working groups?
- e. Is there an action plan?

#### 3.1.3 Migration and development in dialogues

In this study the thematic relevance of the dialogues is restricted to the mention of the term migration and development. The indicators listed below follow the overall question: "Is the concept of *migration and development* mentioned or dealt with in..."

- f. The mandate or objectives of the dialogue?
- g. Ministerial Declarations?
- h. Senior Officials Meetings?
- i. Working groups?
- j. The action plan?
- k. Projects or similar operational activities?

The following specific themes<sup>47</sup> were also analysed, that is, has this topic been mentioned in the dialogue documentation?

- a. Labour migration?

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46 Rather than deciding on one precise indicator to define the relationship between a dialogue and an institution, the term "associated" is used to denote a variety of relations which are further explained for each dialogue. Having the same member state basis, participation in meetings, and references to dialogues in strategic documents are some ways in which dialogues can be seen to be associated with regional institutions.

47 These four thematic priorities were chosen since they largely fit SDC's priorities on migration and development at the time of project design, leaving aside SDC's priorities related to migration in the humanitarian context.

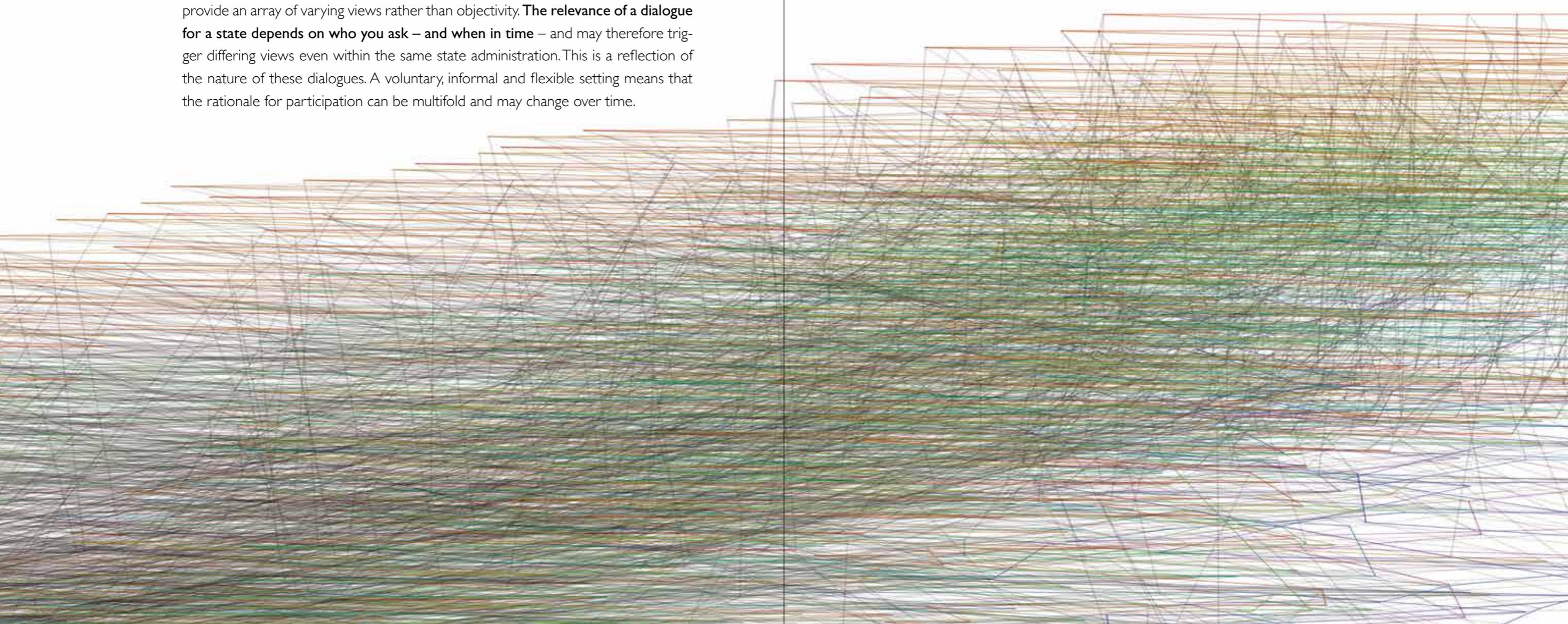
- b. Migration profiles?
- c. Mainstreaming migration into development planning?
- d. Diaspora engagement?

### 3.2 Limitations

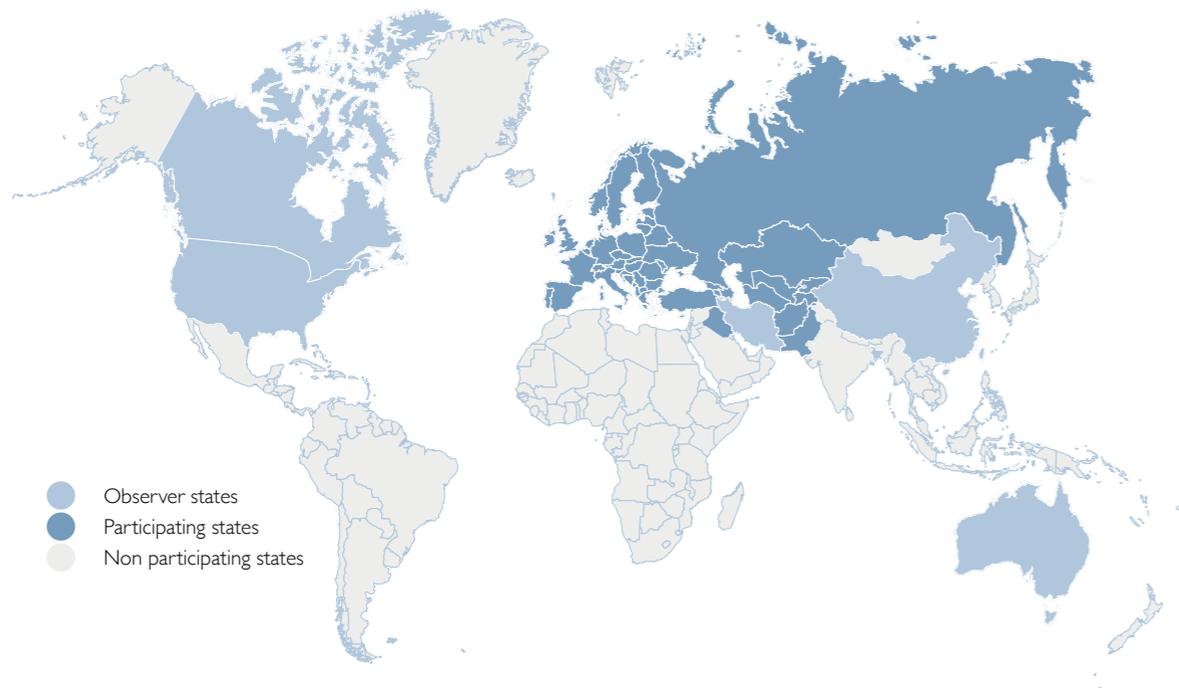
An assessment based on desk research and interviews can only provide a limited answer regarding actual relevance. Largely relying on publicly available information as well as subjective interviews is bound to limit the understanding of the more intricate details of the functioning and relevance of each dialogue. This study should therefore be seen to provide indications rather than a comprehensive assessment of the actual relevance and the political weight of the selected dialogues.

A survey among the participating states of each dialogue on their views on functioning and impact of the respective dialogue would be an added value, but would also provide an array of varying views rather than objectivity. **The relevance of a dialogue for a state depends on who you ask – and when in time** – and may therefore trigger differing views even within the same state administration. This is a reflection of the nature of these dialogues. A voluntary, informal and flexible setting means that the rationale for participation can be multifold and may change over time.

## 4. ANALYSIS OF SIX REGIONAL MIGRATION DIALOGUES



## 4.1 The Budapest Process



**Established:** 1991

**Participating states (52 in total):**

Afghanistan, Albania, Armenia, Austria, Azerbaijan, Belarus, Belgium, Bosnia-Herzegovina, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Hungary, Iraq, Ireland, Italy, Kazakhstan, Kyrgyzstan, Latvia, Liechtenstein, Lithuania, Luxembourg, the former Yugoslav Republic of Macedonia, Malta, Moldova, Montenegro, Netherlands, Norway, Pakistan, Poland, Portugal, Romania, Russian Federation, Serbia, Slovakia, Slovenia, Spain, Sweden, Switzerland, Tajikistan, Turkey, Turkmenistan, Ukraine, United Kingdom, Uzbekistan.

**Current chair:** Turkey

**Observer states:** Australia, Bangladesh, Canada, China, Iran, USA (participation in and support of activities of the Budapest Process).

**Organizations:**

- EU: the European Commission, the Directorate General of the European Council, EASO, Europol, Frontex
- International organisations: IFRC, ILO, INTERPOL, IOM, OSCE, UNHCR, UNODC
- Regional organisations: BSEC, ECO, MARRI

**Secretariat:** ICMPD

The Budapest Process is the longest-standing migration dialogue in the wider European context. During its long history it went through several transformations in its geographic and topical coverage but always kept its key principles of flexibility, informality and equal level participation.<sup>48</sup> Its methodology was used as a blueprint for a number of other regional fora and its extensive network among state officials served as a springboard for dialogues like the MTM or the Prague Process.

The Budapest Process was initiated by Germany in 1991, leading a group of 26 European countries in developing joint measures in response to the increase of irregular East-West migration in Europe. The fall of the Iron Curtain had fundamentally changed the political environment in Europe but also extinguished an unnatural barrier to the free movement of its citizens. Many of them made use of the new opportunities while not all of them moved within legal migration channels. The size of irregular and asylum migration posed a real challenge to governments throughout the 1990s and it can be stated that neither the national regulatory frameworks nor the international cooperation were ready to meet it.

Consequently, the first phase of the Budapest Process (1993-2003) geographically focused on cooperation with the countries of Central and Eastern Europe – which were outside the EU framework at the time – and South-Eastern Europe. Topically, and in response to the given challenges for this era, the dialogue focused in addition to asylum on issues like illegal migration, migrant smuggling, trafficking in human beings, return and readmission and border management. It would be wrong to characterise the Budapest Process as only dealing with aspects of irregular migration, an image connected with the dialogue since its early days. In reality, it always dealt with issues related to legal migration, such as visa and admission, and can be credited as one of

<sup>48</sup> For the history and the principles of the Budapest Process, see ICMPD: Budapest Process Fact Sheet, accessed at: [http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website\\_2011/Migration\\_Dialogues/Budapest\\_Process/Factsheets/Budapest\\_Process\\_Factsheet\\_13\\_06\\_2013.pdf](http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website_2011/Migration_Dialogues/Budapest_Process/Factsheets/Budapest_Process_Factsheet_13_06_2013.pdf) and [www.budapest-process.org](http://www.budapest-process.org)

the frameworks coining the term “comprehensive migration management”. This understanding of migration and the need to deal with all its aspects became even more important during the second phase of the dialogue (2003-2009), which initiated and strengthened cooperation on migration with the countries of the Commonwealth of Independent States (CIS). This cooperation outlined the way for the Prague Ministerial Conference 2009 and led to the initiation of the Prague Process. The Budapest Process reoriented once more in its third phase (2010-present) and under the lead of Turkey as its chair. The participating states aimed at establishing cooperation with the countries of the Silk Routes region (Afghanistan, Bangladesh, China, Iran, Iraq and Pakistan). The successful completion of this geographic refocus was confirmed at the fifth Budapest Process Ministerial Conference “A Silk Routes Partnership for Migration”, which was held in Istanbul on 19 April 2013.

#### 4.1.1 Geographic relevance

- a. Covers Western Europe, Eastern Europe (CIS Region), South Eastern Europe (the Balkans), Silk Routes Region (Afghanistan, Bangladesh, China, Iran, Iraq and Pakistan).
- b. 52 states in total; the Budapest Process overlays partly with the Prague Process. Both dialogues are rooted in the same history, and divide their work according to their geographic focus (Silk Routes region for the former and CIS region for the latter).
- c. The Budapest Process is not associated with any regional institution.

#### 4.1.2 Political relevance

Due to its broad participation (52 partners, 6 observers) and the novel character of its geographic coverage since its refocus in 2010 (Afghanistan, Bangladesh, China, Iran, Iraq and Pakistan engage for the first time in a migration-related dialogue with European counterparts), the Budapest Process has regained high political relevance during the last three years.

- d. The Conclusions and Recommendations of the Ministerial Conferences in Berlin 1991, Budapest 1993, Prague 1997, Rhodes 2003 and Ministerial Declaration in Istanbul 2013<sup>49</sup> represent the key policy documents of the Budapest Process.
- e. The Budapest Process has held five Ministerial Conferences. Turkey, as the chair of the Budapest Process, hosted the fifth Ministerial Conference in Istanbul in

49 To access the Istanbul Ministerial Declaration please see: <http://www.budapestprocess.org/ministerial-conference-2013/istanbul-ministerial-declaration>

April 2013. The Ministerial Conference confirmed the successful geographical refocus on the Silk Routes region and emphasised the role of the Budapest Process as a balanced intergovernmental dialogue on migration management incorporating the full range of migration related issues. The Istanbul Ministerial Declaration established a Silk Routes Partnership for Migration and laid down six priority areas of the future work of the process: 1) legal and labour migration as well as mobility, 2) integration, 3) migration and development, 4) irregular migration including return and readmission, 5) trafficking in persons and 6) international protection.

- f. The Budapest Process organises Senior Officials Meetings (SOM) at regular intervals (18 so far). The next SOM will be held in December 2013 as the first SOM after the Fifth Ministerial Conference. The SOMs function as the steering group of the process. The Friends of the Chairs (FOC) are called by the Chair to advice on political and strategic issues. A total of 20 FOC meetings have been held.
- g. The Budapest Process has three permanent geographic working groups (Silk Routes region chaired by Turkey and co-chaired by Afghanistan; South East European Region chaired by Croatia; Black Sea region chaired by Bulgaria). In its long history, the dialogue has organised a total of 91 meetings, either in regular working groups or for special occasions.
- h. The Budapest Process has usually not worked with action plans, but has agreed on annual work plans, which have assumed this function. However, in implementation of the Istanbul Ministerial Declaration, the Senior Officials have been mandated to lay down the priority areas for the work ahead. This will be done through the development of a multi-annual strategy for the Budapest Process to be decided in December 2013.

#### 4.1.3 Migration and development

- i. Already the Rhodes Ministerial Recommendations from 2003 referred to the migration and development nexus by acknowledging the positive contribution of migration on development, by calling for the promotion of sustainable development in countries of origin of international migration, and by recognizing that a reduction of irregular migration presupposes among others political and development cooperation. However, the Rhodes Recommendation perceived development as a tool to achieve migration management objectives rather than an area of intervention in its own right.
- j. This approach changed significantly over the following years. The 2013 Istanbul Ministerial Declaration established migration and development as one of the

priority areas and commits to build on a migrant-centred approach. The preamble of the Declaration starts by noting that “migration is a part of life and a continuing reality for all countries, that developments in each country are linked with those in other parts of the world and that cooperation and partnership is the most efficient way to develop successful migration policies”.

- k. During the 2008 SOM in Turkey, states for the first time requested that migration and development should be included in the dialogue.
- l. In June 2012, the first Budapest Process meeting explicitly devoted to migration and development was held in Georgia. The meeting focused on how migration, with a special view to labour migration, is factored into development planning in the Silk Routes Region. The aim of the meeting was to take stock of existing approaches and strategies, as well as to identify priorities and challenges of relevant actors. The following subjects were identified as priority areas for cooperation on migration and development:
  - 1. Better coordination of development assistance (agencies, organisations, NGOs),
  - 2. Development of a migrant friendly approach in overall migration policies,
  - 3. Making migrant integration a force to benefit from migrants' skills and resources,
  - 4. Promotion of mutual skills recognition in the Silk Routes region,
  - 5. Facilitation of remittance transfers.
- m. See point (h) above
- n. Numerous projects have been implemented over the years as a direct result of dialogue in the Budapest Process. The two most recent activities relate to the expansion into the Silk Routes countries and have taken shape as projects aimed to foster cooperation between the “original” Budapest Process participating states and the new Silk Routes partner states.<sup>50</sup> At the time of writing, there were plans to support a follow-up project called “Support to the Silk Routes Partnership for Migration” (2014-2016).

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50 See Budapest Process (2013), *Fostering Migration Cooperation in the Silk Routes Region (2011-2013)*, accessed at <http://www.budapestprocess.org/projects/silk-routes-project> and “Silk Routes Bridging Actions” (2013-2014), accessed at <http://www.budapestprocess.org/projects/silk-routes-bridging-actions>

- o. Labour migration priorities are primarily found under the heading Migration and Mobility in the Istanbul Ministerial Declaration; references to the protection of migrants are found throughout the document:
  - 1. Improving the management of legal migration, including through the enhanced transparency of rules and regulations on admission and residence,
  - 2. Strengthening cooperation and increasing the exchange of information between states on employment opportunities based on a thorough assessment of the needs of sending and receiving countries, also taking into account the labour market situation,
  - 3. Further examining and promoting, where appropriate, the use of labour migration agreements and pilot projects to organise migrant workers' access to labour markets,
  - 4. Evaluating existing circular migration programmes - also as development instruments - and exploring the establishment of new ones, including through the facilitation of temporary return,
  - 5. Providing clear, accessible and understandable information to potential migrants on possibilities for orderly migration and rules and regulations, including relevant pre-departure information,
  - 6. Exploring best practices on skills matching and on facilitating the recognition of migrants' professional and educational qualifications and the validation of diplomas and ensuring the optimal use of human skills,
  - 7. Establishing procedures and reinforcing administrative capacities to ensure that migrants have access to sufficient information on their rights, obligations and opportunities,
  - 8. Exploring options for promoting the portability of certain retirement pension rights,
  - 9. Facilitating well-managed mobility for bona fide travellers - including students, researchers and businessmen - and improving transparency of rules and procedures.
- p. Migration Profiles are not mentioned per se, but the project “Fostering Migration Cooperation with and in the Silk Routes Region” (2011-2013) developed

country migration reports for Afghanistan and Pakistan, which were originally conceived as migration profiles. Further work in this area is foreseen in a follow-up project referred to under point (n).<sup>51</sup>

- q. Under the Migration and Development heading, the Istanbul Ministerial Declaration's first three points are directly referring to mainstreaming migration into development planning. In addition to this, the need to address the gap between emergency relief, humanitarian assistance and sustainable development and the development-related causes of migration are emphasised.
1. Mainstreaming migration into development planning as well as taking into account development issues and needs when elaborating migration policies,
  2. Promoting sustainable, comprehensive, balanced and efficient policies on migration and development, building on a migrant-centred approach and taking into account its impacts on, inter alia, employment, education, health, housing and social policies,
  3. Ensuring a multi-actor approach, inviting relevant development stakeholders, including both public and private sector, to engage in dialogue and concrete cooperation.
- r. As regards diaspora engagement, the Istanbul Ministerial Declaration calls for governments to:
1. Engage with diasporas and making better use of their contributions and, to this end, using established good practice,
  2. Facilitate the transfer of remittances including through reducing costs and providing training on financial literacy, and improving the use of monetary and social remittances for the benefit of the sustainable economic and social development of the countries of origin, while taking into account the private nature of such assets,
  3. Foster sustainable reintegration, inter alia through policies benefitting receiving communities,
  4. Implement measures counteracting possible negative effects of emigration on the countries of origin, such as brain drain and social impacts on family left behind, and,

<sup>51</sup> The planned "Support to the Silk Routes Partnership for Migration" (2014-2015) project is designed to expand on migration profile processes in the target countries especially with respect to: (i) improved data collection and analysis and inter-agency cooperation; and, (ii) better understanding the linkages between migration and displacement.

5. Develop and strengthen small and medium migrant entrepreneurship with the help of training and consultation services and other initiatives allowing migrants and migrant organisations to contribute to the development of their countries of origin.

#### 4.1.4 Summarising remarks

Despite its long history, today's Budapest Process is a "young" migration dialogue. Under its Turkish Chair it underwent a fundamental reorientation and initiated cooperation with an entirely new group of countries. Thus, the involvement of the new partner countries which have fully joined the dialogue (Afghanistan, Iraq and Pakistan) and the ones which participate as observers (Bangladesh, China and Iran) opened entirely new possibilities for the dialogue. In doing so, the Budapest Process relied on its traditional principles of flexibility, informality and equal level participation, and its well-tested working methods. The appropriateness of this approach is confirmed by the swift integration of the new partners in its framework, an achievement that was formally recognised by the Ministerial Conference in 2013.

The geographic refocus went hand in hand with a thematic re-launch. Following the current European and international debate on migration the Budapest Process will base its future work on six priority goals.<sup>52</sup> Migration and development is one of them and is included in the final document of the Ministerial Conference, next to legal migration, integration, irregular migration, trafficking in persons and international protection.

Concrete cooperation on migration and development has already started with a view to identify joint priorities and to establish the underlying knowledge base. The Georgia 2012 meeting on migration and development was already mentioned in the previous section. The project "Fostering Migration Cooperation with and in the Silk Routes Region"; implemented by ICMPD between 2011 and 2013 aimed to strengthen the capacities of the migration management systems in the Silk Routes

<sup>52</sup> The priority goals of the Partnership are to:

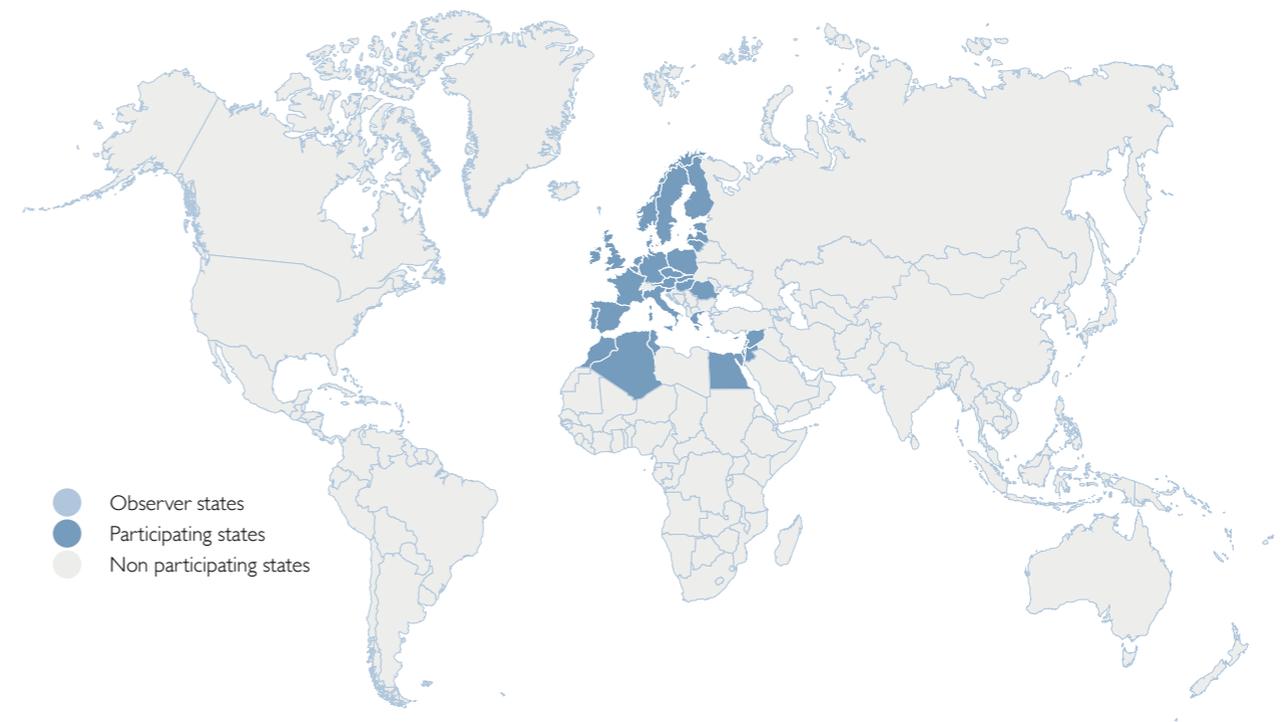
- a. Better organise and improve conditions for legal migration and mobility,
- b. Support the integration of migrants and counteract phenomena of discrimination, racism and xenophobia,
- c. Strengthen the positive impact of migration on development, both in countries of origin and of destination,
- d. Prevent and counteract irregular migration, facilitate return and readmission of irregular migrants, and combat criminal networks involved in smuggling of migrants,
- e. Prevent and combat trafficking in persons, address its root causes and provide adequate protection and support to trafficked persons,
- f. Promote international protection and the respect of the rights of refugees, in line with international standards.

countries.<sup>53</sup> In the course of this project, country migration reports have been elaborated and the gathered information provided on an IT-based exchange tool.<sup>54</sup> The reports go beyond a narrow analysis of migration realities and address a number of development related aspects as well, such as the “socio-economic context of migration”, “diasporas”, “remittances”, “economy/economic climate”, “labour market analysis”, or “human capital”.

The Budapest Process is a strongly state-led dialogue; states take the decisions, set the agenda and initiate all activities. International organisations are regularly invited for participation in the various meetings (except for the Friends of the Chair meetings). Civil society actors have traditionally been invited to meetings on an ad hoc basis, when their input and knowhow was needed. The migration and development meeting in Georgia of June 2012, for instance, invited NGOs active in the Silk Routes Region (namely ACBAR, ICMC and Islamic Relief Worldwide) to share their views on the actual development needs of the countries in which they are operating. As anchored in the Istanbul Ministerial Declaration, the Budapest Process plans to enhance such cooperation and in the future, civil society actors should and will be invited to take part in the dialogue’s activities on a more regular basis.

53 For a detailed description see ICMPCD website on the Budapest process, accessed at: <http://www.icmpd.org/Projects.1614.0.html> or <http://www.budapestprocess.org/projects/silk-routes-project>  
 54 See ICMPCD (2011): Budapest Process i-Map, accessed at: <http://www.imap-migration.org/index.php?id=544>

## 4.2 Migration in the EuroMed Partnership



**Established:** 1995

**Participating States (36 in total)**<sup>55</sup>: Algeria, Austria, Belgium, Cyprus, Czech Republic, Denmark, Egypt, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Israel, Jordan, Latvia, Lebanon, Lithuania, Luxembourg, Malta, Morocco, Netherlands, Norway, Poland, Palestine Territories, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, Syria<sup>56</sup>, Tunisia, and the United Kingdom

**Secretariat:** Migration related components of the EuroMed Partnership are supported in the framework of the EuroMed Migration Projects I-III funded by the EC, while the political secretariat for the EuroMed is held by the Union for the Mediter-

55 Libya is considered a partner state but presently does not attend, and, at the time of writing, Syria’s status was on hold due to the current political situation. Libya was invited to the Annual Conference on July 2, 2013, in Brussels

56 EU Cooperation with Syria is currently suspended due to the political situation in the country; however, since in principle Syria is eligible for cooperation under the ENPI, activities may be taken up again once the situation improves.

ranean Secretariat (UfMS) in Barcelona. During the current third phase (2012-2015), ICMPD is the consortium leader; the other partners are: the European-Mediterranean University (EMUNI), the International Training Centre of the International Labour Organization (ITC-ILO), the International and Ibero-American Foundation of Administration and Public Policies (FIIAPP) and the French Office for Immigration and Integration (OFII).

The Euro-Mediterranean Partnership (EuroMed) was initiated at a Ministerial Conference in Barcelona in November 1995. The Partnership also was (and still is) referred to as “Barcelona Process”, named after the city where it was started. The main objective of the EuroMed was to promote the improvement of regional relationships between the Mediterranean Partner Countries (and the EU) in order to achieve “peace, stability and growth”.<sup>57</sup> Since the introduction of the European Neighbourhood Policy (ENP) in 2004, the Barcelona Process is considered the main multilateral forum of dialogue and cooperation between the EU and its Mediterranean partners.

The Barcelona Declaration adopted on 28 November 1995 forms the foundation of the EuroMed.<sup>58</sup> The Barcelona Declaration covers a wide array of topics for cooperation, grouped in the following areas: a) Political and Security Partnership; b) Economic and Financial Cooperation, and c) Partnership in Social, Cultural and Human Affairs. The Declaration contains several references to development at economic, cultural and social levels but only two explicit references to migration, acknowledging its importance and agreeing on cooperation to reduce irregular migration, increase job opportunities, protect migrants’ rights and promote readmission and reintegration. The Work Programme annexed to the Declaration referred, under the heading of migration, to the fight against terrorism, drug trafficking and organised crime as well as to enhanced cooperation to combat illegal migration.<sup>59</sup>

The problem-centred approach towards migration, emphasising control aspects of migration management and even linking it to terrorism and organised crime, reflected the state of the migration debate at state level during the mid 1990s. A lot of prog-

57 See website on the EuroMed partnership, accessed at: <http://www.enpi-info.eu/medportal/content/340/About%20the%20EuroMed%20Partnership>

58 Euromed (1995): Barcelona declaration adopted at the Euro-Mediterranean Conference. Barcelona, 27-28 November. Accessed at: [http://www.eeas.europa.eu/euromed/docs/bd\\_en.pdf](http://www.eeas.europa.eu/euromed/docs/bd_en.pdf)

59 EU representatives and representatives from Algeria, Cyprus, Egypt, Israel, Jordan, Lebanon, Malta, Morocco, the Palestinian Authority, Syria, Tunisia and Turkey (1995): Barcelona Declaration, accessed at: [http://www.eeas.europa.eu/euromed/docs/bd\\_en.pdf](http://www.eeas.europa.eu/euromed/docs/bd_en.pdf)

ress has been made in this respect since then and the “control paradigm” in migration management was gradually replaced by a more comprehensive understanding of migration, a shift also reflected in the EuroMed Partnership.<sup>60</sup>

In 2005, the Summit in Barcelona agreed on a five-year work programme<sup>61</sup> and added migration as a fourth key pillar of the Partnership.<sup>62</sup> It was decided to address migration in the following three pillars, in line with the with the EU policy on migration and with the EU Global Approach to Migration: a) Legal migration, b) Migration and Development and c) Illegal Migration. In 2007, the EuroMed held the first Ministerial Meeting explicitly devoted to migration and agreeing conclusions on the three pillars mentioned before. Today “migration” is one of the fourteen themes of the Partnership and dealt with in a completely different understanding than during the founding days of the Partnership.<sup>63</sup>

#### 4.2.1 Geographic relevance

- a. Covers Europe, the Southern Mediterranean and countries in the Middle East.
- b. 36 participating states, members of the EU and the Southern Mediterranean European Neighbourhood Policy countries.
- c. The EuroMed Partnership overlays the Union for the Mediterranean (UfM). The cooperation agreements of the EuroMed Partnership/Barcelona Process were relaunched in 2008 under the title UfM to “render relations more concrete and more visible”.<sup>64</sup>

#### 4.2.2 Political relevance

- d. Due to its long history, broad participation and role as the main framework of the EU’s “European Neighbourhood Policy” towards the South the EuroMed Partnership has high political relevance in the Mediterranean region. The EuroMed partnership is based on the “Barcelona Declaration” from November

60 The project is focused on the fostering of cooperation on migratory issues between the European Neighborhood and Partnership Instrument (ENPI) countries and EU Member States, and between the ENPI countries themselves.

61 EuroMed (2005): EuroMed Summit Barcelona, 27 – 28 November 2005, Five Year Work Programme, accessed at: [http://www.eeas.europa.eu/euromed/summit1105/five\\_years\\_en.pdf](http://www.eeas.europa.eu/euromed/summit1105/five_years_en.pdf)

62 EuroMed (2007): First Euro-Mediterranean Ministerial Meeting on Migration. Agreed Ministerial Conclusions. Accessed at: <http://www.sef.pt/documentos/56/AGREEDCONCLUSIONS18NOVEMBER.pdf>

63 In addition to migration, the themes of the EuroMed are: audiovisual and media; civil society and local authorities; culture; economy; education and training; energy; environment; gender issues; health; information society; justice, freedom and security; political dialogue, transport, youth.

64 See website of the EU External Action, accessed at: [http://eeas.europa.eu/euromed/index\\_en.htm](http://eeas.europa.eu/euromed/index_en.htm)

1995. Cooperation on migration in the EuroMed framework is based on the “Agreed Ministerial Conclusions” of the Algarve Ministerial Meeting on Migration from November 2007.<sup>65</sup>

- e. The EuroMed Partnership organises Ministerial Conferences for its three pillars. The Algarve Meeting 2007 was the launching event for cooperation on migration at ministerial level (though practical cooperation had started before). Since then, no other Ministerial Conference took place.
- f. The EuroMed Partnership organises several Senior Officials Meetings (SOMs) per year including SOMs on migration.
- g. Practical cooperation on migration within the partnership is carried out in the framework of the “EuroMed Migration Projects I-III”. These projects organise/d working groups on specific migration related topics. For migration and development a high-level working group was established during EuroMed Migration I.
- h. The EuroMed “Five Year Work Programme” adopted at the Summit in 2005 represents the Partnership’s Action Plan in the area of migration.<sup>66</sup>

#### 4.2.3 Migration and development

- i. Under the heading “Migration, Social Integration, Justice and Security”, the “Five Year Work Programme” from 2005 contained two references to the migration and development nexus. It called partners to:
  - 1. “Promote schemes for safer, easier, less expensive channels for the efficient transfer of migrants’ remittances, encourage active contacts with expatriate communities to maintain their participation in the development process in their country of origin,
  - 2. Develop ways to assist capacity building for those national institutions in partner countries dealing with expatriates.”<sup>67</sup>
- j. The Algarve Ministerial Conclusions from 2007 include a specific section on “migration and development”. Namely, the Ministers agreed to:
  - 1. Address the root causes of migration (poverty, unemployment and the development gap) by initiating partnership projects creating a momentum for sustainable development.

65 EuroMed (2007): Algarve Ministerial Conclusions, accessed at: [http://www.eu2007.pt/NR/rdonlyres/8D-86D66E-B37A-457E-9E4A-2D7AFF2643D9/0/20071119AGREEDCONCLUSIONS\\_Euromed.pdf](http://www.eu2007.pt/NR/rdonlyres/8D-86D66E-B37A-457E-9E4A-2D7AFF2643D9/0/20071119AGREEDCONCLUSIONS_Euromed.pdf)

66 EuroMed, 2005, op. cit.

67 Ibid., point 12, (c) and (d)

- 2. Promote foreign direct investment to generate employment and reduce migration outflow.
- 3. Develop mechanisms, services and financial products which facilitate the transfer of remittances and improve micro credit opportunities, and strengthen the capacities of the banking sector in this respect.<sup>68</sup>

k. See point (f) above and point (n) below.

l. See point (n) below

m. As outlined under point (g) above, concrete cooperation on migration and development within EuroMed is carried out in the framework of the EuroMed Migration Projects I-III. The projects largely followed the Five Year Work Programme and the Algarve Ministerial Conclusions and set their concrete objectives in accordance with the two policy documents.

n. Methodologically, EuroMed Migration I (2004-2007) emphasised aspects of capacity building and the setting of a functioning technical cooperation mechanism between its partners. Topically, the work was divided in four components: convergence in migration law, labour migration, fight against illegal migration, and the relationship between migration and development. For each of the areas, the project established high-level working groups, organised trainings and held study visits. EuroMed Migration II (2008-2012) continued the work on strengthening Euro-Mediterranean cooperation in the management of migration and building Southern Mediterranean countries’ capacity to “provide an effective, targeted and comprehensive solution to various forms of migration.” The first part of the project consisted of four working groups, the second part of three training modules with a total of 18 sessions in 12 countries, five study visits and two in-depth studies: one study on “Women Migration between MEDA countries and the EU”; and one study on Migration Legislation, Institutions and Policies in the EuroMed Region.<sup>69</sup> The EuroMed Migration Project III<sup>70</sup> will run from 2012 to 2015. It covers three thematic components: legal migration,

68 EuroMed, 2007, op. cit.

69 See webpage on Euro-Med Migration II: Contributes to the development of a Euro-Mediterranean area of cooperation on migration and assists Partner countries in their efforts to find solutions to various forms of migration, accessed at: [http://www.enpi-info.eu/mainmed.php?id\\_type=10&id=9](http://www.enpi-info.eu/mainmed.php?id_type=10&id=9)

70 It is implemented by a consortium led by ICMPD. The European-Mediterranean University (EMUNI), the International Training Centre of the International Labour Organization (ITCLO), the International and Ibero-American Foundation of Administration and Public Policies (FIAPP) and the French Office for Immigration and Integration (OFII) are partners of the project. ICMPD (2013), EuroMed Migration III Factsheet, accessed at: [http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website\\_2011/Migration\\_Dialogues/Euromed/EUROMED\\_III\\_Factsheet\\_May\\_2012.pdf](http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website_2011/Migration_Dialogues/Euromed/EUROMED_III_Factsheet_May_2012.pdf)

migration and development and irregular migration, plus a horizontal component on evidence-based policy making through a Migration Profile Process; see point (p) below.<sup>71</sup>

- o. Labour migration is primarily dealt with the current legal migration strand of the EuroMed Migration III project; one of the main objectives is to “promote the establishment of networks and exchanges between labour administrations, employment agencies, employer organisations, trade unions and higher education institutions to facilitate legal migration channels and workers’ mobility”.<sup>72</sup>
- p. The Migration Profiles Process is the so-called “horizontal strand” of the EuroMed Migration III project and entails support to nationally owned processes which should result in the development of national inter-institutional coordination mechanisms in countries of the region.<sup>73</sup>
- q. There is no specific mention of mainstreaming migration into development planning, it is addressed under the migration profiles and diaspora activities of the project.
- r. Diaspora engagement is a specific focus within the migration and development thematic component of the EuroMed Migration III project. There are, *inter alia*, specific workshops on:
  - 1. Transnational commitment of migrant communities for development; the need for analysing priorities and match the development goals of national governments;
  - 2. Transfer of knowledge, skills and experiences by migrants and the way this supports development in the countries of origin;
  - 3. Remittances and the varied possibilities of economic contribution of remittances for development as well as personal contributions of migrants to development via entrepreneurship.

#### 4.2.4 Summarising remarks

Migration in the context of the EuroMed Partnership has undergone significant transitions since the Partnership was started in Barcelona in 1995. While migration

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71 The term “project” is somewhat misleading in this context as they fully build on one another, have started already in 2004 and are largely based on key documents agreed in the political frameworks of the EuroMed Partnership showing more consistency and a more direct link to high-level politics than many other initiatives officially labelled as dialogues.

72 ICMPD (2013), EuroMed Migration III Factsheet, op.cit.

73 The underlying aim of developing migration profiles is to strengthen evidence-based policy making capacities. Thus, while the migration profile itself is a desired output the focus is on an outcome-oriented process where evidence-based policy making capacities are strengthened.

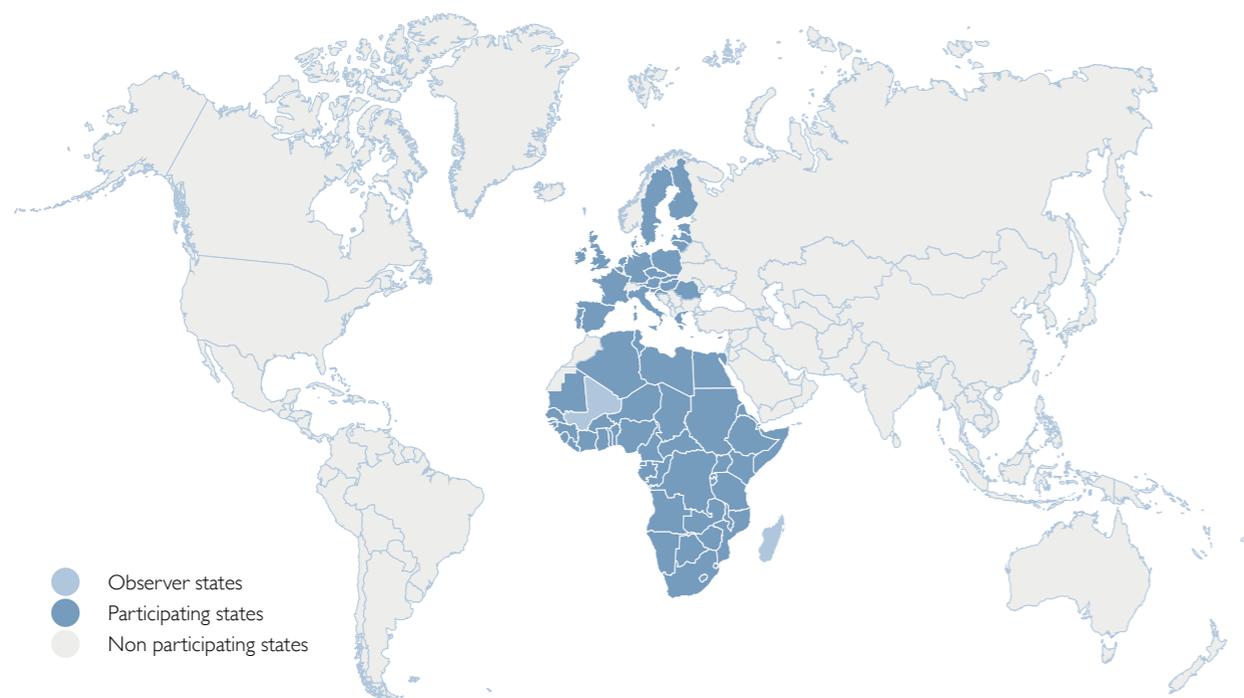
was mentioned only at the margins of the 1995 Barcelona Declaration, the Heads of State and Government, who met in 2005 for the first time in the framework of the EuroMed since its inauguration, took the opportunity to integrate migration as one of four pillars in the partnership. This not only reflected the increased awareness of the relevance of the topic but also served as a starting point for more in-depth cooperation between partners and development of themes to be addressed. During this development the EuroMed moved away from the “control paradigm” of its early days and increasingly turned towards legal migration, and migration and development as main priorities. The 2005 Summit called for the development of a “Five Year Work Programme” and the organisation of a specific Ministerial Meeting on migration. Programme and Ministerial Conclusions contained specific references to and objectives on migration and development for the first time.

Cooperation on migration and development takes place in the framework of the so called “EuroMed Migration Projects” addressing the wider context of migration and migration management. The term “project” is somewhat misleading in this context as the three projects build on one another, started already in 2004 and are largely based on key documents agreed in the political frameworks of the EuroMed Partnership thus showing more consistency and a direct link to high-level politics than many other initiatives officially labelled as “dialogues”.

As in many other dialogues, the EuroMed Partnership has not engaged in a theoretical discussion of the migration and development concept but defined a few priority areas for cooperation summarised under this heading. The sub-issues of “remittances”, “diaspora outreach” and “diaspora involvement in development” form the traditional cornerstones in this respect. The high consistency in priorities has over time led to a high degree of sophistication of activities within the priorities.

After the first peer-to-peer meeting, preferences were made by a quorum of countries. On this basis a training programme was put together and the current project addresses the transfer of knowledge, skills and experience, remittances and development and business and entrepreneurship as part of migration and development capacity building. The project is open to external cooperation, for the activities under migration and development it explicitly calls for the involvement of external technical experts, international organisations, financial institutions as well as diaspora groups.

### 4.3 The Migration, Mobility and Employment Partnership (MME)



**Established:** 2007 (-2013)<sup>74</sup>

**Participating states (82 in total):** European Union (28) and African Union and African states (54)<sup>75</sup>

**Co-chairs:** Spain and Libya

<sup>74</sup> The format of the new partnership on migration and mobility between the EU and Africa is currently under consideration.

<sup>75</sup> Guinea-Bissau, Madagascar and Mali are currently suspended from the AU; Morocco left the OAU in 1984

**Steering Committee:** the support project for the MME Partnership is steered by the AUC and the EC<sup>76</sup>

**Observers:** international organisations, academics and members of civil society are invited to contribute to the partnership

**Secretariat:** There is no secretariat, a support project is implemented by ICMPD, FIIAPP and IDEP, funded by the EC.

The Africa-EU Migration, Mobility and Employment (MME) Partnership was launched during the 2nd Africa-EU Summit of Heads of State and Government in Lisbon, 8-9 December 2007, where the Joint EU-Africa Strategy<sup>77</sup> and the First Action Plan (2008-2010)<sup>78</sup> were adopted. The Strategy sets the strategic long-term framework for Africa-EU relations and covers four main objectives:

- Peace and security;
- Governance and human rights;
- Trade and regional integration; and,
- Key development issues: accelerating progress towards the MDGs.

The *First Action Plan* gives special attention to eight selected priority actions in the initial period 2008-2010. Each of these eight "Africa-EU Partnerships", out of which the MME Partnership is one, are to be "seen as political relations between interested partners who have organised themselves on a voluntary basis around a shared vision with the intention of launching concrete activities".<sup>79</sup> All partnerships are open for a wide range of actors, including civil society actors, African sub-regional organisations, research institutions, international organisations or institutions and the private sector.<sup>80</sup>

<sup>76</sup> The current support project comes to an end at the end of 2013 and the next phase of the Joint EU-Africa Strategy is at the time of writing being discussed by the EC and the AUC. It seems unlikely that the next phase will entail an action plan dedicated to migration, mobility, employment and higher education. Migration will continue to enjoy an important focus, but may be grouped with other topical areas.

<sup>77</sup> Africa-EU Partnership (2007): Joint Africa-EU Strategy, accessed at: [http://www.africa-eu-partnership.org/sites/default/files/documents/eas2007\\_joint\\_strategy\\_en.pdf](http://www.africa-eu-partnership.org/sites/default/files/documents/eas2007_joint_strategy_en.pdf)

<sup>78</sup> Africa-EU Partnership (2007): First Action Plan for the implementation of the Africa-EU Strategic Partnership, accessed at: [http://www.africa-eu-partnership.org/sites/default/files/documents/eas2007\\_action\\_plan\\_2008\\_2010\\_en\\_0.pdf](http://www.africa-eu-partnership.org/sites/default/files/documents/eas2007_action_plan_2008_2010_en_0.pdf)

<sup>79</sup> Ibid., p.1,

<sup>80</sup> Ibid.

The MME Partnership aims to ensure sustainable development and the implementation of relevant international agreements and declarations, in particular the Joint Africa-EU Strategy Action Plans; the Tripoli Declaration on Migration and Development; the Ouagadougou Action Plan to Combat Trafficking in Human Beings, especially Women and Children; the Ouagadougou Declaration and Action Plan on Employment and Poverty Alleviation.

A key momentum of the MME Partnership was the SOM that took place in September 2010. It attracted 180 participants including delegations from 62 African and European countries, civil society representatives, migration experts, academia and REC representatives, adopting a draft action plan on MME in view of the 3<sup>rd</sup> Africa-EU Summit later that year.<sup>81</sup> Participants requested that the dialogue should follow a balanced approach, which addresses the needs of countries of origin, transit and destination. This emphasis was added to the Second Action Plan, adopted in November 2010, in Tripoli. Building on the achievements of the first action plan, the second action plan identifies the areas of cooperation for the years 2011-2013. This Action Plan came to an end at the end of 2013 and the next phase of the Joint EU-Africa Strategy is currently being discussed by the EC and the AUC. It seems unlikely that the next phase will entail an action plan dedicated to migration, mobility, employment and higher education. Migration will continue to enjoy an important focus, but may be grouped with other topical areas. A second SOM was planned for November 2013 in Brussels and was to be organised by the Support Project and serve to deliberate the achievements of the last Action plan and future priorities. An EU-Africa summit is expected to take place in April 2014 and envisioned to endorse the next phase of the Joint EU-Africa Strategy.

#### 4.3.1 Geographic relevance

- a. The MME Partnership covers all African countries and almost all of Europe and is as such one of the most comprehensive inter-regional (inter-continental) dialogues in geopolitical terms.
- b. 82 participating states, members of the EU and AU and Morocco.
- c. The MME Partnership is part of the ongoing Africa-EU political dialogue.

81 MME (2010): Africa-EU Migration, Mobility and Employment (MME) Partnership Senior Officials Meeting, Brussels 15-17 September 2010, Meeting report, accessed at: <http://europafira.files.wordpress.com/2008/10/africa-eu-migration-mobility-and-employment-mme-partnership-senior-officials-meeting.pdf>

#### 4.3.2 Political relevance

- d. Since the MME Partnership is part of the Africa-EU political dialogue, its overall *Joint EU-Africa Strategy and its first and second action plans have been adopted by Heads of State and Government, going one level above the usual Ministerial Conferences and Declarations.*
- e. See d) above.
- f. The MME Partnership held Senior Officials Meetings (SOM) in September 2010 and November 2013 in Brussels.
- g. The MME Partnership does not have any working groups.
- h. The MME Partnership is guided by action plans: the *First Action Plan (2008-2010) was adopted at the launch of the Africa-EU Strategic Partnership and the Second Action Plan was adopted in November 2010, in Tripoli. Building on the achievements of the first action plan, the second action plan identifies the areas of cooperation for the years 2011-2013. It has two main strands: (a) enhancing dialogue, and (b) identifying and implementing concrete actions. Dialogue on all these topics will in particular focus on the question of how to enhance coherence and synergies between migration, mobility, employment, higher education policies and development/poverty reduction strategies.*<sup>82</sup>

#### 4.3.3 Migration and development

- i. Migration and development falls under “Key development issues” of the *Joint EU-Africa Strategy, where it is stated that both sides commit themselves to ensure adequate financial resources for the effective implementation of the measures outlined in the Joint Africa-EU Declaration on Migration and Development, which was adopted in Tripoli in 2006 and is therefore also known as the Tripoli Declaration.*<sup>83</sup>
- j. The Tripoli Declaration commits states to cooperate, in a spirit of shared responsibility, on nine key migration and development areas. The objectives of the priority action to implement the Tripoli Declaration on Migration and Development are to a) facilitate mobility and free movement of people in Africa and the EU and to better manage legal migration between the two continents;

82 MME (2012a): Areas of cooperation, accessed at: <http://www.africa-eu-partnership.org/areas-cooperation>

83 Africa-EU Partnership (2006): Joint Africa-EU Declaration on Migration and Development, “Europe-Africa Ministerial Conference on Migration and Development, accessed at <http://pendientedemigracion.ucm.es/info/IUDC/img/archivos/documentos/DeclarationAU-EU.pdf>; the Europe-Africa Ministerial Conference on “Migration and Development” was held in Tripoli on 22-23 November 2006 as a contribution towards a Joint Strategy and the 2nd EU-Africa Summit; see Rabat Process (2006), op.cit. p.3; see Africa-EU Partnership (2007), Joint Africa-EU Strategy, op.cit.

- b) address the root causes of migration and refugee flows; c) find concrete solutions to problems posed by illegal or irregular migratory flows; and d) address the problems of migrants residing in EU and African countries.
- k. The SOM of September 2010 stated that migration and mobility should socio-economically benefit origin and destination countries, and be structured to prevent brain drain and protect the rights of migrants. Furthermore, the senior officials felt that the impact of migration on transit countries was not sufficiently addressed in the first action plan, and that their interests should be embedded in the implementation of the second action plan.
- l. The MME Partnership does not have any working groups.
- m. *The Second Action Plan*<sup>84</sup> envisages 12 concrete actions<sup>85</sup>, inter alia the:
1. Facilitation of the dialogue through a "Support Project for the Africa-EU Migration, Mobility and Employment Partnership" launched by the EC and AUC, implemented by ICMPD, FIIAPP and IDEP.<sup>86</sup>
  2. Establishment of an African Remittances Institute, which should provide for a better, more effective and safer remittances' transfer system, within the framework of an EC funded project implemented by the World Bank.
  3. Implementation of the Human Trafficking Initiative (AU.COMMIT) to strengthen protection, prevention and prosecution of trafficking in human being, funded and supported by an informal partnership between the AUC, IOM, UNODC and UNHCR.
  4. The Diaspora Outreach Initiative is geared towards the establishment of an Africa-EU Diaspora cooperation framework, with the aim to engage the diaspora in the development of Africa. The framework builds on the AU Diaspora Initiative and should create synergies between three existing programmes: (a) Global Mapping of Africa Diasporas (AUC-WB), (b) Capacity building for Diaspora ministries in Africa (NL/DE), (c) EU-wide networks of African Diaspora organisations working in the field of development<sup>87</sup>.

84 Joint Africa EU Strategy (2010): Action Plan 2011-2013, accessed at: [http://www.africa-eu-partnership.org/sites/default/files/documents/doc\\_jaes\\_action\\_plan\\_2011\\_13\\_en\\_1.pdf](http://www.africa-eu-partnership.org/sites/default/files/documents/doc_jaes_action_plan_2011_13_en_1.pdf)

85 See MME (2012b): Fiches on Priority Initiatives, accessed at: [http://www.africa-eu-partnership.org/sites/default/files/documents/130614\\_mme\\_action\\_plan\\_fiches\\_-\\_update\\_clean\\_2.pdf](http://www.africa-eu-partnership.org/sites/default/files/documents/130614_mme_action_plan_fiches_-_update_clean_2.pdf)

86 ICMPD (2011): MME Project Infosheet, accessed at: [http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website\\_2011/Migration\\_Dialogues/MME/factsheet\\_MME.pdf](http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website_2011/Migration_Dialogues/MME/factsheet_MME.pdf)

87 See [www.ae-platform.org](http://www.ae-platform.org), implemented in the framework of the EADPD project

5. ACP Observatory on Migration funded by the EU (part of the intra-ACP Migration Capacity Building Facility) to create a network of researchers and research centres and produce data on South-South ACP migration flows.
  6. Further implementation of the Nyerere Programme providing scholarships to African students, scholars and academic staff.<sup>88</sup>
  7. Launch of the Pan-African University, a network of African higher education and research institutions.
  8. Review the state of implementation of mutual recognition of higher education certificates and qualifications in Africa through African Higher Education Harmonisation and a Tuning Feasibility study.
- n. As the first action point listed under (k) above mentions, a Support Project for the MME Partnership was launched by the EC and AUC in January 2010 and is currently being implemented by ICMPD, FIIAPP and IDEP. The Project is steered by the EC and AUC according to the priorities defined by the *Joint EU-Africa Strategy*. The aim is to provide an open framework for consultations on a flexible thematic and geographic basis, strengthen the leadership of the key stakeholders and facilitate the exchange of information and good practices. One of the major activities of the MME support project has been a stocktaking of migration, mobility, employment and higher education projects and strategies in six RECs selected by the AUC and the EC: ECOWAS, ECCAS, EAC, IGAD, COMESA and SADC. The purpose is to identify opportunities to strengthen these thematic areas in the RECs, as well as to foster cooperation between the RECs and the AUC.
- o. In the area of labour migration and protection of migrant workers, the following initiatives are being implemented in line with the Second Action Plan:
1. Launch of the Decent Work Initiative, which aims to extend social protection coverage in particular in the informal economy.
  2. Labour market governance and capacity building initiative, which aims at strengthening the institutional capacity of the labour market institutions in Africa.
  3. Organisation of a number of regional and sub-regional fora on employment, labour, social protection and labour migration.

88 From 2011-2013 the Nyerere Programme will receive 30Mio € from the 10th EDF within the overall funding foreseen for the Intra-ACP Academic Mobility Scheme. In addition, the Nyerere (African) component of the intra-ACP scheme will receive a 5Mio € contribution from the Development Cooperation Instrument to allow the participation of South Africa.

Apart from these initiatives, an MME technical meeting on “Migrants’ rights: Female Migrants and Domestic Workers” took place in May 2012, during which participants shared lessons learnt and discussed improving bilateral cooperation for addressing the protection of the rights of migrants.<sup>89</sup> Labour migration is also addressed in the REC focused activities of the project, namely the RECs stocktaking report, MME on the Move; the technical meeting Enhancing Migration, Mobility, Employment and Higher Education in the RECs which produced recommendations for advancing free movement/mobility in the RECs and was hosted by the AUC in July 2012; and the REC follow up meeting which is due to take place in September in Arusha, Engaging the private sector in advancing free movement in the RECs.

- p. The MME Partnership has not made specific mention of Migration Profiles.
- q. The *Joint Africa-EU Declaration on Migration and Development (2006)* refers to the priority to consider “how migration issues can be made an essential part of poverty reduction strategies (PRSPs) or other national development and co-development strategies of African countries”. In the preamble the Ministers also recognize that “illegal or irregular migration cannot be addressed by security considerations only but should be based on broader development frameworks and on mainstreaming migration in development strategies”.<sup>90</sup> However, this topic has not yet been taken into account in the MME action plans.
- r. The *Second Action Plan* identifies the diaspora outreach initiative as one of the priority areas. More specifically, the “Diaspora Outreach Initiative” should establish a cooperation framework to engage the diaspora in the development of Africa through a global mapping of African diasporas (AUC and WB), capacity building for diaspora ministries in Africa (ADPC) and the establishment of an EC-funded African diaspora platform (EADPD) implemented by the African Diaspora Policy Centre (ADPC), the African Foundation for Development (AFFORD), Coordination Générale des Migrants pour le Développement Axe Belgique Pays du Sud (CGMD), Forum des Organisations de Solidarité Internationale issues des Migrations (FORIM), and ICMPD.<sup>91</sup> Diaspora engagement is also mentioned in the 2006 Joint Africa-EU Declaration on Migration and Development.<sup>92</sup>

89 MME (2012c): Female Migrants and Domestic Workers: Issues and Challenges, the Needs for Empowerment, and the Legal and Institutional Framework for the Protection of their rights, *Technical Meeting Migrants’ Rights: Female Migrants and Domestic Workers*, accessed at: [http://www.africa-eu-partnership.org/sites/default/files/documents/migrants\\_rights\\_meeting\\_report\\_en\\_final.pdf](http://www.africa-eu-partnership.org/sites/default/files/documents/migrants_rights_meeting_report_en_final.pdf)

90 Africa-EU Partnership (2006), op.cit., pp.2 and 7

91 See MME (2012b), op.cit., p.7

92 See Africa-EU Partnership (2006), op.cit., pp. 4, 6 and 8

1. Facilitating the role of diasporas in order to contribute to the sustainable development of their countries of origin through, for example, supporting diaspora networks and building the capacity of diaspora organisations, and;
2. Enabling Africans in the diaspora, especially those in highly technical fields and high demand, to carry out some of their professional activities in their home countries or on the entire continent without needing to give up their employment.

The Support Project Focus Group Meeting on *Reviewing the MME Partnership’s 2<sup>nd</sup> Action Plan and charting proposals for the future strategic policy document* that took place in Brussels in June 2013 recommended that “Mobility within Africa and between Europe and Africa should be supported as an enabler for development, economic growth and job creation, including by facilitating remittances and engaging the diaspora”.<sup>93</sup>

#### 4.3.4 Summarising remarks

The MME partnership gathers the African states and member states of the EU and is as such the largest dialogue framework. Apart from being politically associated with two major regional institutions, it also derives a strong regional relevance from support activities directly targeting six major RECs in Africa.

While the MME Partnership is inclusive and open to participation by a broad range of stakeholders, being a product of the political dialogue between the EU and AU means that the overall strategic direction depends on these relations and the decisions taken by the Heads of State and Government. This political framework has given necessary weight to commit resources to implement actions identified through the MME Partnership and to ensure a continuous process and cycle between high-level and expert-level meetings, where the different levels exchange information, take stock of implementation, provide recommendations and give mandates for future direction.

The Joint Africa-EU Strategy takes a comprehensive and quite positive view on the migration and development nexus, which sets the framework for the MME Partnership:

93 Africa-EU Africa Partnership on Migration, Mobility and Employment (2013): Support Project Focus Group Meeting on *Reviewing the MME Partnership’s 2nd Action Plan and charting proposals for the future strategic policy document*, accessed at: [http://www.africa-eu-partnership.org/sites/default/files/documents/mme\\_review\\_final.pdf](http://www.africa-eu-partnership.org/sites/default/files/documents/mme_review_final.pdf)

*“Migration and mobility are interwoven with the history of human development and should be treated as largely positive phenomena. Acknowledging this, Africa and the EU will pursue and implement policies and programmes that address all relevant dimensions of migration, including circular migration. These efforts will aim to promote and better manage legal migration and mobility with a view to supporting the socio-economic development of both countries of origin and countries of destination.”<sup>94</sup>*

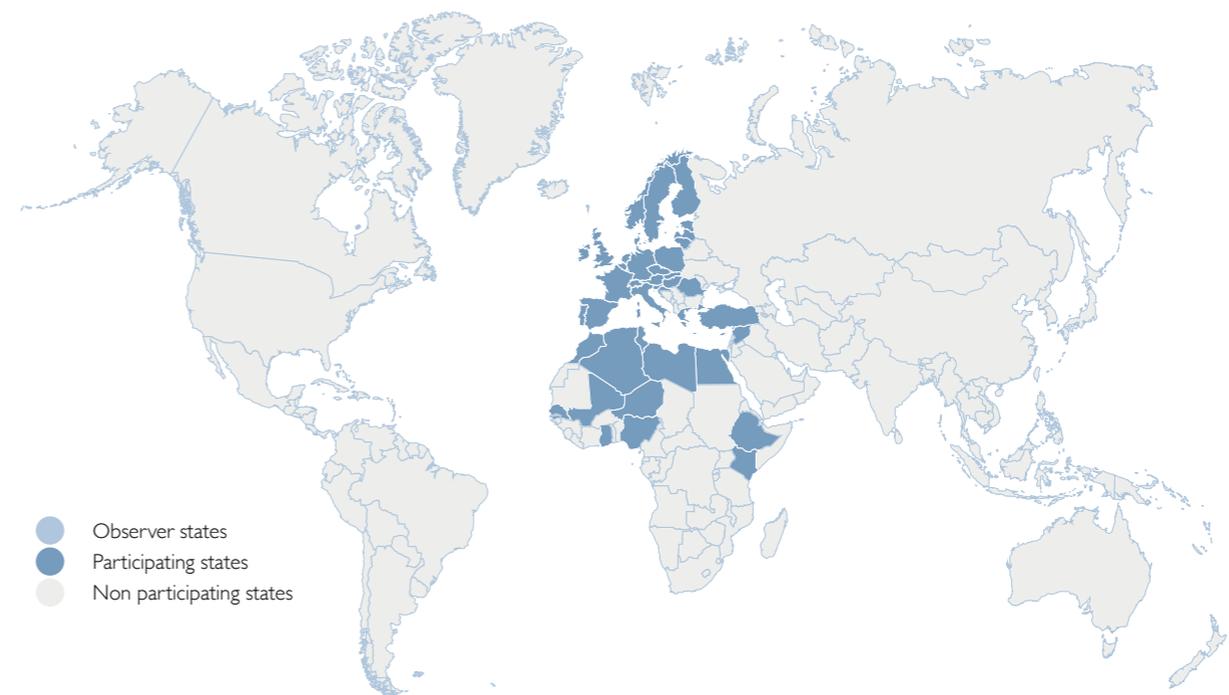
While the first Action Plan of 2008 contained 33 actions on migration, mobility and employment, the second Action Plan took a narrower, more focused approach with only 12 actions. The stakeholders had learned from the first round that a more focused agenda with targets that can be achieved works better in practice. The MME Partnership cannot fulfill the entire migration, mobility, and employment wish list of two continents but can provide the guiding frame needed for implementation of bilateral and other initiatives to make the necessary complementary contributions. A decision was therefore taken to focus on initiatives of a regional or continental scope, which of course does not release states from commitments already taken, but rather increases the tangibility of the MME Partnership.

The priorities of the first Action Plan – diaspora, remittances, employment, trafficking in human beings, smuggling of migrants, and higher education – have been kept, but in comparison there is now a stronger emphasis on higher education and the mobility of students and academics.<sup>95</sup> On decent work for migrants and engaging the diaspora the MME Partnership has set clear priorities to move forward. Issues related to policy coherence and integrating migration into development strategies are mentioned but have not yet gained the necessary momentum to move it further up on the agenda for action.

94 See Africa-EU Partnership (2007), Joint Africa-EU Strategy, op.cit.

95 See MME (2010), op.cit.

#### 4.4 The Mediterranean Transit Migration Dialogue (MTM)



**Established:** 2002

**Participating States (45 in total):** Algeria, Austria, Belgium, Cape Verde, Cyprus, Croatia, Czech Republic, Denmark, Egypt, Estonia, Ethiopia, Finland, France, Germany, Ghana, Greece, Hungary, Ireland, Italy, Kenya, Latvia, Libya, Lithuania, Luxembourg, Mali, Malta, Morocco, Netherlands, Niger, Nigeria, Norway, Poland, Portugal, Romania, Senegal, Slovakia, Slovenia, Spain, Sweden, Switzerland, Syria, Tunisia, Turkey, United Kingdom

**Partner Agencies:** Europol, Frontex, IFAD, Interpol, IOM, UNHCR, UNODC, UCLG and UN-Habitat

**Secretariat:** ICMPD

The Mediterranean Transit Migration Dialogue (MTM) was initiated in 2002 in response to an increased awareness among European States and their partners in the Southern Mediterranean that transit migration through the region not only posed

increasing challenges but also called for the development of joint solutions. It was initiated with the aim to establish an “inter-governmental dialogue on migration issues in the Mediterranean region”.<sup>96</sup>

Since its beginning, the MTM has not directly addressed the high-level politics of migration but focused on the “technical level” of migration management, i.e. the development of concrete and functioning approaches in achieving all participants’ political objectives. Bringing together experts from all partner states in a setting which is informal and nonbinding whilst fully respecting mutual views and priorities, has been kept as a fundamental principle of the MTM throughout the ten years of its existence. Thus, the thematic scope of the MTM has broadened continuously by integrating new topics in its framework, including migration and development and mixed migration, and lately migration and urban governance.

Following its practical orientation, the MTM has served as a platform for the implementation of a number of concrete projects in the thematic areas covered. As information sharing is considered a key activity, the MTM developed the concept of the “Interactive Map on Migration (i-Map)” in 2006.<sup>97</sup> The i-Map is an online interactive platform serving a wide range of users as a source and exchange instrument for factual information on migration matters, namely irregular migration, mixed migration and migration and development. In 2009, the MTM entered its 4<sup>th</sup> phase – A Dialogue in Action. In 2011, this spirit of an action-oriented technical dialogue, the MTM partner states decided to devote the 4<sup>th</sup> phase of the MTM to further steer MTM activities towards concrete action notably through to the establishment of a South-South Exprt Exchange Mechanism to further strengthen Diaspora Policies, and the third development phase of the MTM i-Map.

#### 4.4.1 Geographic relevance

On 22 May 2012, the MTM held its 10<sup>th</sup> Anniversary where the future focus of the dialogue was decided on by partner states and agencies: 1) further develop the information exchange mechanism and the i-Map; 2) further emphasis on South-South technical cooperation; 3) expand technical focus to labour and professional migration and explore cooperation with private sector; 4) develop the migration and urban governance field of the MTM through the MTM City-to-City dimension. Moreover, further cooperation with the Rabat Process is to be pursued.

<sup>96</sup> ICMPD: Mediterranean Transit Migration Dialogue”, accessed at: [http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website\\_2011/Migration\\_Dialogues/MTM/Factsheets/2012\\_MTM\\_Factsheet.pdf](http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website_2011/Migration_Dialogues/MTM/Factsheets/2012_MTM_Factsheet.pdf)

<sup>97</sup> ICMPD (2011): i-Map. Interactive Map on Migration, accessed at: <https://www.imap-migration.org/>

- a. The MTM covers Europe, the Southern and Eastern Mediterranean, Sub-Saharan Africa.
- b. The MTM follows a migratory routes approach, linking 44 countries in Africa, the Mediterranean and Europe along identified migration routes.
- c. The MTM is not associated with any regional institution.

#### 4.4.2 Political relevance

- d. The MTM has not adopted Ministerial Declarations during its ten years of existence. The dialogue focuses on the technical level and its activities are articulated around concrete projects. This approach is believed to allow for more flexibility and higher efficiency in achieving tangible results.
- e. The MTM has (deliberately) not held Ministerial Conferences.
- f. The MTM organises meetings of high-level technical officials on a frequent basis (in 2013, four meetings took place). As the dialogue is state-driven, during these meetings priorities are identified to set the agenda for the next phase of activities.
- g. The MTM does not host permanent working groups but organises ad-hoc working groups, technical conferences and expert meetings on a wide array of topical areas. Working groups and meetings are regularly associated with concrete projects and initiatives carried out in the MTM framework.
- h. The MTM has not adopted an overall action plan. Partner States agree on work plans which set the agenda for the respective phases of the dialogue. The work plan for the current phase focuses on the strengthening of diaspora policies and the third development phase of the MTM i-Map.

#### 4.4.3 Migration and development

- i. Although the MTM was initiated to address irregular transit migration, the issue of development was put on its agenda almost right from the start. The conclusions of the so called Alexandria Consultations agreed already in 2003 that the work of the dialogue should be carried out in two main areas, one focusing on short-term cooperation in the fight against irregular migration and one concentrating on medium and long-term issues, relating to the “combating of root causes of irregular flows through development co-operation, better joint management of migration, including readmission, return and reintegration issues.” Participating states stressed that “illegal migration shall be considered with

regard to the economic development in countries of origin.”<sup>98</sup> The MTM has not engaged in a theoretical debate on the definition of migration and development and its scope, but has explored the possibilities of developing practical approaches linking the two spheres. Thus, the Southern Partner States have emphasised the acknowledgement and the use of the development potential of their expatriate communities as their main priority.

- j. See (d) above.
- k. See (h) above.
- l. The most recent expert meetings held were on Leveraging Remittances (March 2012), Migrant Entrepreneurship in the MTM (June 2013) and Population movements in the MTM region resulting from Crisis situations (November 2013).
- m. See (h) above.
- n. The MTM has implemented several initiatives:
  - 1. The project “Linking Emigrant Communities for More Development”<sup>99</sup> (2009-2010) analysed methods how to institutionalise relations between governments and diasporas.
  - 2. The project “Strengthening African and Middle Eastern Diaspora Policy through South-South Exchange (AMEDIP, 2011-2013)” has embarked on the development of comprehensive diaspora policies, strengthening of South-South technical exchange and capacity building for government agencies and local authorities involved in diaspora policy. Three workshops on South-South cooperation, inter-institutional coordination in the field of migration and development and North-South Cooperation took place in the course of the project.
  - 3. The third development phase of the i-Map (2011-2014) focuses on full implementation of the thematic component on Migration and Development.
- o. The MTM does thematically not (yet) cover labour migration.
- p. The MTM has pioneered in the development and elaboration of migration profiles, though they run under the name of country profiles in the context of

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98 MTM (2003): Consultations on a Reinforcement of the inter-governmental dialogue on transit migration over the Mediterranean. Alexandria, 9-10 June 2003. Conclusions by the Chair, p. 3, accessed at: <http://www.iom.int/jahia/webdav/shared/shared/mainsite/microsites/rcps/mtm/Conclusions-Alexandria-June-2003-EN.pdf>

99 ICMPD, IOM (2010): MTM. A Dialogue in Action. Linking Emigrant Communities for more Development. Inventory on Institutional Capacities and Practices, accessed at: [http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website\\_2011/Migration\\_Dialogues/MTM/projects/Inventory\\_EN\\_2010.pdf](http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website_2011/Migration_Dialogues/MTM/projects/Inventory_EN_2010.pdf)

the dialogue. Today, the i-Map provides its users with access to a total of 52 country, routes and hub profiles: 24 on migration and development and 28 on irregular and mixed migration.

- q. The MTM does thematically not explicitly cover mainstreaming migration into development planning.
- r. See (n) above.

#### 4.4.4 Summarising remarks

The emergence of migration and development on the agenda of the MTM reflects a general shift in migration management towards more holistic approaches. Notably, the dialogue which was established to address irregular migration in the Mediterranean, at present devotes the main part of its activities and resources to initiatives related to migration and development. In doing so, the dialogue deliberately refrains from engaging in high-level politics but tries to develop innovative operational approaches based on priorities and interests common to all partners. The MTM Partner States set the dialogue’s agenda and adapt it to their current needs. Following these needs, the MTM currently focuses on diaspora policy and the deepening of the common knowledge base on migration and development in its member states.

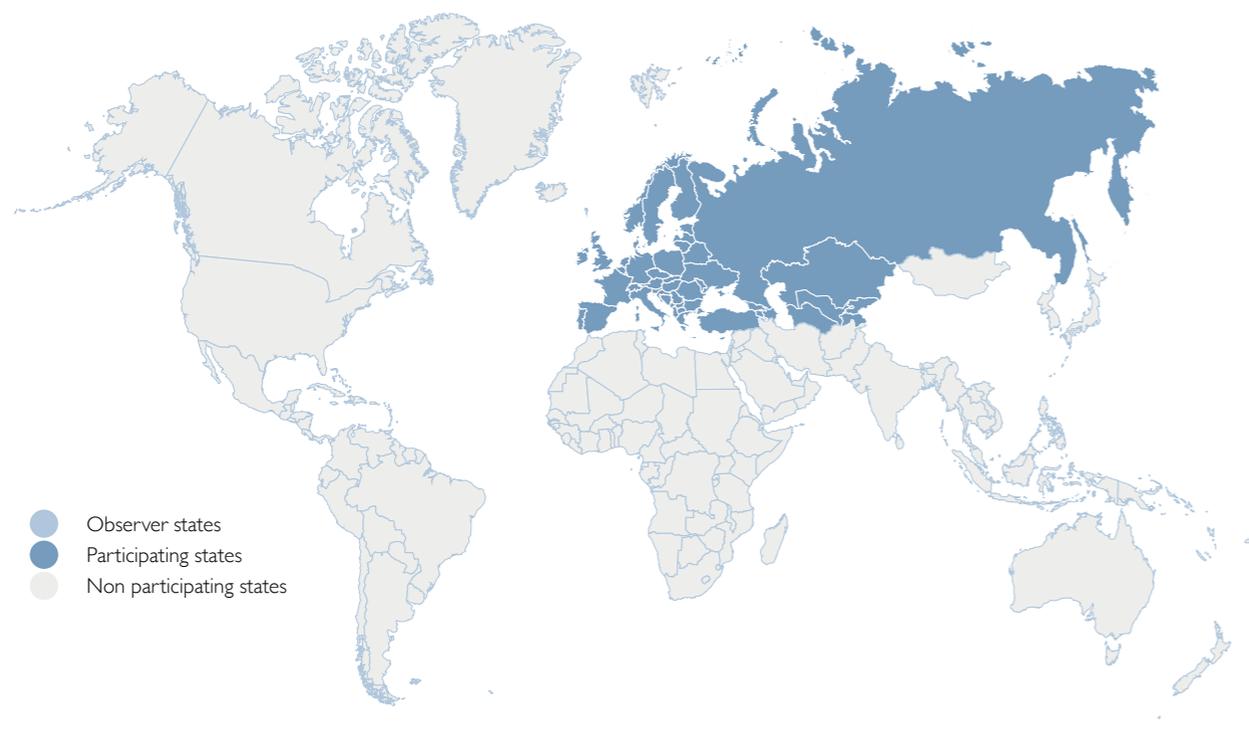
The analysis and provision of information has been a major pillar of the MTM since its early days. This tradition is reflected in the significance attached to the continued improvement of the i-Map and its country profiles.

A specific feature of the MTM is that intends to reflect the diversity of the various migration actors in its work and wants to keep the platform open for ad hoc cooperation on concrete issues. There are many examples for such cooperation, a recent and topically relevant one is the thematic meeting “Contribution of migrant associations to development” co-organised with the Global Forum on Migration and Development (GFMD) and held in Morocco during the Swiss GFMD chair in 2011.<sup>100</sup> Since it is the declared objective of the dialogue to be open for joint initiatives outside its inter-governmental framework and to achieve quick progress within the margins of its agenda, the MTM can be assessed as easily accessible for cooperation with external actors as long as this cooperation meets the operational orientation of the dialogue.

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100 IOM (2011): Third Global Meeting of Chairs and Secretariats of Regional Consultative Processes on Migration (RCPs). Enhancing Cooperation on Migration through Dialogue and Capacity-building, p. 21, accessed at: <http://publications.iom.int/bookstore/free/RCPReportENGA4web.pdf>

## 4.5 The Prague Process



**Established:** 2009

**Participating states (50 in total):** Albania, Armenia, Austria, Azerbaijan, Belarus, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Hungary, Ireland, Italy, Kazakhstan, Kosovo<sup>101</sup>, Kyrgyzstan, Latvia, Liechtenstein, Lithuania, Luxembourg, The former Yugoslav Republic of Macedonia, Malta, Moldova, Montenegro, Netherlands, Norway, Poland, Portugal, Romania, Russian Federation, Serbia, Slovakia, Slovenia, Spain, Sweden, Switzerland, Tajikistan, Turkey, Turkmenistan, Ukraine, United Kingdom, Uzbekistan + the EC.

**Leading state:** Poland

**Secretariat:** ICMPD<sup>102</sup>

<sup>101</sup> This designation is without prejudice to positions on status, and is in line with UNSC 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

<sup>102</sup> The Prague Process uses also the term "Project Support Team" instead of "Secretariat" to emphasise the light structure of the dialogue

The Prague Process was initiated in 2009 at a Ministerial Conference during Czech EU Presidency by the endorsement of the "Building Migration Partnerships" Joint Declaration. The Prague Ministerial Conference acknowledged the efforts made and the significant progress achieved by the EU, its Member States and the Union's Eastern neighbours over the previous decade in improving their respective migration management capacities. At the same time it had become obvious that the Eastern and South-eastern neighbours had meanwhile developed from mere emigration countries to countries of emigration, transit and destination. These changed migration realities were believed to call for a further development of migration management policies. Migration management was to be understood as a crosscutting policy field, which has to intervene in a broad number of thematic areas, has to involve a variety of actors, and has to be built upon the principle of partnership between sending, receiving and transit countries of international migration flows.

The Prague Process builds upon the Joint Declaration from 2009 and has the objective to translate this political declaration into concrete steps. On 4 November 2011, 50 States and the Commissioner of the European Commission responsible for migration adopted the "Prague Process Action Plan". The Action Plan covers the period between 2012 and 2016 and consists of more than 20 concrete actions for 6 main topical areas. Given the different geographical, migratory and socio-economic situations of participating States, it was agreed that participation in the implementation of the Action Plan will be in accordance with respective States' priorities.

Information sharing is considered a key activity of the dialogue. The Prague Process i-Map is available at the i-Map online platform shared with MTM, the Budapest Process and the Rabat Process.<sup>103</sup>

### 4.5.1 Geographic relevance

- Covers the 28 EU Member States, the Schengen area, Eastern Partnership states, Western Balkan region, Central Asia, Russian and Turkey.
- The Prague Process follows the migratory routes approach, linking countries in Western, Central, Eastern and South-eastern Europe as well as Central Asia along identified migration routes.
- Due to its broad participation (50 participating states), the Prague Process covers several international and regional fora like the EU Eastern Partnership,

<sup>103</sup> ICMPD (2011): Prague Process/BMP i-Map, accessed at: <http://www.imap-migration.org/index.php?id=474>

the Budapest Process, the Black Sea Synergy, Commonwealth of Independent States frameworks, the Eurasian Economic Community, the Collective Security Treaty Organisation and the Shanghai Cooperation Organisation.

#### 4.5.2 Political Relevance

The Prague Process is acknowledged as one of key dialogue processes of the EU's "Global Approach to Migration and Mobility".<sup>104</sup>

- d. The Prague Process is based on the "Building Migration Partnerships" (BMP) Joint Declaration from 2009 and the Action Plan 2012-2016.<sup>105</sup>
- e. The Prague Process is framed by Ministerial Conferences. The first Ministerial Conference took place in Prague in 2009 to initiate the Dialogue and adopt its Declaration, the second Ministerial Conference was held in Poznan in 2011 to adopt the Prague Process, Action Plan, the next Ministerial Conference will be organised in 2016 to review the first implementation phase of the Action Plan.<sup>106</sup>
- f. The Prague Process organises SOMs on an annual basis to review the progress achieved and to fine-tune and agree the work plan for the following year. The Prague Process SOM is supported by the Prague Process Core Group established in November 2012. The Core Group consists of 19 states, EC and ICMPD in its capacity of the Secretariat.
- g. The Prague Process has permanent working groups for the concrete initiatives conducted in the implementation of its Action Plan. For the period 2011 – 2013 these working groups cover the areas of asylum and international protection, legal migration, migration and development, and irregular migration.
- h. The Prague Process has adopted an Action Plan in 2011, covering the period 2012–2016.

#### 4.5.3 Migration and development

- i. The BMP Joint Declaration and the Prague Process Action Plan 2012-2016 give the Prague Process the mandate to work on the six thematic areas. One of these objectives is "to make migration and mobility positive forces for devel-

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104 European Commission (2011): Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. The Global Approach to Migration and Mobility, COM (2011) 743 final, p. 8, accessed at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0743:FIN:EN:PDF>

105 Ministry of the Interior of the Czech Republic (2009): Building Migration partnership Joint Declaration, accessed at: <http://www.mvcr.cz/mvcren/article/building-migration-partnership-joint-declaration.aspx>

106 ICMPD (2012): Prague Process Overview, accessed at: <http://www.icmpd.org/Prague-Process.1557.0.html>

opment".<sup>107</sup> The Prague Process Targeted Initiative project sets the concrete objectives for the period August 2012 to July 2015 and includes the implementation of four thematic Pilot Projects with one of them being on migration and development (led by the Czech Republic).

- j. The fourth key area of the "Building Migration Partnerships" Joint Declaration directly addresses the migration-development nexus. The Declaration does not provide a theoretical concept for this nexus but lists specific objectives that were identified in the course of an intense discussion between the Prague Process Partner States and are based on their priorities. Concretely, partners agreed to "address the issue of making migration and mobility positive forces for development" by:
  - 1. "Ensuring coherence between development and migration policies;
  - 2. Exploring ways to foster circular migration, skills matching and educational exchange between countries of origin and destination;
  - 3. Taking into account the objectives of development policies in migration policies and initiatives related to migration management;
  - 4. Exploring possibilities for increasing the "brain gain" effects of return in countries of origin,
  - 5. Promoting policies which create productive job opportunities in countries of origin in order to tackle the root causes of emigration flows more effectively;
  - 6. Promoting policies which foster labour rights, social welfare and social dialogue,
  - 7. Encouraging financial, political and other support for migrants and their family members to invest remittances in countries of origin, including infrastructure and the economy, with full respect for the private nature of remittances, and utilising cooperation programmes as appropriate;
  - 8. Exploring ways to strengthen the financial and banking sectors in countries of origin, to build the basis for targeted migrants' investment and to promote the link between remittances and micro-finance;
  - 9. Fostering the use of new technologies for facilitating safe and expeditious transfer of remittances with minimum restrictions in conformity with applicable legislation, notably with respect to the fight against money laundering;

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107 Ministry of the Interior of the Czech Republic, 2009, op. cit.

- 10. Acknowledging the important role of diasporas, and strengthening the dialogue with migrant communities in countries of destination on the further promotion of functioning policies on migration and development, and;
  - 11. Encouraging the involvement of diasporas in development by promoting the transfer of knowledge and skills to their countries of origin, by various means including setting up temporary return programmes.”<sup>108</sup>
- k. During the SOM held in April 2012 in Warsaw the participating states decided to implement the Prague Process Targeted Initiative (PPTI). One of the foreseen concrete initiatives (pilot projects), “Making Migration and Mobility Positive Forces for Development”, specifically deals with Circular Migration.
- l. The Prague Process foresees a National Contact Points’ (NCP) Meeting on M&D within the framework of the Prague Process Targeted Initiative.
- m. Building upon the political objectives as stated in the “Building Migration Partnerships” Joint Declaration, the Prague Process Action Plan formulated four concrete objectives to be achieved in the area of migration and development between 2012 and 2016.<sup>109</sup> Thus, the Action Plan did not strive for a complete implementation of the Joint Declaration but emphasised feasibility and focused on those areas where participating States saw the most immediate benefit. Concretely and until 2016, the Prague Process plans to:
- 1. Bring together representatives of diaspora communities and governments to share best practices and to discuss the role of diasporas in development and investment in countries of origin;
  - 2. Carry out a comprehensive study of the relevant policies and legislation of countries of origin and destination in order to identify successful practices and focus on the possibilities of facilitating circular migration;
  - 3. Develop frameworks for disseminating information on channels for remittances and their cost, especially with the aim of facilitating investment in countries of origin, and;
  - 4. Exchange information about the social consequences of migration for migrants’ families and to identify best practices to address the issue.

<sup>108</sup> Ibid.

<sup>109</sup> Prague Process (2011): Prague Process Action Plan 2012-2016, accessed at: [http://www.pragueprocess.eu/fileadmin/PPP/PP\\_AP\\_POZNAN\\_\\_EN.pdf](http://www.pragueprocess.eu/fileadmin/PPP/PP_AP_POZNAN__EN.pdf)

- n. In this regard, the first concrete project on the migration-management nexus in the framework of the Action Plan will focus on an analysis of successful policies on circular migration and their impact on development. The study is planned to be finished by the end of 2014. A number of Prague Process participating States have developed and implemented pilot programmes on circular migration with partner countries, many other PP states have specific experience as “sending” countries. Analysis of existing best practices (and less successful examples) as well as recommendations will bring the following added value: Circular migration will be studied comprehensively, from the perspective of receiving as well as sending countries. So far, the point of view of receiving countries prevailed in debates on circular migration. The study will also focus on the role of state authorities in the management/facilitation of circular migration; moreover, it will provide practical recommendations for policy makers.
- o. Within the Prague Process Action Plan the following priorities are set under the title: “Addressing legal migration and mobility with a special emphasis on labour migration”:
  - 1. To strengthen the capacities of employment services and authorities to manage labour migration in order to better respond to national labour market needs, and to better inform potential migrants on the possibilities of legal migration.
  - 2. To share experiences and best practices in organising labour migration.
  - 3. To share experiences and best practices on social protection schemes and to encourage negotiations and the conclusion of agreements on social security.
  - 4. To create support programmes aimed at the reintegration of migrants into labour markets in their countries of origin, taking into account proper use of their skills and competences acquired abroad.
  - 5. To strengthen cooperation on assessment of migrants’ skills and competences between countries of origin and destination in order to avoid “brain waste”, including through reinforcing the comparability of professional profiles.
  - 6. To promote an exchange of students and researchers between higher education institutes of the Parties.

Against this background, a pilot project will be implemented with the aim to share experiences and best practices in organising labour migration. The project will in particular look at improving information flows towards potential migrants on available legal migration channels with a view to promoting labour matching.

- p. Since its beginning, the Prague Process focused on the development of migration profiles using the European Commission's "Extended Migration Profile Template" as it was labeled in 2009.<sup>110</sup> Today, the Prague Process i-Map provides its users with access to 16 migration profiles.
- q. The Prague Process does not mention mainstreaming migration into development planning.
- r. No specific reference is made on diaspora engagement.

#### 4.5.4 Summarising remarks

The Prague Process methodology is based on two pillars. It combines policy dialogue at ministerial level with concrete policy development at expert level and the implementation of concrete initiatives in the framework of its Declaration and Action Plan. This approach shall ensure that the political dialogue does not decouple from the practical experience made when "working on the ground". It shall also guarantee that the findings of concrete projects do not get lost but are translated in general guidelines and concepts that are available for all Prague Process participating states.

Due to its young history and reflecting the state of the international debate on migration in 2008/2009, the Prague Process defined migration and development as one of its main pillars from the very beginning and attached equal importance to the topic as to the more traditional areas of migration management (legal migration, irregular migration, integration, and return and reintegration). This implies not only that 4 out of the 22 actions of the Prague Process Action Plan (2012 – 2016) are devoted to migration and development but also that one out of the first four initiatives, whose implementation has been already started, will refer to the topic.

The Annual SOM gathering all participating states and the European Commission is the main decision making body of the Prague Process. The SOM is supported by a Steering Group (consisting of Poland as lead state, the Czech Republic, Germany, Hungary, Romania, Slovakia, Sweden, the European Commission and the European External Action Service, and ICMPD) in the daily management of the dialogue. The

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<sup>110</sup> Meanwhile there have been changes in the EU terminology on migration profiles.

ICMPD in Vienna functions as Support Team providing logistical, organisational, communication, content and drafting services to the Steering Committee. The Prague Process deliberately refrained from establishing a Secretariat to reflect its emphasis on a "light" setup and quick results over "heavy" and "self-referential" structures encountered in other frameworks. In practice, the Support Team provides services very similar to those of Secretariats in other dialogues.

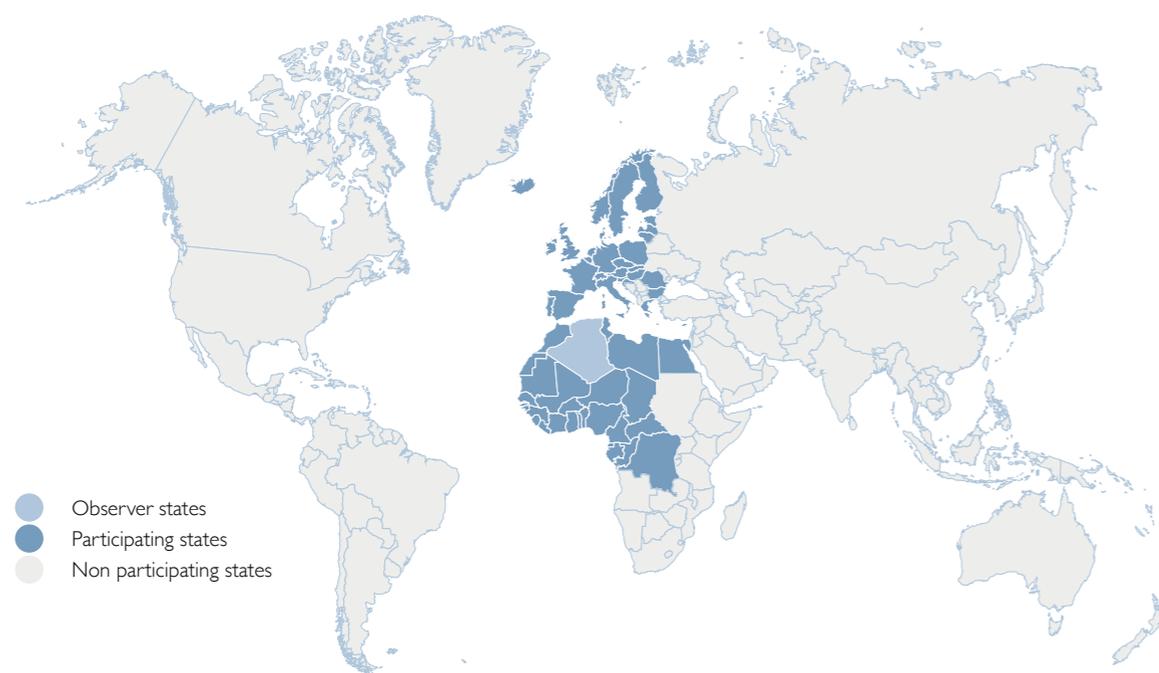
The gathering, analysis and provision of migration related information was considered a main task of the Prague Process already in its development phase. Based on the conviction that sound decision making requires a sound knowledge base, the Prague Declaration defined the elaboration of migration profiles and the development of an IT-based exchange tool as two objectives of the first phase of the dialogue (2009 – 2012). Today, the knowledge base of the Prague Process contains a total of 16 migration profiles and visualisations of other relevant information, available on the Prague Process i-Map.<sup>111</sup> The profiles went beyond a narrow analysis of migration realities and addressed a number of development related aspects as well, such as the "socio-economic context of migration", "diasporas", "remittances", "economy/economic climate", "labour market analysis", or "human capital". Notably, the results of the profiles directly found their way in the further programming of the dialogue. The Prague Process Action Plan is almost exclusively based on priorities formulated by states in their respective migration profiles.

The Prague Process is – with the exception of the important role of the EU – fully state-driven. It is steered by ministries responsible for migration. Naturally they have better know-how on migration than on development policies. Thus, it is the declared intention to keep the dialogue open for cooperation on migration and development, most of all with international frameworks and responsible state agencies. Since the dialogue emphasises an operational approach, practical knowhow on development projects and initiatives is of special relevance in this respect.

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<sup>111</sup> ICMPD (2011), Prague Process/BMP i-Map, op.cit.

## 4.6 Euro-African Intergovernmental Dialogue on Migration and Development (the Rabat Process)



**Established:** 2006

**Participating states (59 in total):** [Europe] Austria, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, Germany, Greece, Hungary, Iceland, Ireland, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, the Netherlands, Norway, Netherlands, Poland, Portugal, Romania, Slovenia, Slovakia, Sweden, Switzerland and the United Kingdom; [North Africa] Algeria (observer), Egypt, Libya and Tunisia; [West Africa] Benin, Cape Verde, Ivory Coast, the Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Mauritania, Niger, Nigeria, Sierra Leone, and Togo; [Central Africa] Cameroon, Central African Republic, Congo, Gabon, Democratic Republic of Congo and Chad.

**Steering Committee:** Belgium, Burkina Faso, EC, ECOWAS, Equatorial Guinea, France, Italy, Morocco, Senegal and Spain.

**Observers:** AfDB, FAO, Frontex, ICMPD, ILO, IOM, UNDP, UNICEF, UNHCR, UNODC, WB

**Secretariat:** There is no secretariat; a support project is currently implemented by ICMPD and FIAPP, funded by the EC.

Until 2005, African migration to Europe was addressed in two separate political frameworks: one for North Africa (Euro-Mediterranean partnership and the 5+5 dialogue) and one for Sub-Saharan Africa under the *Cotonou Agreement*. The events in Ceuta and Melilla in 2005 changed the European approach to irregular migration flows from Africa with growing awareness of transit migration flows linking Sub-Saharan and North Africa.<sup>112</sup> At the Africa-EU Ministerial Troika meeting held in Bamako in December 2005, it was agreed to launch a migration dialogue with a comprehensive approach, covering issues of social cohesion, economic integration and development.<sup>113</sup>

In July 2006, upon the initiative of Morocco, France and Spain, European and African Ministers in charge of migration and development issues gathered in Rabat, Morocco. They decided to work together on offering a concrete and appropriate response to these fundamental issues, based on the strong conviction that well-managed migration represents an opportunity for individuals and states in Africa and in Europe. Moreover, migration management should be anchored in the principles of combating poverty, promoting sustainable development and co-development, and respecting the rights and dignity of migrants and refugees. The *Rabat Process* was born, launching a balanced, pragmatic and operational mechanism of cooperation among countries of origin, transit and destination of migrants coming from West and Central Africa.<sup>114</sup>

### 4.6.1 Geographic relevance

- The Rabat Process covers four major geopolitical regions: Europe, North Africa, West Africa and Central Africa.
- 59 participating states (Algeria acts as an observer)
- The Rabat Process was born out of a political dialogue between Africa and the EU, and has retained a strong link to the EC, which has a seat in the steering committee. ECOWAS is the other regional institution on the steering committee.

<sup>112</sup> See Pastore, Ferruccio (2007): Europe, Migration and Development: Critical remarks on an emerging policy field, accessed at: <http://www.cespi.it/PDF/Pastore-MigrationandDevelopment.pdf>

<sup>113</sup> Council of the EU (2005): 15389/05, Presse 345: EU-Africa Ministerial meeting Bamako (Mali), 2 December 2005, Communiqué, pp.2 and 8, accessed at: <http://register.consilium.europa.eu/pdf/en/05/st15/st15389.en05.pdf>

<sup>114</sup> ICMPD (2011): Rabat Process Factsheet", accessed at: [http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website\\_2011/Migration\\_Dialogues/Rabat\\_Process/2012\\_Rabat\\_Process\\_Factsheet.pdf](http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD-Website_2011/Migration_Dialogues/Rabat_Process/2012_Rabat_Process_Factsheet.pdf)

#### 4.6.2 Political relevance

- d. A Declaration and Action Plan were adopted at the Ministerial Conference in Rabat (2006), a Three-Year Cooperation Programme 2009-2011 was adopted at the Ministerial Conference in Paris (2008), and the Dakar Strategy 2012-2014 was adopted at the Ministerial Conference in Dakar (2011).
- e. The Rabat Process has held three Ministerial Conferences: in Rabat (2006), Paris (2008) and Dakar (2011). A next and fourth Ministerial Conference is foreseen to be held in 2014.
- f. Preparatory Senior Officials Meetings (SOM) have taken place before the Paris and Dakar Ministerial Conferences. In June 2012, a "Meeting of High-Level Representatives Follow-up to the 3<sup>rd</sup> Euro-African Ministerial Conference on Migration and Development" took place in Madrid.<sup>115</sup>
- g. The Rabat Process has not established any working groups, but the 2006 Action Plan mentions "planning for, when necessary, the setting up of specialized technical groups".<sup>116</sup>
- h. The first Action Plan was adopted at the inaugural 2006 Rabat Ministerial Conference. In 2008, the Paris Ministerial Conference followed up on "this successful preliminary phase [...] not only in terms of better dialogue but also concrete cooperation" by adopting a Three-Year Cooperation Programme "aimed at clarifying the areas of action and defining concrete measures intended to be implemented [...] 2009 to 2011".<sup>117</sup> The "Dakar Strategy" followed in 2011 and sets the elements for cooperation for the years 2012-2014. It aims to have an "open and mature dialogue on migration challenges, accompanied by concrete initiatives structured around ten objectives, with a follow-up mechanism to ensure implementation".<sup>118</sup>

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115 See Rabat Process (2012): News and Events" on migration and development, accessed at: <http://www.dialogueafricainmd.net/web/index.php/migration-and-development/news-and-events/meeting-of-high-level-representatives-follow-up-to-the-3rd-euro-african-ministerial-conference-on-migration-and-development>

116 Rabat Process (2006): Action Plan of the First Euro-African Ministerial Conference on M&D", p.6, accessed at: <http://www.dialogueafricainmd.net/web/uploads/cms/Rabat%20Conference%20Action%20Plan.pdf>

117 Rabat Process (2008): Three Year Cooperation Programme", Second Euro-African Ministerial Conference on M&D, Paris 2008, , p.3, accessed at: [http://www.dialogueafricainmd.net/web/uploads/cms/Paris%20Conference\\_Migration%20Development%20-%20Final%20statement.pdf](http://www.dialogueafricainmd.net/web/uploads/cms/Paris%20Conference_Migration%20Development%20-%20Final%20statement.pdf)

118 Rabat Process (2011) :Dakar Strategy", Third Euro-African Ministerial Conference on M&D, Dakar 2011, p.3, accessed at: [http://www.dialogueafricainmd.net/web/uploads/cms/Dakar-strategy\\_Ministerial-declaration-migration-and-development\\_-EN.pdf](http://www.dialogueafricainmd.net/web/uploads/cms/Dakar-strategy_Ministerial-declaration-migration-and-development_-EN.pdf)

#### 4.6.3 Migration and development

- i. Migration and development is part of the official title of the dialogue, *Euro-African Intergovernmental Dialogue on Migration and Development*, and is one of three thematic pillars addressed. The Ministers present at the launch of the dialogue declared that the Rabat Process is founded on a "strong conviction that the management of migration between Africa and Europe must be carried out within the context of a partnership to combat poverty and promote sustainable development and co-development".<sup>119</sup>
- j. All three Ministerial Declarations have included migration and development as an integral part of the dialogue. The Paris Cooperation Programme adopted in 2008 confirmed the importance of strengthening synergies between migration and development by recalling that they are beneficial to the consolidation of employment and migration management policies as well as the greater involvement of the diaspora in the economic and social development of their countries of origin. Facilitating remittances and circular migration, promoting growth, productive employment and decent work in countries and regions of origin, and complying with the MDGs are also mentioned.<sup>120</sup> Building on these points, the Dakar Strategy of 2011 also puts emphasis on working "towards greater consistency between migration and development policies".<sup>121</sup>
- k. At the most recent SOM, which took place in June 2012 in Madrid, a Roadmap<sup>122</sup> was adopted with the aim of supporting the third phase of the dialogue as set out by the Dakar Strategy.
- l. The Rabat Process has not established any working groups.
- m. Throughout its lifespan, the Rabat Process has produced three action oriented documents, the first being the Rabat Action Plan (2006), the second the Paris Cooperation Programme (2008) and the third and most recent the Dakar Strategy (2011). All devote either equal or the most space to migration and development actions, alongside legal migration and irregular migration.
- n. Participating states agreed in the Dakar Strategy that the dialogue should continue to be "oriented towards action". Technical seminars at expert level and a consistent follow-up on meeting conclusions are considered as key tools to

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119 Rabat Process (2006): Rabat Declaration, First Euro-African Ministerial Conference on M&D, Rabat 2006, p.3, accessed at: <http://www.dialogueafricainmd.net/web/uploads/cms/Rabat%20Declaration.pdf>

120 Rabat Process (2008), op.cit., p.11

121 Rabat Process (2011), op.cit., p.5

122 Rabat Process (2012): The Rabat Process: The Road Ahead 2012-2014, High Level Officials Meeting: Follow-Up to the Third Euro-African Ministerial Conference on Migration and Development, Madrid, 6 June 2012

ensure the practical orientation of the dialogue. This action-orientation has been made possible through EC-funded projects. The first one, “*Mise en place du Plan d’Action de la Conférence de Rabat*”, was implemented by FIIAPP 2008-2010. At the beginning of 2010, the EC launched a new initiative aimed at supporting the Rabat Process, implemented by ICMPD and FIIAPP as a component of the “Support to the EU-Africa Partnership on Migration, Mobility and Employment” project. When this project came to an end in 2012, the EC followed-up with a support project for the third phase of the Rabat Process for the period 2013-2015.<sup>123</sup> This current support project focuses on supporting the implementation of the Dakar Strategy objectives and in particular three related priorities: the use of migration data for evidence-based policy making, border management and the management of migration in crisis situations. These priorities are reflected in concrete activities<sup>124</sup> and thematic seminars on each of these topics.

- o. Legal migration is one of the three pillars of the Rabat Process, and has mainly been seen from the standpoint of labour and student migration. Issues related to labour migration have also been included under the migration and development pillar. The Paris Cooperation Programme, for example, lists support measures for employment policies for the countries of origin, one of them being the promotion of decent work and improving the social protection of migrants.<sup>125</sup> In the Dakar Strategy, partners “reaffirm their wish to boost the creation of opportunities for legal migration [...], to adapt existing legal frameworks to facilitate opportunities for legal migration, and to support opportunities for legal intra-African migration”.<sup>126</sup>
- p. Drawing up migration profiles in both countries of destination and origin and promoting “their use, in particular in the framework of poverty reduction strategies, as instruments for drawing up development projects” is mentioned in the Paris Cooperation Programme of 2008. They are again mentioned under the tenth (horizontal) objective the Dakar Strategy related to policy consistency and coordination on acquiring and sharing information.<sup>127</sup> The current support proj-

123 See ICMPD (2011): Rabat Process Factsheet, op. cit.

124 Activities of the current phase of the Rabat Process include the sharing of information via the i-Map platform, support for the application of migration profiles and migration data, a limited number of technical assistance missions and a stocktaking of migration related initiatives. Furthermore, the network of national Focal Points will be complemented by thematic contact points, including contacts on migration and development.

125 Rabat Process (2008), op.cit., pp.11-13

126 Rabat Process (2011), op.cit., p.4

127 Ibid., pp.8-9

ect offers assistance regarding the application of migration profiles as instruments for evidence-based migration policy making in a selected number of countries.

- q. Already in 2006, page 1 of the Action Plan asks states to promote migration “as a positive factor for development by encouraging concrete measures contributing to the reduction of poverty” and to integrate such measures to development policies and programs.<sup>128</sup> The 2008 Paris Cooperation Programme took this commitment to the next level by declaring the following: “*In keeping with Joint Africa-EU Declaration on Migration and Development adopted on 23 November 2006 in Tripoli and the Joint Africa-EU Strategy adopted in Lisbon on 8 and 9 December 2007, each country taking part in the Euro-African Process must address the consequences of the new priority – the link between migration and development. Be they countries of origin, transit or destination, all are expected to reflect this priority in their national migration and development policies and, to this end, efficiently raise the necessary funds.*”<sup>129</sup>
- r. Diaspora engagement first emerged as an issue in the Paris Cooperation programme<sup>130</sup>, before that it was implicitly included in the reference to “co-development”. The ninth of the ten Dakar Strategy objectives calls on states to realise the potential for migrant engagement:
  1. “Further strengthen the relationship with the diaspora via legislative, political, cultural or economic initiatives;
  2. Promote productive and sustainable return programmes, mobilising the private sector, and measures for recognition of qualifications and work experience acquired in the country of destination;
  3. Facilitate the mobilisation of qualified expertise from the diaspora, including the descendants of migrants, for economic and social development actions which will benefit the countries of origin;
  4. Support migrant associations’ capacities to implement local solidarity-based development programmes set up by migrant organisations in the country/region of origin, and promote successful models and experiences; and,
  5. Facilitate circular migration initiatives designed for migrants wishing to temporarily return to their homelands, without prejudice to their right of residence in the destination country.”<sup>131</sup>

128 Rabat Process (2006): Action Plan, First Euro-African Ministerial Conference on M&D, p.1; accessed at: <http://www.dialogueafricainmd.net/web/uploads/cms/Rabat%20Conference%20Action%20Plan.pdf>

129 Rabat Process (2008), op.cit., p.15

130 Ibid., pp.14-15. The wish to promote development by strengthening the links between diasporas, countries of origin and destination countries and mobilise the participation of diasporas.

131 Rabat Process (2011), op.cit., p.8

#### 4.6.4 Summarising remarks

The Rabat Process brings together 58 countries of origin, transit and destination from several large geopolitical areas spanning from Central Africa to Northern Europe. The latest gathering of Ministers in Dakar declared the Rabat Process to have “established a solid and fruitful dialogue between the countries involved in the West African migratory route”, thereby highlighting the geographic relevance and geopolitical rationale of the dialogue.<sup>132</sup> An equivalent mechanism for inter-regional migration dialogue between the countries involved in the East African migratory routes does not exist; the MTM has made most progress with links to both Ethiopia and Kenya at informal technical levels.

All three Ministerial Declarations have acknowledged progress made in other related fora, such as the 2007 Euro-African Joint Declaration on Migration and Development, the 7<sup>th</sup> Partnership on Migration, Mobility and Employment of the 2007 Africa-EU Strategic Partnership, the EU-ACP dialogue on migration and development, the work of the GFMD, as well as outcomes of regional and sub-regional consultations on migration and development, including the 5+5 dialogue, MTM, EuroMed and ECOWAS. Consideration has also been given to the Paris Declaration on Aid Effectiveness and the Accra Action Plan.

Looking at the political relevance of the dialogue, regular Ministerial Conferences, SOMs and technical workshops indicate a strong and steady level of commitment by the participating states. The initiative to establish the dialogue came from an EU-Africa Troika meeting of key Ministers and EU Commissioners and the level of engagement has remained strategically important, particularly from the European Commission side. The current project arrangement has allowed the dialogue to focus on key issues of common concern at the technical level, and has therefore advanced the agenda for action between each Ministerial gathering.

The Dakar strategy outlines five implementation principles<sup>133</sup> that should guide (the work of) the dialogue:

1. Working dialogue;
2. A flexible and balanced approach;
3. A coherent dialogue;
4. Committed partners; and

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<sup>132</sup> Rabat Process (2011), op.cit., p.3

<sup>133</sup> Rabat Process (2011), op.cit., pp.3-4

- s. a shared responsibility.

Thematically, migration and development is a core element of the Rabat Process and many issues have been mentioned in the various declarations before taken up at the global level. For instance, the need to integrate migration into development planning has remained on the agenda since 2006.

In the most recent declaration, the concept of migration and development is referred to as follows: “Migration represents an opportunity for development for both countries of origin and destination. The initiatives implemented by the partners in mobilising the diaspora and lowering the cost of remittances should be welcomed. Partners must continue to work towards greater consistency between migration and development policies.”<sup>134</sup>

One of the outcomes of the second phase of the support project is the stocktaking of migration related initiatives implemented in the African partner countries. These have been visualised in an interactive map available on the Rabat Process’s website<sup>135</sup>, which provides information on actions that have been implemented since the adoption of the Paris Cooperation Programme. An evaluation of these actions showed that a broad range of migration issues have been covered, going beyond purely security-oriented approaches. The Rabat Process has therefore managed to enhance operational cooperation on migration and promote the implementation of projects that are balanced across the three pillars. The evaluation also showed that most initiatives from EU countries in the area of migration and development have focused on remittances. Some African countries have made significant progress in terms of mainstreaming migration into their national development strategies, such as Burkina Faso, Ghana, Mali, Mauritania and Senegal.<sup>136</sup>

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<sup>134</sup> Ibid., p.5

<sup>135</sup> See Rabat Process (2012): Initiatives in the region, accessed at: <http://www.dialogueafricainmd.net/web/index.php/initiatives-in-the-region>

<sup>136</sup> See Rabat Process (2011): Evaluation. Implementation of the Paris Cooperation Programme (2009-2011), State of Play. (internal document prepared by the Consortium implementing the Support Project to the Rabat Process on Migration and Development)

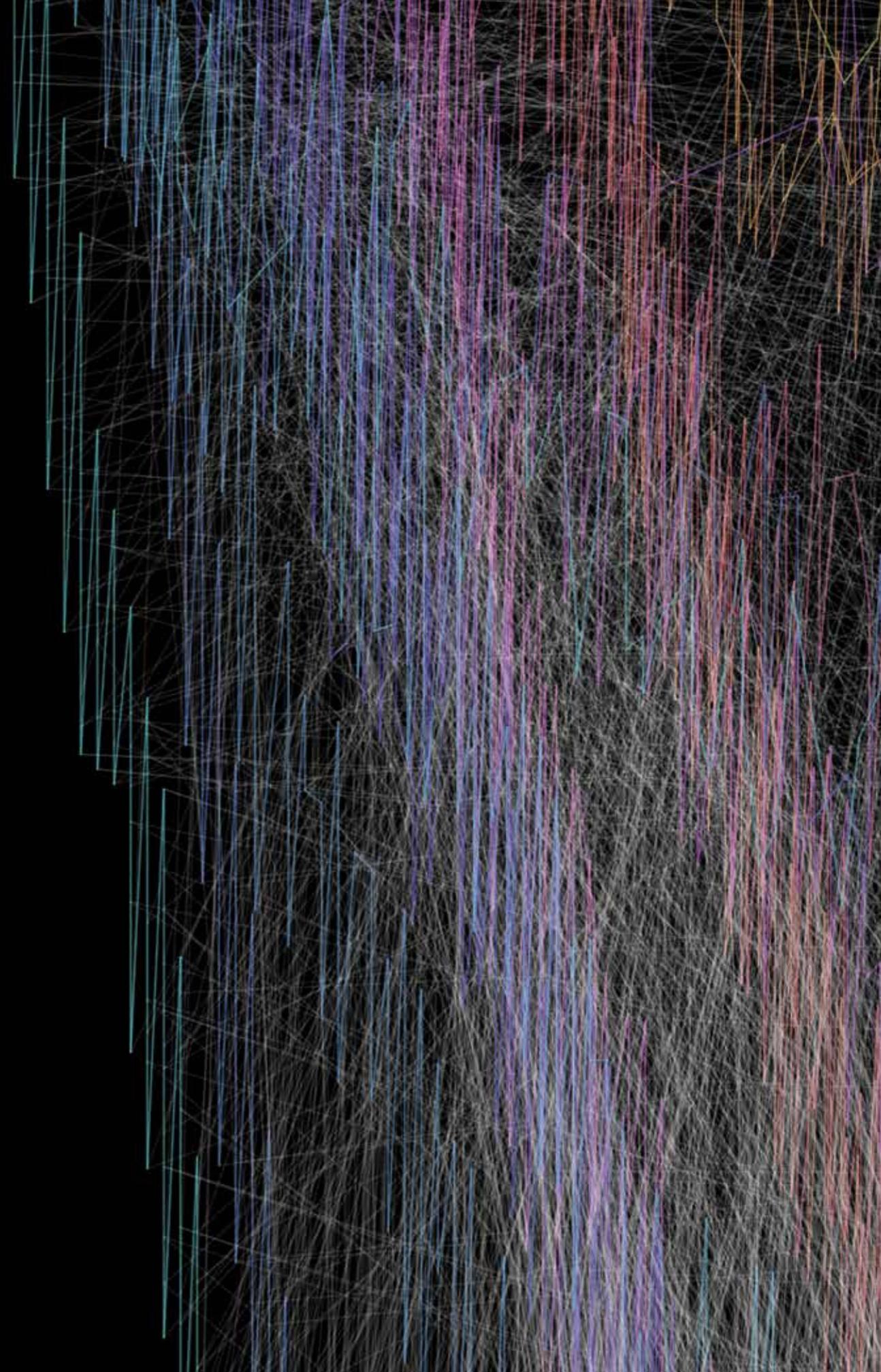
## 5. FINDINGS

The informal and somewhat flexible nature of regional migration dialogues combined with the various ways the participating states are driving the dialogues forward and shaping the process makes a comparative analysis difficult. Each of the six dialogues analysed in this study should be seen in its own geo-political setting. The analysis of the findings follows the methodological structure of the three groups of indicators, starting with the geographic and political relevance and concluding with how the six dialogues have addressed the migration and development nexus.

### 5.1 Geographic relevance

Geographic relevance was viewed against the number and composition of participating states in the respective dialogues, the geopolitical and geographical coverage and existing links to regional bodies. Dialogues are commonly referred to as regional migration dialogues or regional consultative processes, but in fact many dialogues cut across regions and are inter-regional in nature. Apart from the MME, which is linked to the overall Africa-EU strategy, all of the dialogues analysed in this study are characterised by an inter-regional cooperation framework that many times follows a migration routes rationale. Although migration patterns are constantly changing, the majority of these dialogues seem to have a “Sending-South, Receiving-North” or “Sending-Developing-Economy, Receiving-Emerging-Economy” focus.

The number of participating states ranges between 30 and 80, with 54 on average. Since these dialogues combine different regions it naturally makes them bigger than those whose composition mirrors a single region. An example of this is the Rabat



Process which covers several different regions, including West Africa, and the Migration Dialogue for West Africa (MIDWA) which mirrors members of the regional economic community ECOWAS.<sup>137</sup>

The degree to which the analysed dialogues are linked to regional bodies varies. Not surprisingly since all the dialogues include EU member states, a common denominator is the involvement of the EC although to varying degrees. The EC and ECOWAS Commission both have seats on the steering committee of the Rabat Process, the AUC and the EC steer the MME partnership, and the EuroMed Partnership is anchored in the European Neighbourhood Policy of the EU. The MME partnership also derives strong regional relevance from support activities directly targeting six RECs in Africa. The EC is participating in meetings of the Prague Process and the Budapest Process, and the former was even established under the auspices of the Czech EU Presidency. The Organization of the Black Sea Economic Cooperation (BSEC), the Economic Cooperation Organization (ECO) and the Migration, Asylum, Refugees Regional Initiative (MARRI) also participate in Budapest Process meetings.

## 5.2 Political relevance

Regional migration dialogues exist largely as a response mechanism to address interstate cooperation on migration in the absence of a multilateral framework regulating migration. This is attributes significant political relevance to dialogues even though some discussions may be portrayed as technical rather than political. Communication in dialogues contributes to the formation of “epistemic communities”, meaning the development of shared beliefs and common approaches that lay the foundations for policy learning. Dialogues facilitate these “epistemic communities” as well as reflexive learning since participants can opt in and out rather flexibly, thereby contributing to the creation of a trustful atmosphere. According to this thinking, participating state officials may act as change agents when they return to their institutions and hence influence policy making.

Since the impact of migration dialogues on policy making was outside the scope of this study, the political relevance of the studied dialogues was only viewed against the level of participation in the dialogue, the frequency of meetings at political and tech-

<sup>137</sup> In the Migration Dialogue for West Africa (MIDWA) 15 West African states and likewise Member States of the Economic Community for West African States (ECOWAS) are participating.

nical levels, and the adoption of common positions, declarations and action plans; based on the assumption that these factors give an indication of the political importance participating states attribute to the dialogue.

**Table 2:**  
Overview of political relevance indicators

	Established	Ministerial Conferences/ Declarations	Senior Officials Meetings	Working Groups	Adopted Action Plan
<b>Budapest</b>	1991	5	✓	✓ (geographic)	Work plans
<b>EuroMed</b>	1995	2	✓	✓ (thematic)	✓
<b>MME</b>	2007	2 (Heads of State)	✓		✓
<b>MTM</b>	2002		✓	✓ (thematic)	Work plans
<b>Prague</b>	2009	2	✓	✓ (thematic)	✓
<b>Rabat</b>	2006	3	✓		✓

Ministerial conferences, declarations and action plans, senior officials meetings and expert or working group meetings are common ways of organising the work and political process of regional dialogues. But not all have a setup encompassing all of this as is shown above in Table 2. Defining itself as technical dialogue, the MTM has not held any ministerial conferences but has chosen to build its activities on commitments taken in dialogues that cover the same participating states, e.g. the Rabat Process, and offer technical level meetings and operational activities in congruence to the agreements of these higher-level political dialogues.

All dialogues need leadership and some technical support to ensure continuity, institutional memory and follow-up. Depending on the mandate and the size of the dialogue this role can be assumed by a leading state, a group of states and/or a secretariat that provides the technical and administrative support for the functioning of the dialogue. In this study, the dialogues were selected because they are facilitated by a support unit or secretariat function hosted by ICMPD. Of these, the MTM and

the Budapest Process have permanent secretariats while the others are operating with a projectised support function mostly related to the overall funding arrangements of the dialogue. The dialogues in the European realm rely heavily on the EC as a donor, although there are also financing arrangement combining cash and in-kind contributions from the participating states.

The dialogues all involve a number of international organisations as permanent observers, but it appears that civil society actors are only invited on an ad hoc basis to participate as observers or partners to selected workshops or expert meetings. On the one hand this approach may result from purely practical reasons. Bringing larger numbers of states together to make them constructively discuss migration issues is in itself a complex undertaking. The participation of additional actors may be perceived as making this process even more complicated and impacting negatively on the likelihood of reaching joint positions. On the other, the involvement of civil society actors may raise the question of their mandate to participate in decision making at higher political levels in the dialogues. Even if informal and non-binding, the conclusions of dialogues are reached between states and have not yet left much room for the involvement of non state actors in the decision making although they play a key role in the actual implementation of migration governance.

### 5.3 Migration and development in dialogues

The migration-development nexus has emerged as a discussion topic in all of the dialogues. While some make an explicit reference in their objectives or declarations and define migration and development as a priority area, others have only started to hold discussions on an ad-hoc basis. The Rabat Process, for instance, was founded on the basis of a comprehensive take on migration governance and the acknowledgement that migration is crucial part of development. The MTM has been implementing activities with a clear migration and development focus since 2008. The importance of migration and development could be expected to rise even further on the agenda of the dialogues as they increasingly integrate the topic in their structural framework and include it in their strategic documents and action plans.

The migration routes rationale, in simplistic terms from developing countries of origin to developed countries of destination, has probably influenced the way migration and development has been understood. While none of the dialogues have

provided an in-depth account of the terms in question, the term "development" recurrently features as (sustainable) development in and of countries of origin. The development of countries of destination is only specifically mentioned by the MME in 2010 and the Budapest Process in 2013 refers to developments in each country. So human development is not used as a point of reference; the focus is rather on development at the national level. In addition, the relation between migration and development is predominantly economically framed. For example, engaging diaspora and emigrant communities in developing their countries of origin is a priority for all dialogues and emphasis is given to the role of migrants for investments, entrepreneurship and economic development in the countries of origin. Poverty and/or unemployment are also frequently mentioned as root causes for migration, sometimes also making a link to irregular migration.

**Table 3:**  
Overview of specific thematic issues covered in the analysis

	Labour migration/ Decent work	Migration Profiles	Mainstreaming migration into development	Diaspora engagement
Budapest	✓	✓	✓	✓
EuroMed	✓	✓		✓
MME	✓		✓	✓
MTM		✓		✓
Prague	✓	✓		✓
Rabat	✓	✓	✓	✓

Table 3 provides an overview of the four specific thematic issues identified in the dialogues. The least common of these issues is mainstreaming migration into development policies and plans are explicitly mentioned by the Budapest Process, MME and the Rabat Process, whereas the Prague Process talks of the opposite, namely taking development objectives into account in migration policies. Coherence between migration and development policies are called for by MME and the Prague Process, whereas the Rabat Process uses the word consistency. Table 4 gives a broader overview of the different migration and development themes that are treated by the selected dialogues.

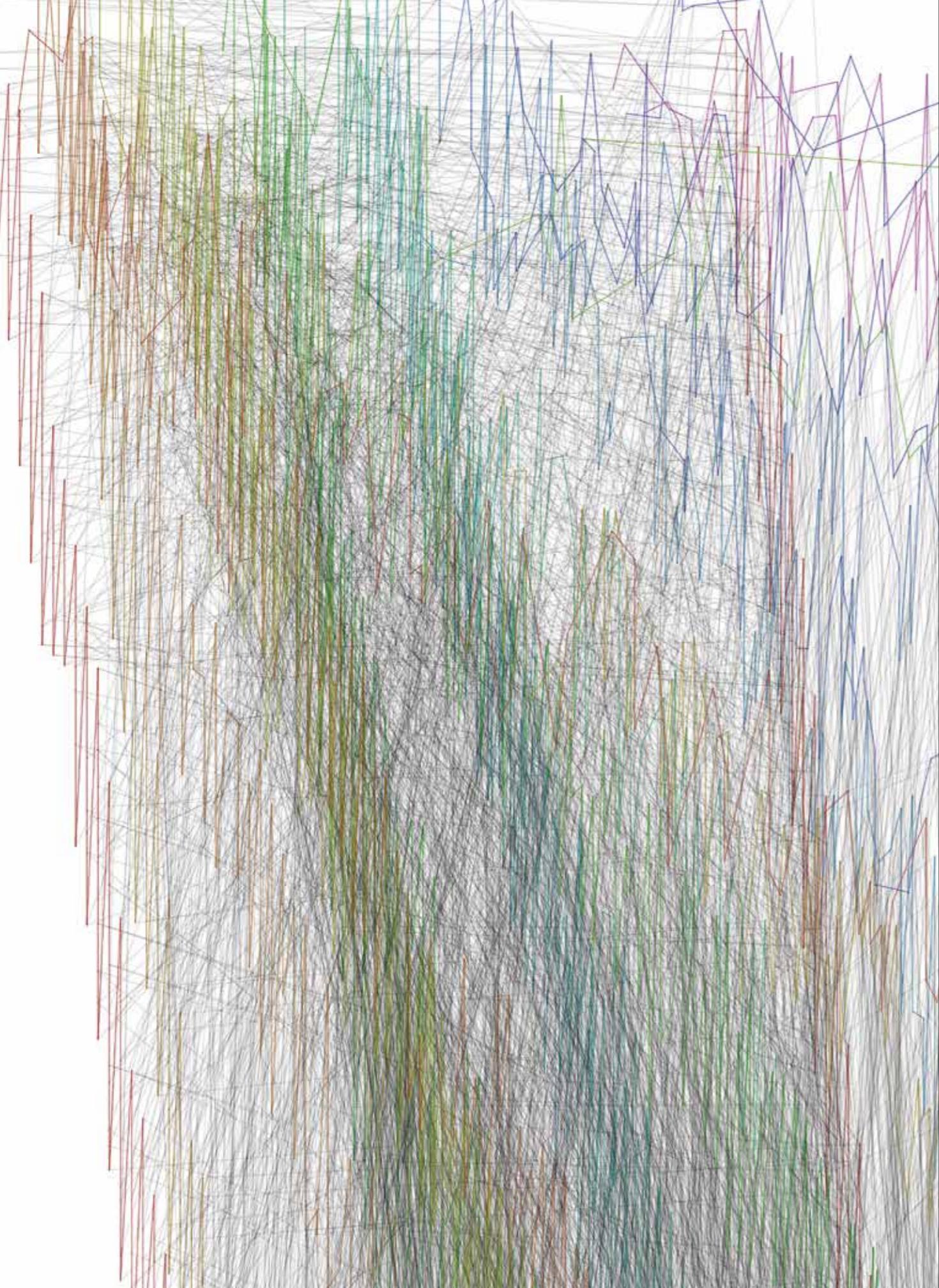


Table 4:  
Overview of broader M&D thematic priorities

	Budapest	EuroMed	MME	MTM	Prague	Rabat
Adoption of a migrant-centred approach	✓					
Brain drain	✓		✓			
Capacity building to institutions dealing with expatriates		✓	✓	✓		
Capacity building for diaspora associations			✓			✓
Circular migration	✓	✓	✓		✓	within Africa
Decent work for migrants	✓		✓			✓
Enhancing legal migration	✓	✓	✓		skills matching	within Africa
Facilitating diaspora engagement	✓	✓	diaspora platform, mapping of diaspora			
Harmonisation of labour migration policies	✓	✓				✓
Involvement of civil society in policy planning						
Migrants rights	✓		✓		labour rights	
Migration profiles	✓	✓		✓	✓	✓
Mobility schemes	✓		students and academics		students	students and workers
Policy coherence on M&D	✓		✓		✓	✓
Qualified migrants	✓		✓			✓
Recognition of qualifications and experience	✓	✓	within Africa			✓
Remittances	✓	✓		✓	✓	✓
Return facilitation	✓	✓		✓	✓	✓
Social consequences of migration in the home country	✓		✓		✓	✓
Social protection	✓	✓	✓		✓	✓
South-South migration			✓	✓		✓

## 6. OUTLOOK FOR ADVANCING THE MIGRATION AND DEVELOPMENT DEBATE

Development aspects of migration have increasingly been acknowledged by regional migration dialogues and this bodes well for those who wish to promote a stronger development perspective on migration in the respective dialogue they participate in. But so far, the extent to which the development angle actually has permeated the content of the discussions has probably been hampered as a natural consequence of these being *migration* and not *development* dialogues, serving migration interests. The dialogues in question are primarily driven by ministries responsible for migration, which despite their best intentions to fully address the migration-development nexus reasonably should have better know-how on migration than on all nexus public policies that affect and are affected by migration, including development planning. Perhaps this is why what is meant with development has not yet moved to a more detailed level of understanding. The approach to migration and development has largely been limited to how development can address poverty as a root cause of migration in countries of origin. In order to follow more recent policy discourses, a broader approach to the migration-development nexus should be adopted; one that addresses salient development-nexus issues regardless of where they take place, disregarding classifications of origin, transit or destination, developed



or developing. And one that applies a human development approach, following the migrant throughout the migration cycle, looking at issues such as income and livelihood, health, education, and empowerment, rights and participation.

In order to ensure that issues pertaining to development not only continue to stay on the agendas of dialogues but also develop in terms of complexity and comprehensiveness, the expertise and experiences of other public policy officials would be warranted. Efforts should be made to ensure that, for example, development experts become more involved to help avoid that the discussions become lopsided to migration management concerns. This is not merely a question of ensuring that the right persons are invited, the interest to actively engage in this debate may not be there automatically. Discussions may need to take place in each participating state first in order to ensure the appropriate awareness of migration as a cross-cutting development issue. In addition, opening up participation to non-governmental actors, such as civil society organisations, diaspora associations and private sector actors, would be a step towards a more comprehensive and inclusive approach to discuss better migration governance. In practice, technical level expert meetings and working groups specifically dedicated to migration and development could easily allow the participation of this new group of stakeholders. At the senior officials and ministerial level, where the strategic direction has usually been taken by the migration ministries in the lead, the question is to what degree governments already take broader inter-ministerial positions or how willing the leading ministry is to involve other ministries and, vice versa, how willing other ministries are to become involved and influence policy decisions in migration dialogues.

Involving relevant development experts in migration dialogue discussions is obviously less straightforward than staying in the traditional migration policy field. The impact of development and social change on migration patterns opens up a range of issues related to individual perceptions, rights and opportunities that intrinsically form part of the economic, environmental, social and political circumstances of a globalised world. The development impact of large numbers of people leaving, transiting or entering a country is also different for a developing than for a developed country, in the sense of using the terms developing and developed in relation to the capacity of the economic, political and social systems to handle migration and be able provide the circumstances for well-being on a sustainable, long-term basis.<sup>138</sup> So, from a gov-

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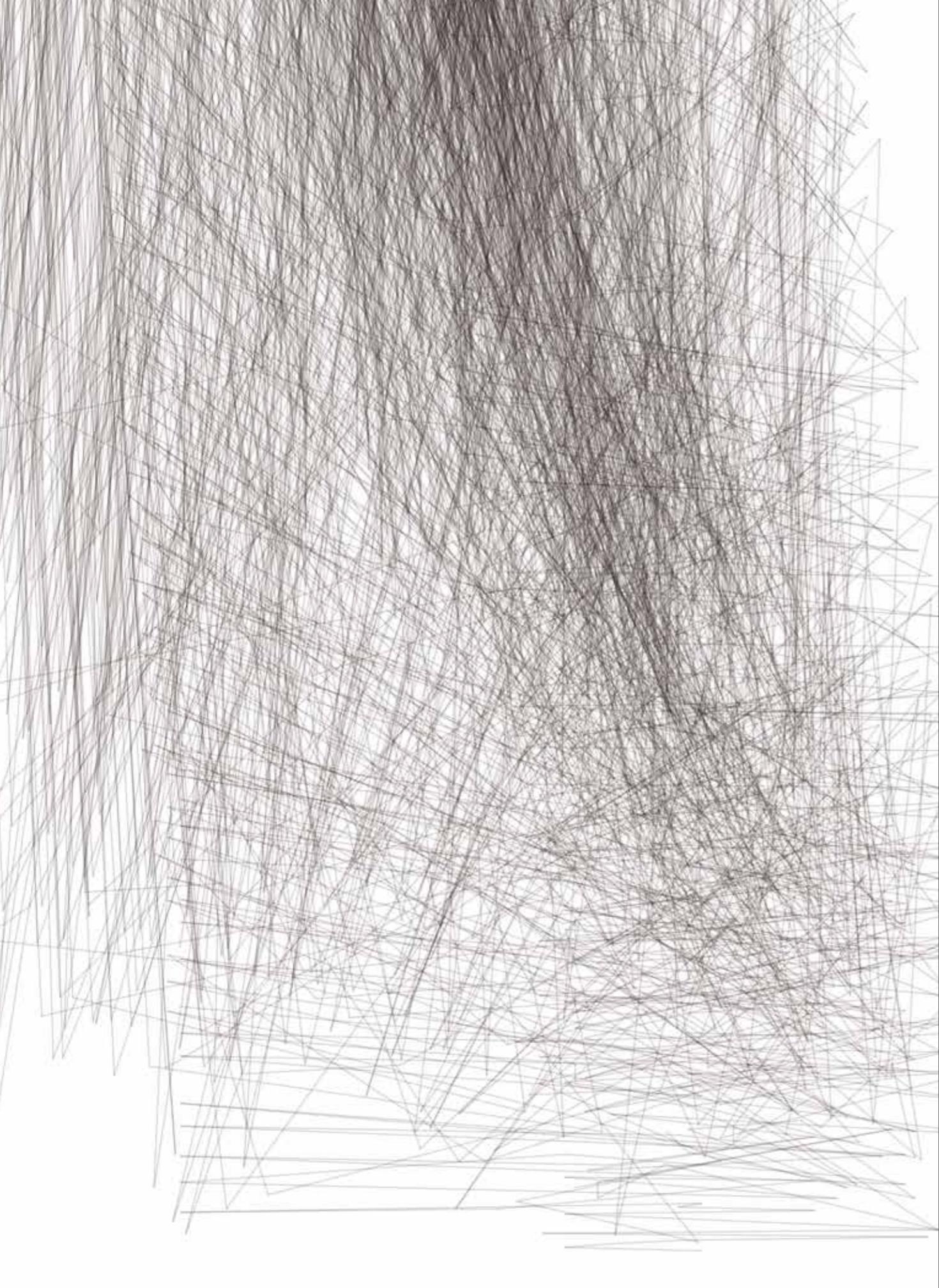
138 Adapted from Barder, Owen, (2012): What Is Development?, Center for Global Development, accessed at: <http://blogs.cgdev.org/globaldevelopment/2012/08/what-is-development.php>

ernment point of view, who should be invited to the table? Migration has become a topic for some development *cooperation* agencies, so that is one option.<sup>139</sup> Officials from national development *planning* agencies are another, but then again what government is not constantly working to improve the overall development of the country and the well-being of its citizens and residents through various sector policies, regardless of if planning agencies or national plans complement that work? A way to simplify the discussion would be to separate the development aspects of migration – and vice versa – through sector policies and to approach the migration-development nexus from a policy coherence perspective. A sector policy perspective could also make discussions and dialogue on the “development” part of the migration-development nexus more technical and a less politicised way of looking at developing and developed countries. This is, however, an area where states need more information in order to present and discuss possible appropriate policy responses. Knowing more precisely the interaction between different aspects of development and migration of the participating states in dialogues is needed to identify concrete issues to discuss at both technical and policy level.

A final observation regarding the rise of migration and development in dialogues is that this suggests a diversification of the approach to migration from a security-oriented paradigm to a perspective that takes development into account. It would be interesting to do a more in-depth, analytical research into these different perspectives in the dialogues, when and why these shifts have taken place. On this note, one could also look at the impact of these dialogues on EU policies – and vice versa – and on other policies of participating states.

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139 Development cooperation is indicator and outcome led, defined for example through the MDGs, see Sumner (2007): What is Development, accessed at: [http://www.sagepub.com/upm-data/18296\\_5070\\_Sumner\\_Ch01.pdf](http://www.sagepub.com/upm-data/18296_5070_Sumner_Ch01.pdf)



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Austria, 2015

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This publication has been produced with the assistance of the Swiss Agency for Development and Cooperation. The content of this publication is the responsibility of the authors and does not necessarily reflect the views of ICMPD or the Donor.

Layout and design by K·I·O·S·K – Editorial Design, Matias S. Pils.

ISBN: 978-3-902880-21-5

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