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## 4.4. Germany<sup>138</sup>

Although the German government does not have a central policy paper which lays out its migration and development concept, Germany's interest in M&D can be traced back to the beginning of the 21<sup>st</sup> century. The initial focus was on cooperation between diaspora associations and the facilitation of money transfer. This has been broadened considerably in recent years and it now aims to cover the whole migration cycle. "Triple-win" (benefits for the migrants themselves, their countries of origin and their residence countries) is what should characterise M&D activities. Policy coherence is very important to the Federal German government as it has recently emphasised whole-of-government approaches and established cross-departmental mechanisms. The current institutional structure contributes to more coherent policies, in particular in the field of M&D. Moreover, the strong engagement of actors at local and regional (Länder) level in the area of M&D is one of the main characteristics of the German approach. The main implementing agency for projects in the area of M&D is the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), and its Center for International Migration and Development (CIM) in particular, a joint operation between GIZ and the Federal Employment Agency. Besides GIZ, there is also "Engagement Global", an institution that coordinates development cooperation activities at local level. Germany takes an active role at global and European level, in particular through its projected contributions to the World Bank knowledge platform KNOMAD and to the now concluded mobility partnerships with Georgia, Moldova and Armenia. It anticipates being involved in future mobility partnerships with Tunisia and Morocco, which are currently under discussion.

### 4.4.1. The Migration and Development concept

The German government does not have a central policy paper setting out M&D concepts; notwithstanding, the M&D nexus is documented in a number of speeches, position papers and guidelines. The former Federal Minister for Economic Cooperation and Development, Hei-

demarie Wiecezorek-Zeul, mentioned in 2006<sup>139</sup> that migrants and migrants' associations should be given support so that they can contribute better to the development of their countries of origins and support their families.<sup>140</sup> One year after the speech, the Bundestag addressed a request to the government with the title

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**138** After the end of the data collection period for this study, the Federal Office for Migration and Refugees (BAMF) published a working paper called "Migration and development - Explorative study of the field of action at the level of the Federation, the Länder and the municipalities" (in German). Its results have neither been reflected in the country chapter on Germany nor in the comparative part in order to have the same data collection cut-off date for all countries. It can be accessed at the website of the BAMF at <http://www.bamf.de/SharedDocs/Anlagen/DE/Publikationen/WorkingPapers/wp49-migration-und-entwicklung.html>.

**139** Weitzenegger, K., *Entwicklungspolitik für, mit und durch MigrantInnen: Wie geht das? Vortrag bei der Tagung Migration(en) und Entwicklung(en). Transformation von Paradigmen, Organisationen und Geschlechterordnungen*. Bielefeld, 10. – 11. July 2008, 2012, viewed on 1 July 2012, <http://www.weitzenegger.de/consulting/?p=11711>.

**140** Original quote: "In Zukunft müssen wir aber auch dem entwicklungspolitischen Potenzial und der kreativen Energie internationaler Migration aufgeschlossener gegenüberstehen. Migrantinnen und Migranten können ihren Teil zur Entwicklung ihrer Herkunftsländer beitragen – und oft genug tragen sie auch zu unserer wirtschaftlichen Entwicklung und Wohlstand bei. Viele suchen nach Möglichkeiten, wie sie ihre Familien und Herkunftsregionen noch besser unterstützen können – unterstützen wir sie dabei und lernen wir ihre Möglichkeiten zu nutzen!"

“Diaspora – Using the potential of migrants for the development of their countries of origin”<sup>141</sup> asking the government to develop a concept on how to include migration in development cooperation. As the title suggests, a strong focus was placed on supporting diaspora groups.

The German Federal Ministry for Economic Cooperation and Development (BMZ) published its first document in 2010 emphasizing the direct link between migration and development under the title “Migration – Harnessing the opportunities to promote development”.<sup>142</sup>

In parallel to the release of the publication, Dirk Niebel, the Federal Minister for Economic Cooperation and Development, gave a speech in 2010<sup>143</sup> stressing the positive impact of migration: “Especially from a development perspective, migration also provides opportunities. I want to focus on “migration as an opportunity” today. [...] We want migration to benefit all actors involved: first, the migrants themselves; second, the migrants’ countries of origin; and third, the countries of residence. The aim must be a triple-win situation. This is a big challenge. But it is worth it.”<sup>144</sup> In 2011, an article on Germany’s perspective on migration and development written by Minister Dirk Niebel was published, which gives an overview of the core principles underpinning Germany’s M&D concept.<sup>145</sup> The main

objective of the German approach is to support migrants during the whole migration cycle, namely in the pre-departure phase, the phase of residence in Germany as well as the return and reintegration phase. Synergies between these policy fields should be further strengthened to ensure that labour market policies are development sensitive and benefit both the migrants’ country of origin and the destination country.

At a practical level, the BMZ recently published a handbook<sup>146</sup> on M&D which covers following thematic areas: remittances, cooperation with the diaspora, private sector development, migration policy, and development-oriented labour mobility to provide practitioners and policy makers with an overview of policy options in the different areas of M&D.

The core M&D areas for cooperation as specified in the key document “Migration – Harnessing the opportunities to promote development” are:

- Delivering advisory services to countries of origin in the field of migration policy;
- Supporting the more productive utilization of migrants’ remittances;
- Cooperating in the non-profit activities of the diaspora communities;
- Promoting the private-sector development in the countries of origin through migrants’ contributions;

**141** Antrag der Fraktionen CDU/CSU, SPD, FDP und BÜNDNIS 90/DIE GRÜNEN, Diaspora – Potenziale von Migrantinnen und

**142** *Migranten für die Entwicklung der Herkunftsländer nutzen*, Berlin, 2007, viewed on 29 July 2012, <http://dipbt.bundestag.de/dip21/btd/16/041/1604164.pdf>.

**143** 2. Stuttgarter Forum fuer Entwicklung, *Tagungsdokumentation. Migration weltweit – Impulse für Entwicklung*, Stuttgart, 2010, viewed on 1 July 2012, [http://www.bamf.de/SharedDocs/Anlagen/DE/Downloads/Infothek/Sonstige/stuttgarter-forum-fuer-entwicklung.pdf?\\_\\_blob=publicationFile](http://www.bamf.de/SharedDocs/Anlagen/DE/Downloads/Infothek/Sonstige/stuttgarter-forum-fuer-entwicklung.pdf?__blob=publicationFile).

**144** Quote in German: “Um „Migration als Chance“ geht es mir heute. Wir wollen, dass Migration ein Gewinn für alle Beteiligten wird: Erstens für die Migranten selbst. Zweitens für die Herkunftsländer der Migranten. Und drittens für die Länder, in denen sie leben. Neudeutsch würde man sagen: Das Ziel muss ein „Triple-Win“ sein. Das ist eine große Herausforderung. Aber es ist die Mühe wert.” Bundesentwicklungsminister Dirk Niebel, *Migration als Chance. Festrede anlässlich des 2. Stuttgarter Forums für Entwicklung*, 2010, viewed on 13 July 2012, [http://www.bmz.de/de/presse/reden/minister\\_niebel/2010/Oktober/20101022\\_rede.html](http://www.bmz.de/de/presse/reden/minister_niebel/2010/Okttober/20101022_rede.html).

**145** Bundesentwicklungsminister Dirk Niebel, *Wanderung, Wirtschaft und Entwicklung. Eine notwendige Neubewertung in, Internationale Politik*, 2011, viewed on 19 July 2012, <https://zeitschrift-ip.dgap.org/de/article/19144/print>.

**146** BMZ, *Migration gestalten fuer eine nachhaltige Entwicklung. Handbuch zur gezielten entwicklungspolitischen Nutzung der positiven Aspekte von Migration und Minderung ihrer negativen Folgen*, Berlin, 2011.

- Supporting returning experts and facilitating the reintegration of returnees in the economy of their home countries;
- Involving migrants' organisations in development-related education work in Germany and encouraging networking with local-level actors in development policies.

Besides these topics, migration as a transversal theme is also anchored in following thematic areas:

- Migration and social security;
- Migration and climate change;
- Migration and gender;
- Migration, peace and security.

Development-oriented labour migration will receive greater attention in the future as the development impact of labour migration has been identified as one of the central themes in the field of M&D.

The M&D approach of the German government can be summarised under the slogan "Using the potential of migration and minimizing its risks". The buzzword "triple-win" is used as a reference point for M&D activities. Germany's M&D policy aims to reach a triple-win situation: benefits for the migrants themselves, their countries of origin and their residence countries. The development policy also aims to reduce the necessity to migrate in developing countries by supporting developing countries in their reform processes: "[...] If we look more closely we can see that migration can have a positive or a negative impact on the migrants themselves, the countries of origin and the countries of destination. Experience shows that good migration management can ensure that the benefits far outweigh the risks."<sup>147</sup>

The BMZ publication on M&D differentiates between migrants who left their countries because of civil war or prosecution (refugees), and migrants who left their country for other reasons, such as poor governance, drought, climate change, unemployment, lack of social infrastructure such as health and education, etc. The distinction between forced and voluntary migration is not clear-cut in the document; migration causes are described on a continuum between forced and voluntary migration. It is however made very clear that no human being is willing to leave their home country without a specific reason, and would sometimes also emigrate irregularly. It also mentions that the majority of migration flows are South-South movements.

BMZ's M&D approach is based on the assumption that the phenomenon of migration can only be addressed by a set of different policy areas such as development, labour market, employment, foreign, domestic and educational policy. Therefore, the German policy on M&D applies a three-pronged approach: the creation of national and international policy frameworks for migration, which also consider the needs and interests of developing countries, concrete measures to enhance the potential of migration to contribute more to the developing countries, and a greater acceptance towards migration and migrants in Germany.

The Millennium Development Goals are referred to as the framework for M&D in Germany. The EU's Global Approach on Migration and Mobility also serves as a reference document (see section on policy coherence).

<sup>147</sup> BMZ, *Migration – Harnessing the opportunities to promote development*, Berlin, 2010, viewed on 22 July 2012, [http://www.bmz.de/en/publications/topics/human\\_rights/BMZ\\_Information\\_Brochure\\_01\\_2010.pdf](http://www.bmz.de/en/publications/topics/human_rights/BMZ_Information_Brochure_01_2010.pdf).

#### 4.4.2. Institutional framework and policy coherence for Migration and Development

The *Federal Ministry for Economic Cooperation and Development (BMZ)* is the central body with regard to migration from a development perspective. Within the ministry, Division 113 (Federal government/states/local authorities; migration and employment; returning experts; export credit and investment guarantees) is responsible for migration under the Directorate-General 1, responsible for central services, civil society, economic policy and the private sector. This institutional structure contributes to more coherent policies, in particular in the field of M&D, because economic cooperation and development is anchored at ministerial level which allows discussions concerning migration at an equal level as the other relevant ministries.

At ministerial level, the Federal Ministry of Finance, the Federal Ministry of the Interior, the Federal Ministry for Labour and Social Affairs, the Federal Ministry of Economics and Technology, the Federal Ministry of Justice, the Federal Ministry of Education and Research, and the Federal Foreign Office are occasionally involved in M&D policy making. Their involvement depends on the respective topic. As an example, discussions and consultations in the area of remittances were held with the Federal Ministry of Finance. The Federal Foreign Office is the focal point in charge of cooperating with the Global Forum on Migration and Development, and also coordinates Germany's positioning in view of EU developments (in particular regarding the Global Approach on Migration and Mobility and mobility partnerships). The Federal Ministry for Labour and Social Affairs has also established a link to M&D when it comes to the recruitment of highly qualified personnel.

The Federal Office for Migration and Refugees (BAMF) is a superior federal authority among the subordinate authorities of the federal Ministry of Interior which is responsible for the implementation of the Federal Ministry of Interior's policies. It is a competence centre for numerous tasks in the field of migration, integration, asylum and readmission, and has an occasional role in M&D, explicitly in the field of research. The BAMF is also interlinked with M&D as it coordinates the European Integration, the European Refugee and the European Return Fund, as far as funds reserved for Germany are concerned. Furthermore, it is involved in the implementation of mobility partnerships. It is also the German focal point for the European Migration Network (EMN).

There are numerous actors involved in the implementation of development projects in partner countries, and therefore the institutional arrangements are complex. Before the reform of the institutional development system, the three agencies, German Technical Cooperation (GTZ), German Development Service (DED), and the German international capacity building agency InWent, were implementing technical cooperation projects. At the beginning of 2011, these three organisations were merged into the *Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)*, a limited company with the Federal Government as main proprietor. Besides the institutional changes associated with the merger, the scope of services provided by GIZ was broadened from development cooperation to international cooperation. This means that the implementing agency of the German development cooperation also has the mandate to implement projects in Germany or other newly industrialised countries besides its work in developing countries, which has consequences for the scope of activities in the area of M&D.

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Within GIZ, M&D is dealt within two units and sub-units:

*Centre for International Migration and Development (CIM)*

- CIM is a joint operation of the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and the International Placement Services (ZAV) of the German Federal Employment Agency (BA). It implements the Migration for Development Programme (including components on returning experts, co-funding of migrant organisations' projects in countries of origin, support to business start-ups by migrants and migration policy advice), the Integrated Experts Programme and is also involved in the pilot project Triple Win Migration<sup>148</sup>;
- Since September 2011 the Sector Project on M&D has also been part of CIM. Since its inception in 2006, the Sector Project has been developing instruments and concepts to promote the potential of migration. Its role is to pioneer M&D approaches in the German development cooperation context and to advise the BMZ in this regard.

*Flexible Business Unit (Flexible Geschäftseinheit, FGE):*

- The flexible business unit on migration aims to further develop Germany's approach towards the (development sensitive) recruitment of highly qualified personnel to Germany and Europe with the objective of creating a triple-win situation.

The division of work between the Sector Project on M&D and the Programme Migration for Development of CIM can be defined as follows: while the Sector Project strives to mainstream migration into German development cooperation by developing instruments and concepts, the Programme Migration for

Development (the more operational pillar of CIM) aims to run operational activities in the whole migration cycle: the returning experts programme in the return phase, the diaspora cooperation programme in the phase of residence in the host country and the triple win migration initiative in the pre-migration phase, as well as offering practical policy advice to institutions in countries of origin regarding these issues.

Besides the main implementing agency, GIZ, "*Engagement Global*" also coordinates development cooperation activities at local level and receives funding from BMZ (see section below on local level).

The Coalition Agreement (between the Christian Democratic Union (CDU), the Christian Social Union (CSU) and the Free Democratic Party (FDP) signed in October 2009, provides the *political framework for the German development cooperation*. It endorses international development goals and makes a commitment to strive for sustainable reductions in poverty and structural deficits as called for in the United Nations Millennium Declaration. Core defining elements of current German development policy are the strengthening of good governance, ownership and the potential for self-help in developing countries.<sup>149</sup> Sustainable poverty reduction is the core principle underpinning Germany's development policy.

*Inter-ministerial coordination* at a regular basis often takes place under the coordination of the Federal Foreign Office, particularly in view of defining Germany's position regarding EU and UN statements, resolutions and policy developments and to prepare for the

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<sup>148</sup> See CIM: *Triple Win Migration. Migration nachhaltig gestalten*.

<sup>149</sup> CDU, CSU and FDP, *Growth. Education. Unity. The Coalition Agreement between the FDP, CDU and CSU*, Berlin, viewed on 20 July 2012, <http://www.cdu.de/doc/pdfc/091215-koalitionsvertrag-2009-2013-englisch.pdf>.

High Level Working Group on Migration and Asylum.

Inter-ministerial meetings also take place on an ad-hoc basis when the need arises. The composition of these meetings depends on the thematic area that requires consultation among the different stakeholders.

At *regional level (Länder level)*, the former Ministry for Intergenerational Affairs, Family, Women and Integration (MGFFI) in North Rhine-Westphalia supported M&D projects. In 2007, the ministry organised a conference on “Migration and Development: Jointly use its potential”.<sup>150</sup> Together with former GTZ and former InWent, the ministry supported the construction of social infrastructure in African countries which have been implemented by migrant organisations from Germany. It also commissioned a study on the development potential of Ghanaian migrants in North Rhine-Westphalia.<sup>151</sup> The ministry was split into two separate ministries and M&D is no longer under their mandate.

The government of North Rhine-Westphalia still focuses on M&D and supports the office of the “Fachkoordination Migration und Entwicklung” which promotes the contribution of the diaspora to development processes through

capacity building activities and networking. An interactive web portal has also been established to contribute to the visibility of African diaspora organisations.<sup>152</sup>

Besides the engagement of North Rhine-Westphalia in the area of M&D, other Bundesländer in Germany are also active but less centralised than in North Rhine-Westphalia, an example being the initiatives in Baden-Württemberg, in particular the Stuttgarter Forum für Entwicklung which focused on M&D in 2010. The Bundesland Hessen funds the STUBE initiative, a development-oriented education programme for students from Africa, Asia and Latin America who are studying in Hessen. The programme aims to contribute to the professional qualification and the reintegration of the students in their home countries by establishing an academic perspective for the post-return phase.<sup>153</sup>

More decentralised activities are covered in the following section. It can be expected that the involvement of the Länder will be further strengthened because the Heads of the Länder agreed in 2008 that M&D is one of their top priorities for development cooperation.<sup>154</sup>

At *local level*, the agency “Engagement Global” coordinates development cooperation

**150** Original title: “Migration und Entwicklung: Chancen. Gemeinsam. Nutzen”

**151** The study was conducted by Sieveking, N., *Das entwicklungspolitische Engagement von Migrantinnen afrikanischer Herkunft in NRW mit Fokus auf Ghana Expertise für das Ministerium für Generationen, Familie, Frauen und Integration des Landes Nordrhein-Westfalen*, Bielefeld, 2009, viewed on 5 July 2012, [http://www.uni-bielefeld.de/tidrc/ag\\_comcad/downloads/workingpaper\\_65\\_sieveking.pdf](http://www.uni-bielefeld.de/tidrc/ag_comcad/downloads/workingpaper_65_sieveking.pdf) (German version only).

**151** The study was conducted by Sieveking, N., *Das entwicklungspolitische Engagement von Migrantinnen afrikanischer Herkunft in NRW mit Fokus auf Ghana Expertise für das Ministerium für Generationen, Familie, Frauen und Integration des Landes Nordrhein-Westfalen*, Bielefeld, 2009, viewed on 5 July 2012, [http://www.uni-bielefeld.de/tidrc/ag\\_comcad/downloads/workingpaper\\_65\\_sieveking.pdf](http://www.uni-bielefeld.de/tidrc/ag_comcad/downloads/workingpaper_65_sieveking.pdf) (German version only).

**152** See Website Afrika-NRW, <http://www.afrika-nrw.net>.

**153** See STUBE Hessen, *We are colorful & creative and want to start changing the world as soon as possible*. Information Flyer, viewed on 23 July 2012, [http://www.wusgermany.de/fileadmin/user\\_upload/Daten/Auslaenderstudium/STUBE\\_Hessen/Wirueberuns/PDF/WUS\\_Stube-Flyer\\_E.pdf](http://www.wusgermany.de/fileadmin/user_upload/Daten/Auslaenderstudium/STUBE_Hessen/Wirueberuns/PDF/WUS_Stube-Flyer_E.pdf).

**154** See online article of the *Jahreskonferenz der Ministerpräsidenten der Länder vom 22. bis 24. Oktober 2008 in Dresden*, viewed on 23 July 2012, [http://www.service-eine-welt.de/images/text\\_material-1320.img](http://www.service-eine-welt.de/images/text_material-1320.img).

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activities of the civil society. Under its umbrella, the Service Agency Communities in One World is of particular relevance for cooperating with migrants' associations.

The BMZ funded a pilot project on M&D at local level that involved five cities/districts: Kiel, Leipzig, Bonn, Munich and the district Dueren. The aim was to kick-start the establishment of a network for cooperation between different stakeholders - mainly migrant associations and local authorities - on M&D. The major outcomes of the project were a manual on M&D at local level<sup>155</sup>, workshops for migrant associations and a German-wide network on M&D.<sup>156</sup> The Service Agency Communities in One World implemented the project.

Apart from this pilot project, several cities already acknowledge the potential of diaspora engagement for development. The city of Munich, for example, cooperates with migrant associations in the framework of partnerships with cities in developing countries or in different development projects.<sup>157</sup> This shows that M&D is anchored at regional and local level although it is difficult to outline their main activities since they operate outside the M&D framework at federal level.

#### 4.4.2.1 Interrelation between migration and development policies

The EU's Global Approach on Migration and Mobility with its four pillars of legal migration and mobility, irregular migration and traffick-

ing in human beings, international protection and asylum policy, and maximising the development impact of migration and mobility, provides the main reference document for a coherent migration and development policy in Germany and also provides the framework for consultations between the different ministries.

One thematic area that is high on the German migration policy agenda and that concerns both the migration policy makers as well as the development policy makers is the expected increase in the demand for skilled labour. The debate was triggered because several stakeholders warned about the existing demand for skilled labour in Germany, which is expected to increase. One of the responses was the establishment of the flexible business unit on migration under the GIZ umbrella and the launch of the Triple Win Migration initiative. The recruitment of highly skilled personnel was identified by the interviewing partners as the area having the potential to become an important policy area for interaction between the M&D policy agendas. On a side note, the federal government also developed an interdepartmental demographic strategy, which partially takes development concerns into account.

#### 4.4.2.2 Policy Coherence for Development and Migration

Policy coherence is very high on the agenda of the Federal German government and is anchored in the coalition agreement and the

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<sup>155</sup> Engagement Global gGmbH, Service für Entwicklungsinitiativen, Servicestelle Kommunen in der Einen Welt, Gutachten zu *Migration und kommunaler Entwicklungspolitik 2012. Aktueller Stand und Potenziale des Zusammenwirkens von Diasporen und kommunaler Entwicklungspolitik in ausgewählten Kommunen – aktualisierte Fassung*, Bonn, 2012, viewed on 25 July 2012, [http://www.service-eine-welt.de/images/text\\_material-2487.img](http://www.service-eine-welt.de/images/text_material-2487.img); GIZ GmbH – Servicestelle Kommunen in der Einen Welt, Migration und Entwicklung auf lokaler Ebene. Ein Praxisleitfaden, 2011, viewed on 4 July 2012, <http://www.service-eine-welt.de/pdf/dg22.pdf>.

<sup>156</sup> The first network meeting took place in 2011 and the second in 2012. The documentation of the network meetings can be accessed here: <http://www.service-eine-welt.de/images/Material48.pdf>; more information are available here: [http://www.service-eine-welt.de/interkultur/interkultur-netzwerk\\_migration\\_und\\_entwicklung.html](http://www.service-eine-welt.de/interkultur/interkultur-netzwerk_migration_und_entwicklung.html).

<sup>157</sup> For an overview of migration and development activities at local level, see Hunger, U. et al, *Integration und entwicklungspolitisches Engagement von Migranten auf der Ebene der Bundesländer und Kommunen*, 2011.

Action Programme 2015 to reduce poverty by half from 2001 onwards.

Germany has recently put stronger emphasis on whole-of-government approaches and cross-departmental mechanisms to deliver a coherent development co-operation programme. BMZ co-operates closely with the Federal Foreign Office on policy in the context of Germany's foreign relations. BMZ is advised by the German Development Institute (DIE). BMZ reports to the Federal Parliament, the Bundestag, through the federal government's development policy report, which is submitted once every legislative period. The Bundestag's Committee for Economic Co-operation and Development is responsible for overseeing Germany's ODA policy and strategy, including aid channels and modalities. The Budget Committee is involved through the annual budgetary procedure.

Furthermore, Germany reduced its number of partner countries by 27. A further 83 non-partner countries receive German assistance as part of regional or sector programmes (including NGO support, scholarships, refugee aid), or as debt relief. Germany categorises these countries as non-partner country recipients.<sup>158</sup>

#### 4.4.3. Operationalising the Migration and Development policy

It is difficult to estimate the *budget* available for M&D, as migration is also mainstreamed in other sectoral programmes of the German development cooperation. Roughly speaking, the BMZ allocated EUR 1 million annually to the Sector Project M&D (since 2006) and around EUR 10 million to the Programme Migration for Development. This however

does not include the M&D activities of other ministries or the BAMF and also reflects only partially the M&D activities at local and regional level. The total gross ODA in Germany was approx. EUR 12.82 billion in 2011.<sup>159</sup> The following table shows the current **priority countries** of the German Development Cooperation.

Building better cooperative relationships with countries on readmission is not explicitly envisioned as one of the development cooperation goals.

The Programme Migration for Development focuses on a number of priority countries (but activities are not limited entirely to those):

1. Eastern Europe: Georgia, Moldova, Ukraine;
2. Asia: China, India, Indonesia, Mongolia, Nepal;
3. Africa: Cameroon, Egypt, Ethiopia, Ghana, Morocco;
4. Middle East: Israel/Palestinian Occupied Territories (PoT), Jordan.

As regards partners in the countries of origin, this depends on the GIZ programme in the respective country (ministries, chamber of commerce, civil society etc.) in which migration is integrated. In the framework of the diaspora cooperation programme, the migrant associations in Germany which are supported by GIZ implement their projects together with local partners in their country of origin.

##### 4.4.3.1 Recent projects and lessons learnt<sup>160</sup>

GIZ implemented a number of projects in the following areas:

<sup>158</sup> OECD, *Germany. Development Assistance Committee (DAC) Peer Review 2010*, Paris, 2010.

<sup>159</sup> DAC, Preliminary data - Official Development Assistance (ODA) data for 2011; 15922.15 Mio USD.

<sup>160</sup> The compilation of projects presents only a selected number of projects and is not exhaustive.

**Table 2:** Current priority countries of the German Development Cooperation

<b>Asia</b>	<b>Central, Eastern and South Eastern Europe</b>	<b>Latin America and Caribbean</b>	<b>The Middle East and North Africa</b>	<b>Sub-Saharan Africa</b>
<i>Core theme: Promoting economic growth and fighting poverty</i>	<i>Core theme: Supporting economic and social transition</i>	<i>Core theme: Fighting poverty by supporting good governance</i>	<i>Core theme: Overcoming the gap between Europe and the Arab world</i>	<i>Core theme: Map of region Africa Fostering regional cooperation</i>
Afghanistan	Albania	Bolivia	Egypt	Benin
Bangladesh	Bosnia and Herzegovina	Brazil	Morocco	Burkina Faso
Cambodia	Georgia	Colombia	Palestinian territories	Burundi
China	Kosovo	Ecuador	Syria	Cameroon
India	Montenegro	El Salvador	Yemen	DR Congo
Indonesia	Serbia	Guatemala		Ethiopia
Kyrgyzstan	Ukraine	Honduras		Ghana
Laos		Mexico		Kenya
Mongolia		Nicaragua		Madagascar
Nepal		Peru		Malawi
Pakistan				Mali
Philippines				Mauritania
Sri Lanka				Mozambique
Timor-Leste				Namibia
Uzbekistan				Nigeria
Vietnam				Rwanda
				Senegal
				South Africa
				South Sudan
				Tanzania
				Uganda
				Zambia

1. Diaspora engagement
2. Remittances
3. Migration Policy Advice
4. Private Sector Development
5. Transfer of knowledge: Returning and Integrated Experts
6. Temporary labour migration

Additionally, the BAMF conducted a number of studies in the area of M&D:<sup>161</sup>

#### *Diaspora engagement*

The sector programme M&D implemented the pilot programme to promote diaspora projects. Prior to the pilot programme, several studies on the main diaspora communities in Germany were conducted to gain knowledge on the activities of diaspora organisations. Success factors were, *inter alia*, the following:

1. Knowledge of the diaspora communities, their capacities and activities helped to create realistic expectations towards cooperation with diaspora associations and to set up a support structure;
2. Fairs for migrant associations and capacity building activities were conducted in parallel and before the implementation of projects;
3. Support was provided during the project proposal preparation phase.<sup>162</sup>

As a result of the pilot programmes' success, a regular programme to support migrant organisations' activities in their countries of origin was set up at CIM.

#### *Remittances*

Together with the Frankfurt School of Finance & Management, GIZ set up the website [www.geldtransFAIR.de](http://www.geldtransFAIR.de),

where migrants can compare bank fees with those of money transfer operators. By increasing the transparency of the money transfer market, the site fosters competition between institutions.

GIZ also provides advice about formal remittance channels. It works with banks in the countries of origin on a variety of financial products customised to meet migrants' needs. Through information campaigns, it informs the diaspora communities in Germany about insurance, savings and credit offers at banks in their countries of origin. Lessons learnt from the projects on remittances are: a) individual options for economizing on transfer fees are generally quite high, but information is hard to obtain; b) the money transfer market in Germany is dominated by banks and a few large money transfer operators. The former are not particularly interested in carrying out money transfers; the latter are in a position to demand high costs. Possibly, the European Payment Systems Directive will in future increase competition in this market.

#### *Migration Policy Advice*

GIZ – on behalf of BMZ – advises governments in countries of origin on how to build up specialised offices and structures for dealing with migration affairs as well as on how to develop coherent migration and diaspora policies. Lessons learnt from activities in the area of migration policy advice are those gleaned from the following activities:

1. Regional cooperation is of growing importance, not only among representatives of governmental institutions, but also with the respective diaspora groups of a region;

<sup>161</sup> See for example, BAMF, *Climate change and migration: causal linkages, future dimensions and policy responses*, Nuremberg, 2011, viewed on 2 July 2012, <http://www.bamf.de/SharedDocs/Anlagen/DE/Downloads/Infothek/Themendossiers/Tagung-Klimawandel-2011/klimawandel-tagung-martin.html>.

<sup>162</sup> See Schuster, N., Keusch, M., *European Good Practice Examples of Migration and Development Initiatives with a Particular Focus on Diaspora Engagement*, Vienna Institute for International Dialogue and Cooperation, Vienna, 2012.

2. Migration strategies are often dominated by security-related policy priorities, and development-friendly aspects risk being neglected. Stronger commitment of stakeholders from civil society (in particular from the diaspora) in terms of contributing to the political decision-making-processes in the countries of origin would lead to more balanced policy approaches;
3. High-level and working-level dialogues between different policy sectors and different levels of institutions in the government are needed to foster coherent and coordinated migration and Diaspora policies. A neutral platform for the pooling of knowledge and exchanging different perspectives on development oriented diaspora policy would contribute to mutual understanding and trust building on all levels of the institutional setting in a region.

#### *Private sector development*

The main project in the area of private sector development was implemented in Morocco, and is called "Migration and regional economic development in the Oriental Region of Morocco" (MIDEO). This EU funded project ended in May 2011. The objectives of the project were a) the mobilization of the Moroccan diaspora in Europe to create a favourable environment for economic development in the Oriental Region, and b) to prepare Moroccan institutions for economic development: the Oriental Development Agency, investment promotion centres, private sector associations and local banks are targeting their services to the needs of expatriate Moroccans. After the completion of the MIDEO project a number of lessons learnt were elaborated:

1. Personal contact with Moroccans Residing Abroad (MRAs) proved to be a vital factor for the success of the project. (This included encouraging them to visit

the office in Morocco, increasing the number of meetings in Europe, bringing MRAs to Morocco, maintaining proactive contact by telephone and organising large-scale meetings in Morocco);

2. It was important to support MRAs in establishing professional links with their country of origin (by providing their expertise to local SMEs; on-site training; guided tours);
3. MRAs have limited trust in Morocco's public institutions, a fact which needed to be addressed during the project phase;
4. As one example, MRAs have very little confidence in the banks. This shows the need to support the business climate in the region, with a particular focus on supporting the private institutions that are responsible for maintaining links with MRAs;
5. MRAs entrepreneurs expect to be paid for providing advice to local SMEs.

In general, the project showed that MRAs value such projects if they are able to provide ongoing support throughout the entire process of setting up a business.

#### *Returning Experts Programme*

The programme supports the professional integration of university graduates and experienced experts from developing, emerging and transition countries, who have completed their training in Germany and are interested in returning to their countries of origin. Lessons learnt from the programme are:

1. Support for the placement of returning highly qualified migrants in institutions relevant for development can have clear structural impacts;
2. "Brokers" in the respective country of origin, who help to match businesses, NGO's or government institutions with

returning migrants, and who support migrants in the initial stages of reintegrating into their home situations, are a key to success;

3. Job fairs are an appropriate instrument of achieving interest and concrete options for matchmaking, both on the side of institutions and of migrants potentially interested in returning.

#### *Integrated Experts Programme*

Through the Integrated Experts Programme, the CIM links up partner country organisations that need qualified employees with highly qualified experts from Germany and other European Union countries. With regard to M&D, experts have also recently been sent to authorities dealing with migration such as diaspora institutions, especially in the context of EU Mobility Partnerships such as Moldavia or Georgia (under preparation). The placement of an integrated expert with long-standing experience in the region has, in the case of the Moldavian Mobility Partnership, been extremely helpful in building a trustworthy network between national and international institutions and in injecting specific capacity building expertise into the local labour agency.

#### *Triple Win Pilot project*

The German Federal Employment Agency (BA), with its International Placement Services (ZAV) and GIZ have agreed to develop, test and evaluate a coherent overall management system for temporary labour migration as part of their institutional cooperation within CIM, and therefore to implement the pilot project "Triple-Win". The idea is to set up and pilot a modular system of service with offers from both GIZ and BA for sustainable management of all phases of circular migration. First insights suggest that there is no 'one size fits all' solution (especially as return is not always the best outcome), and that labor migration schemes have to take into account the specific situation

of individuals in occupations in both countries to build up sustainable models. All partners must be equal to secure success and be willing to support and respect the goals of each as the basis for shared innovation and shared benefits.

#### **4.4.4. Involvement in international fora on Migration and Development**

The GFMD has a high priority for the German government and Germany has regularly participated at GFMD meetings and been actively involved in the preparatory process through the work done in roundtable government teams. Germany has also presented concrete project examples on M&D in the framework of the Civil Society Days.

- Consultations and positioning were ongoing at the time of writing in preparation to the 2013 High Level Dialogue;
- Concrete discussions on how to anchor M&D in the post-2015 MDG development cooperation framework were ongoing at the time of writing;
- Germany (GIZ on behalf of BMZ) actively participates in the meeting of the G8 Global Remittances Working Group;
- Germany intends to contribute significantly to the World Bank Global Knowledge Partnership on Migration and Development (KNOMAD);
- At EU level, the EC established a cooperation platform on M&D which appeared for the first time in the Global Approach on Migration. Cooperation platforms bring together actors from one or more countries along a specific migration route. Only one platform exists to date (Ethiopia) and Germany has actively participated in this;
- The Rabat Process is of particular relevance for the German government due to its focus on M&D;
- The Prague Process is also a priority for the German government although more from the perspective of the Ministry of Interior.

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The growing consideration of the M&D nexus will create more opportunities for the involvement of the BMZ in the future;

- Germany has participated in a joint expert group in the framework of the EU-African partnership on migration, mobility and employment;
- The GIZ was a partner in the consortium that implemented the Euromed I and II project. BMZ anticipates providing non-financial support to the Euromed III project.

Germany actively participates in the *mobility partnership* with Moldova and Georgia

through a number of projects.<sup>163</sup> Moldovan and Georgian nationals who have been granted legal residence may leave Germany for a longer period (24 months) than the usual six months without losing their German residence permit. Furthermore, Germany contributes to the areas of border management and capacity development on migration, integration and asylum matters. Germany also participates in the mobility partnership with Armenia and is among the interested participating states in view of the future partnerships with Tunisia and Morocco.

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**163** EMN, *Annual Policy Report 2010 by the German National Contact Point for the European Migration Network (EMN)*, Nuremberg: Federal Office for Migration and Refugees, 2010.

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