Analysis of Migration Strategies in Selected Countries

Albania, Armenia, Croatia, Kosovo, Kyrgyzstan, Macedonia, Moldova, Montenegro, Serbia and Tajikistan

Content

Executive Summary

A migration strategy is a country-specific approach and strategic framework to manage in- and out-migration by addressing the most relevant migration issues. Migration strategies signal a shift from reactive to more proactive and comprehensive migration policies in the respective countries. Although the migration strategies analysed in this paper concern countries with diverse migration profiles[1], the countries in question face common experiences and challenges. All of them have experienced the fall of communism. Most of them have undergone a more or less traumatic transition to a market economy and have experienced violent conflicts as well as significant population displacements. Furthermore, all countries have encountered economic and demographic imbalances that caused increasing internal and external migration flows. Today, these countries are characterised by labour export, long traditions of emigration/diaspora and dependency on remittances.

The analysis of the migration strategies in the selected countries explored four key questions: (1) parameters for the drafting of migration strategies, (2) thematic priorities and the extent of coherence of migration policies, (3) success factors and obstacles regarding the implementation of the drafted policies, and (4) regional intersections and perspectives of regional cooperation concerning migration.

The analytical framework of the study is based on Migration Policy Guidelines, developed by the GIZ Sector Project Migration and Development. According to the Guidelines (Kausch 2010), a development-friendly migration policy refers to several specific policy approaches,

in particular labour migration management, remittances, diaspora cooperation, and private sector development through migration (Kausch 2010). In addition, the Guidelines point out four pillars of a successful migration policy: (a) reliable data and information management of migration; (b) coherent migration policies, i.e. coordinated interactions and procedures between various relevant policy sectors; (c) an institutional setting with appropriate capacities concerning migration policy; (d) a legal basis with regard to the regulation of labour migration and the protection of migrants. Since the information basis regarding the countries analysed varies and is not complete, the analysis focused on the planning and strategic level of migration policies as well as on selected aspects of implementation. In the following section, the main findings of analysis along the four key questions are briefly summarised.

(1) The drafting of migration strategies is based on internal (domestic) and external (foreign) political interests and strategic objectives. Despite the fact that the main parameters for the development of migration and diaspora strategies analysed in this study may differ from country to country, all migration strategies are framed by the relation of each country with the EU and the tendency towards the securitisation of EU migration and asylum policies. Thus, the EU migration and asylum regime, including border management, visa regulation and readmission interests, is of utmost interest and forms an integral part of the neighbourhood and accession processes of the EU.[2] However, a crucial factor

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1 Migration profiles of a country refer to the mapping of the main issues regarding migration, the institutional setting and the assessment of the main policies of a country in this field.

2 The cooperation in migration and border management in the Balkans is developed in the framework of the Stabilisation and Association Process (SAP) and the Stabilisation and Associations Agreements (SAA) (introduced in 1999), in Central Asia it is part of the Regional Strategy of Central Asia (CA RSP) (2007-2012), in Moldova and Armenia it is incorporated in European Neighbourhood Policy (ENP) (introduced in 2004).

for the successful implementation of migration strategies is the extent to which migration strategies integrate national governments' own interests.

Due to the predominance of EU-set goals related to border protection and combating "irregular migration", labour migration and development-friendly migration policies have generally received minor attention in the development of migration strategies. Yet, in return for the willingness to cooperate in border management and readmission agreements, the EU has initiated specific projects which balance and strengthen development-friendly approaches to migration (examples are the European Mobility Partnership Agreement (EMPA) with Moldova, started in 2008, and development-friendly migration programmes such as MIDWEB/Migration for Development in the Western Balkans, 2011-2013).

Regardless of the EU migration-security nexus, migration is also a high priority within proactive labour market policies and, of course, diaspora policies in the Western Balkans and the EU neighbouring countries in East and Central Asia. In Kyrgyzstan and Tajikistan, for instance, migration policy initiatives focus primarily on the regulation of labour migration. In addition to labour migration and diaspora, the lack of reliable data on migration (and hence the insufficient data management), the weak institutional capacities for migration governance, and often insufficient migration regulations are further parameters in the development of migration strategies.

(2) Migration and diaspora strategies address a wide range of thematic priorities which are determined by the outlined parameters in the development of migration strategies. These priorities are in particular, labour migration and diaspora relations on the one hand and readmission, visa- and border management

on the other.[3] In the analytical framework of our study, policy coherence – that is coordinated migration policies – was defined as one important prerequisite for successfully implementing migration policies. Ever since the migration and development nexus is considered in the Development Strategies and also – if existent – in the Poverty Reduction Strategies (PRS) of the analysed countries, we can observe policy coherence in a general dimension. Indeed, the actual mainstreaming of diaspora and labour migration in the framework of Poverty Reduction Strategies requires further policy initiatives.

On the planning level, all analysed migration strategies contribute to coherent migration policies. However, due to a lack of information and monitoring reports it is difficult to assess to what extent coherent migration policies are de facto implemented on the working level. The analysed migration documents take into account the institutional coordination and connect sector-specific issues to the responsibilities of the relevant ministries (e.g. foreign affairs, education, health, labour and social affairs). The strategy documents of Albania, Armenia, Kyrgyzstan and Tajikistan provide for the establishment of a central coordinating institution responsible for the implementation of the overall strategy. In contrast, in Kosovo and Macedonia, a loose structure of coordination among the main stakeholders on the ministerial level has been developed.

(3) Generally, the successful implementation of a migration strategy and action plan is a challenging task because it depends on the political will and coordination interests as well as institutional and financial capacities of the government and the involved stakeholders in the respective country. Given the governance

3 Due to the securitisation of EU migration policies, migration strategies are not necessarily in accordance with the development-related dimensions of migration (as defined in the migration policy guidelines of the Sector Project Migration and Development).

deficits in most countries, the lack of commitment to implementation, however, often seems to contradict the spirit of the strategic document. Lessons learnt in implementing migration strategies in the past (for instance in Albania) show that the lack of reliable data and information on migration, as well as of financial means and institutional capacities hinders the implementation of migration strategies on the working level.

Despite structural deficits in the implementation of migration strategies, progress and good practices in different aspects of development-friendly migration policies can be identified. Thanks to intensive support from international donors, Albania, for instance, has developed specific strategies on migration, remittances and on readmission policies. Supported in particular by IOM, the country developed bilateral labour agreements with Italy, Greece and Germany and implemented "brain gain" programmes.

Furthermore, in several Balkan countries there are diaspora and "brain gain" projects on the national and the local level: for instance, rural municipalities co-financing infrastructure projects in Kosovo, local-level administered diaspora centres in Serbia, the World Bank sponsoring "Unity through Knowledge Fund" (UKF) initiative in Croatia. Uniquely for Central Asia, the Kyrgyz Ministry of Labour, Employment and Migration (MLEM) developed an external structure which offers legal protection, consultation and employment recruitment in the destination countries.

(4) The analysis of migration strategies identified regional interfaces and potentials for regional cooperation in various policy areas – labour migration, diaspora-related policies, data management and readmission/return policies. Exchange on implementation challenges, institutional settings and good practices in diverse fields will support the implementation of development-friendly migration policies on the working level in the Western Balkans.

To conclude, the analysis showed that migration strategies are a strategic framework for successfully implementing development-friendly migration policies. In the analysed countries development-friendly elements of migration policies as defined in the GIZ Migration Policy Guidelines are taken into account – that is labour migration, diaspora cooperation as well as remittances and private sector development. On the macro-political planning level, all four pillars of a successful migration policy design identified in the GIZ Guidelines (cf. in detail 1.3.) are considered in the respective strategic papers of the countries (data and information management, coordinated interaction of relevant sector policies, institutional capacities and regulations on labour migration).

International Cooperation in the Western Balkans in partnership with regional institutions can facilitate policy coherence on a working level, as policy dialogue allows for identifying good practices and common challenges. Further in-depth research is required in order to assess to what extent migration strategies are implemented coherently with regard to existing institutional capacities.

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1 Introduction

1.1 Focus of the Analysis

This analysis focuses on migration policy strategies in Albania, Armenia, Croatia, Kosovo, Kyrgyzstan, Macedonia, Moldova, Montenegro, Serbia and Tajikistan. It targets countries in the Western Balkans, the Caucasus and Central Asia[4] with **structural commonalities and differences** regarding their migration situation. A further criterion for the selection of these countries was the fact that they all have drafted migration policy strategies, which allows for a comparative analysis.

The present analysis was commissioned by the Sector Project Migration and Development on the initiative of the **SELLER sub-group Migration**. SELLER is a regional network of topic-centred exchange of experiences in South-East Europe, the Caucasus and Central Asia (therefore the countries to be analysed were selected out of these regions). It connects more than 100 GIZ-projects in 22 countries. SELLER combines topic-centred working groups and interdisciplinary task forces.[5]

The analysis of migration strategies and action plans addresses the **following issues**:

- the elaboration of the parameters for the drafting of migration strategies;

- the description of the thematic priorities and – if possible – the extent of and deficits regarding the coherence to other (sector) policies;

- the identification of regional intersections (Western Balkans, Caucasus and Central Asia) and perspectives for (regional) cooperation in the field of migration management;

- naming and specifying the factors leading to the success of or hindering the implementation of migration strategies and action plans.

1.2 Methodology

The **methods applied in the study** encompass various analytical approaches:

- the analysis of relevant strategic documents and action plans;

- the analysis of questionnaire results on the relevant issues as well as the expertise of staff in local GIZ offices;

- the analysis of the findings of a regional workshop with representatives of government authorities, international organisations and local GIZ offices;

- additional relevant documents.

In July 2011 a questionnaire was sent to all GIZ offices, requesting detailed background information concerning the **migration/diaspora strategies in the country as well as their implementation status and processes**.

An additional source of information concerning migration strategies in the Western Balkans are the findings of a two days´ regional workshop, held in Skopje in November 2011. The workshop offered a platform for policy dialogue and, at a working level, brought together officials

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4 Equivalent to the countries in Caucasus and Central Asia we also use the term Eastern European Neighbourhood.

5 The name SELLER dates from the 1990s, then focusing on rural development. Although SELLER now is positioned in much wider thematic fields (economic policy, regional development and innovation, vocational training etc.), the abbreviation is still used due to the recognition value.

responsible for developing and implementing national migration strategies.

Given the current status of migration policy issues in each country, not all country cases will be considered and examined equally in the analysis. Furthermore, the **quality of information** on the analysed countries varies. Therefore an exemplary review will be presented instead of a detailed comparative study.

1.3 Analytical Framework

For the purposes of this paper migration policy has been defined as addressing all forms of mobility to, from and through a state's territory. It encompasses policies towards a state's own citizens, as well as towards foreign nationals and covers various areas: from policies regulating outflows of own nationals, to such addressing diasporas and migrant communities. Migration policy therefore includes a broad range reaching from labour migration and immigration policy to asylum policy and border management. Due to increasing mobility from poor to richer regions, **migration and development** has become an increasingly important issue. Indeed, today's economic and social advancement is connected to emigration policies and diaspora relations both in South-Eastern Europe and Central Asia.

Migration policy is not exercised in a vacuum: both sending and receiving countries take measures to address the mobility of people and willingly or not enter into political interactions at the international level. For this reason, migration has become a foreign policy topic, alongside trade, energy and security issues. As in other areas of international relations, there are quite strong obstacles to multi- and bilateral cooperation, among them contrasting interests of sending and receiving states, asymmetric flows in migration systems or the impact of domestic politics on policy definition.

The following analysis of the ten selected countries' migration strategies is framed by a migration policy concept developed by the GIZ Sector Project Migration and Development (Kausch 2010). The concept is based on lessons learnt from international cooperation in the field of migration and development and contains **guidelines for successful migration policy**. According to the GIZ concept migration policy as a roof encompasses remittances, private sector development through migration, diaspora cooperation and labour migration management. The effective implementation of these policy approaches requires coherence with other policy fields such as education, foreign, financial policy, etc. In this context coherence refers to "individual sector policies or programmes addressing topics such as vocational training or financial system development. Coherent migration policy also means that a country´s relevant migration aspects are included in national development strategies and are also taken into account for developing Poverty Reduction Strategy Papers (PRSPs)" (Kausch 2010: 6).

Considering all this, it is clear that policy coherence should be a central aspect of migration policy planning. According to the GIZ migration policy guidelines, there are altogether **four fundamental preconditions for a successful and coherent migration policy** which avoid a laissez-faire approach regarding migration[6]. Firstly, a sound data and information base has to be established. Secondly, there needs to be coordinated interaction and procedures among various policy sectors. Thirdly, preconditions are the institutional capacities with regard to migration policy. And finally, the legal regulation of migration and the protection of migrants (right of residence, labour legislation, employment protection and social security, as well as the transferability of social benefits acquired) need to be addressed. These four large areas –

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6 Migration policy strategies go in two directions: (1) regulation of legal migration or (2) deliberate promotion of migration and putting in place of the necessary incentives

data and information, policy coordination, institutional setting and legal issues – build the framework in which a coherent migration policy can be developed and implemented.

Based on these four pillars the **policy coherence** in the selected countries can be analysed on several levels:

- on an institutional level,

- on the level of policy implementation and

- in terms of coherence between migration-related policies of sending and receiving countries (Naik et al. 2007: 95f).

Coherence at the institutional level requires coordination and deliberate efforts by governments, in particular between ministries, departments and working units regarding special policy fields or migration-relevant sector policies. Where institutional coherence is difficult to achieve, a **cooperative approach to policy coherence** can offer a way ahead by building synergies between policies **on a practical level**. Coherence between sending and receiving countries can, furthermore, be obtained at the working level by means of **bilateral agreements or coordinated policies between countries**.

Due to the current information basis and the complexity of migration phenomena in each case, the following analysis can only explore selected aspects of the migration policies in question. It will therefore mainly concentrate on the institutional macro-political level of policy coherence. It will also identify prospects and cooperation potential regarding specific policy advice packages. In case of future initiatives in the field of policy advice on migration and development in the selected countries further detailed in-depth research and analysis will be indispensable.

To the above formulated end, the following paper will first give an overview of the regional context, in which the analysed migration strategies have been developed (chapter 2). Then it will present the parameters for the drafting of migration and diaspora strategies in the selected countries (chapter 3). In a third step the thematic priorities of the strategic documents and the policy coherence will be analysed (chapter 4). Based on this, obstacles, challenges and good practices of migration strategy implementation will be identified in chapter 5. Finally some regional interfaces (Western Balkan, Central Asia, Caucasus) and perspectives for (regional) cooperation will be identified (chapter 6).

2 Migration, Poverty and Development in the Western Balkans, Caucasus and Central Asia

Migration flows in the Western Balkans, the Caucasus and Central Asia are bipolar – the main destination of outward migration from the Western Balkans being Western Europe, and of that from Central Asian countries Russia, due to longstanding mobility within the former Soviet Union (Black et al. 2007). Within the analysed countries, the main vector of intra-state migration follows the pattern "away from economically depressed areas to places of economic growth".

Despite their **diverse economies and social as well as political trajectories** over the last two decades or more, the countries of the Western Balkans, Caucasus and Central Asia do have a number of characteristics in common:

- All have experienced the fall of communism and have been affected by the collapse of the Soviet centralised economy;

- Most have undergone a more or less traumatic period of transition to a market economy marked by a period of economic crisis;

- A number have also experienced conflict and violence that have led to significant population displacements;

- All have encountered economic and demographic imbalances that have caused increasing migration flows.

As a consequence of these shifts, a number of **migration trends** have emerged:

- the movement of refugees and internally-displaced people;

- international migration for work, often of an irregular or illegal nature;

- loss of younger and more skilled sections of the workforce;

- often accompanied by increasing internal movements, especially of a rural urban nature.

In general, **explanations for rising migration trends** include both push- and pull-factors. Push-factors are the deep poverty, the violent conflict, the collapse of social protection structures, a poor business climate and unforeseen impacts of land reform. Pull-factors are notably the growing availability of jobs in construction and the service sector in Western Europe and Russia. Changes in the European Union (EU) economy have also been significant drivers of change in the Western Balkans and Eastern European Neighbourhood, promoting recent increases in both trade and migration. In light of the European enlargement and migration/asylum policies, most of the analysed countries were **integrated in diverse EU policy frameworks**.

The data quality on migration and remittances in the analysed countries is highly contested. However, the World Bank's Migration and Remittances Fact Book shows some trends of migration patterns in the different world regions. Obviously, the Fact Book does not document irregular flows of migration and it does not refer to unofficial remittance inflows. The analysed countries are characterised by **labour-export** or long traditions of emigration/diaspora **and dependency on remittances**.

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As table 1 shows, the population of the analysed countries ranges from ca. 7 million in Serbia and Tajikistan to 600 thousands in Montenegro. However, the population of most of these countries amounts to 3 or 4 million people (cf. Armenia, Croatia, Moldova). The majority of the analysed countries are characterised by a high stock of emigration/diaspora which ranges from a fifth resp. a fourth of the population (Macedonia 21,9 %; Moldova 21,5 %, Croatia 17,1 % and Armenia 28,2 %) to nearly half of it (Albania 45 %). Only Serbia´s stock of emigration represents a rather small percentage of the population. These statistics, however, do not include seasonal labour migration (e.g. from Tajikistan and Kyrgyzstan) probably related to a high proportion of irregular migration. Estimates of remittances as percentage of GDP range between 2,4 % (Croatia) and 35,1 % (Tajikistan), but are probably much higher if unofficial remittance flows are included.

Table 1: Migration and Remittances Data of the analysed Countries

Country	Population (Millions, 2009)	Stock of Emigrants (2010)	Stock of Emigrants (as % of population)	Top Destination Countries	Inward Remittance Flow (in US$ Millions, 2010 estimate)	in % GDP (2009 estimate)
Western Balkans						
Albania	3.2	1.438.300	45,4	Greece, Italy, Macedonia, USA, Germany, Canada, Turkey, UK, France, Australia	1.285	10,9
Croatia	4.4	753.900	17,1	Germany, Australia, Austria, USA, Canada, France, Italy, Switzerland, Slovenia, Bosnia and Herzegovina	1.545	2,4
Kosovo	1.8	n. s.	n. s.	Germany, Switzerland, UK, USA, Italy, Slovenia, and Austria	n. s.	n. s.

Country	Population (Millions, 2009)	Stock of Emigrants (2010)	Stock of Emigrants (as % of population)	Top Destination Countries	Inward Remittance Flow (in US$ Millions, 2010 estimate)	in % GDP (2009 estimate)
Macedonia	2.0	447.100	21,9	Italy, Germany, Australia, Switzerland, Turkey, Austria, Slovenia, Croatia, France,Canada	414	4,5
Montenegro	0.6	200.000 (estimate)	32,2 (estimate)	Serbia, USA, Canada, Germany, France, Sweden, Switzerland	n. s.	n. s.
Serbia	7.3	196.000	2,0	Germany, Austria, Switzerland, USA, Turkey, Croatia, France, Macedonia, Sweden, Italy	4.896	12,6
Central Asia						
Kyrgyzstan	5.3	620.700	11,2	Russian Federation, Kazakhstan, Tajikistan, Ukraine, Israel, Germany, USA, Latvia	1.037	15,4
Tajikistan	7.0	791.100	11,2	Russian Federation, Kazakhstan, Uzbekistan, Kyrgyzstan, Ukraine, Israel, USA, Latvia, Germany	2.065	35,1

Country	Population (Millions, 2009)	Stock of Emigrants (2010)	Stock of Emigrants (as % of population)	Top Destination Countries	Inward Remittance Flow (in US$ Millions, 2010 estimate)	in % GDP (2009 estimate)
Caucasus/Eastern European Neighbourhood						
Armenia	3.1	870.200	28,2	Russian Federation, USA, Ukraine, Azerbaijan, Georgia, Israel, Germany, France, Spain, Greece	824	9,0
Moldova	3.6	770.300	21,5	Russian Federation, Ukraine, Italy, Romania, USA, Israel, Spain, Germany, Kazakhstan	1.316	23,1

Source: World Bank, Migration and Remittances Factbook, 2011, http://go.worldbank.org/QGUCPJTOR0, Migration Policy Checklists, GIZ

The countries´ migration flows differ according to the status and duration of migration- and respective diaspora strategies as well as the policy experiences of migration management and governance. In this regard, Montenegro (2008) und Kosovo (2009) as newly established states could in particular profit from the lessons learnt of their neighbouring countries.

Table 2: List of Migration and Diaspora Strategies

Country	Name	Duration	Status of Implementation
Western Balkans			
Albania	National Strategy on Migration	2005-2010	ended, new MS in preparation
Croatia	Strategy for the Relations between the Republic of Croatia and the Croatians outside the Republic of Croatia, 2011 Act on the Relations between the Republic of Croatia and the Croatians outside the Republic of Croatia		adopted by parliament Oct. 2011, revised Feb. 2012
Macedonia	Resolution on Migration Policy of Republic of Macedonia	2009-2014	adopted, implementation started
Montenegro	Strategy of Cooperation with Diaspora Strategy for Integrated Migration Management in Montenegro	2011-2014 2011-2016	to be adopted
Kosovo	National Strategy of the Republic of Kosovo on Migration	2009-2012	adopted, not implemented so far, need for revision and update
Serbia	The Strategy for Preserving and Strengthening the Relations between the Homeland and the Diaspora and the Homeland and Serbs in the Region, 2011 Migration Management Strategy	2009-2013	implementation started
Central Asia			
Kyrgyzstan	No actual strategy, Priorities of the Ministry of Labour, Employment and Migration 2011		a new migration strategy will be elaborated
Tajikistan	National Labour Migration Strategy of Tajik citizens abroad	2010-2015	approved by the government Oct. 2011
Caucasus/Eastern European Neighbourhood			
Armenia	Concept for the Policy of State Regulation of Migration in the Republic of Armenia, 2010		adopted, implementation started
Moldova	Strategy on Migration and Asylum Management in the Republic of Moldova		to be adopted by parliament

3 Parameters for the Drafting of Migration and Diaspora Strategies

When drafting country-specific migration policy strategies, various factors play a decisive role. The strategies are influenced by the situation of cross border migration, in- and out-flows, as well as the internal migration movements (e.g. Kyrgyzstan, Albania). In each country various intervening factors, both internal and external, can be identified which are related to the specific migration profile[7] of the respective country. The main determinants of migration strategies can be divided into the following categories and can be identified as motors for the drafting of migration policy strategies in overlapping constellations in each country. The focal factors are as follows (cf. also Table 3):

- **Framework of external relations to the EU:** perspective of EU neighbourhood policies, mobility partnership etc.;

- **Significance of diaspora relations** and the state´s interest in maximising benefits from diaspora cooperation through economic, political, social and cultural relations;

- **Data, information and migration management capacities[8]:** internal causes of weak institutional arrangements, lack of data on migration and inefficient implementation of existing institutional structures on migration management as well as lack of juridical regulations on migration (and development);

- **Management of labour migration** as labour exporting countries;

- **Various other factors**, e.g. such as international support (IOM, UNDP etc.), security issues or demographic aspects.

The significance of these main parameters for the drafting of migration and diaspora strategies differs from country to country according to **(a) the migration profile of the respective country as well as the current state of migration regulations** and **(b) the main domestic political interests of a country as well as the international and foreign policy framework**. A crucial factor for the successful implementation of these strategies, in turn, is the extent to which they respect and integrate the interests of national governments.

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7 Migration profile of a country refer to the mapping of the main issues regarding migration, the institutional setting and the assessment of the main policies of a country in this field.

8 Migration management capacities concern institutional, statistical, legal and monitoring resources in a country with regard to the planning and implementation of migration policies.

Table 3: Determinants for the Drafting of Migration/Diaspora Strategies

Country	Parameters			
	Framework of EU Foreign Relations	Diaspora Relations	Data Quality, Information and Migration Management Capacities	Management of Labour Migration
Western Balkans				
Albania	✓	✓	✓	✓
Croatia	✓	✓		
Kosovo	✓	✓		
Macedonia	✓	✓	✓	✓
Montenegro	✓	✓	✓	
Serbia	✓	✓	✓	✓
Central Asia				
Kyrgyzstan	✓		✓	✓
Tajikistan	✓		✓	✓
Caucasus/Eastern European Neighbourhood				
Armenia	✓		✓	✓
Moldova	✓	✓	✓	✓

3.1 EU-Relations as a principal Factor

In all ten analysed countries the **EU foreign relations, i.e. the integration and neighbourhood processes**, constitute an important driving factor in the regulation of migration and consequently for the formulation of migration strategies. Western Balkan and Central Asian states are embedded into the external asylum and migration regime of the EU through various policy mechanisms. In the following section these mechanisms are briefly outlined by region.

EU-Relations with the Western Balkans
The core difference to all other countries which the analysis focuses on is the will and perspective of Western Balkan states to access the European Union. In order to proceed down the path of European integration, the Western Balkan countries must adopt the **Acquis communautaire,** which delineates the total accumulation of EU laws and standards. Reforms must be made to align the laws of the Western Balkans with those of the EU. First and foremost, the region's quest for EU integration serves as a catalyst for reform. The prerequisites presented by the EU's Acquis communautaire are demanding and overwhelming, and have provided the Western Balkans with a guide to what needs to be accomplished.
Therefore, the **predominant EU influence on their respective migration policies** is common

to all Western Balkan countries. The EU-inspired and EU-funded migration strategies and national action plans on migration policy have shaped to a considerable extent the migration policy agenda in the countries of the Western Balkans. Indeed, the EU, as the primary point of political reference for the Western Balkan countries, to a certain extent sets the agenda for their migration policies. Due to the predominance of EU-set goals related to border protection and combating irregular migration, labour migration issues for example have not received sufficient attention so far apart from some free labour mobility initiatives within the Central European Free Trade Agreement (CEFTA). As a result, the analysis of migration strategies in the countries of the Western Balkans has to consider the leading European perspective, as the EU is also the major destination area for both regular and irregular migration. The cooperation on migration issues between the Western Balkan states and the EU is being currently developed under the **Stabilisation and Association Process (SAP)**. This is a regional policy framework established by the EU in 1999 to enhance EU cooperation with the Western Balkan countries and strengthen their institutional capacity to adjust to European standards in view of their prospective accession. The individual **Stabilisation and Association Agreements (SAA)** are negotiated and concluded between the EU and the Western Balkan countries on a bilateral basis. Justice and Home Affairs matters are integrated in the SAA and also cover migration and asylum issues, cooperation in combating irregular migration and readmission. Furthermore, the SAA includes issues of irregular migration, such as trafficking and smuggling, as well as coordination regarding the social security of the regularly employed (Kupiszewska 2009).

EU-Relations with Central Asia
In the wake of the 2004 and 2007 enlargements, the EU has come closer to Central Asia, geographically, politically and economically, and intends to strengthen and deepen its relations to Central Asian countries. The **Regional Strategy Paper to Central Asia (CA RSP)** covers EC financial assistance to the countries of the region for the period 2007-2012, both on a bilateral and regional level. Migration policy plays a prominent role in this political process, in particular regarding security aspects. On a bilateral level, the EU´s relations with the Central Asian states are framed by the **Partnership and Cooperation Agreements (PCA)**, which are based on three pillars: political dialogue, trade and economic relations and cooperation in a variety of sectors. **Border control** and the f**ight against smuggling and trafficking** are priority areas.

The **European Neighbourhood Policy (ENP)** was introduced in 2004 and offers neighbouring countries, among others from Southern Caucasus, a wide range of opportunities for cooperation. Implemented to the fullest extent, it would lead to the creation of a visa- and customs-free economic space between the EU and its neighbours. The **core of the European Neighbourhood Policy is the bilateral ENP Action Plan**, mutually agreed by the EU and each partner country. With regard to migration issues within the ENP the most prominent examples are the commitment to shared values (human rights and minority rights), the provision regarding economic and social relations and the area of **justice and home affairs (fight against trafficking and border management)**. The principal aim is stated as facilitating the movement of people, whilst maintaining or improving security.

In **Moldova**, the strategy on Migration and Asylum was designed as an integrated tool of the existing strategic framework. The **European Mobility Partnership Agreement (EMPA)**, as the most structured form of cooperation with the EU, on the one hand and the management of the population exodus since 1990 on the other are the main parameters for the elaboration of the strategy on Migration and Asylum (2011-2020). The policy priorities refer to the three main areas of migration policy: fighting

illegal/irregular migration; labour force migration and migration and development. Moreover, the strategy derives from the need to implement two adopted strategic documents: the Governance Programme for 2011-2012 and the Republic of Moldova – European Union Action Plan on the liberalisation of visa regimes.

3.2 Diaspora Relations

In recent years **diaspora policies** are a growing factor of external relations in countries of emigration and a factor of social and economic development. Even though the Western Balkan countries as well as Moldova, Armenia, Kyrgyzstan and Tajikistan are all emigration countries and diaspora accordingly plays a central role in the countries' migration policies, the comparative review of the different migration strategies (cf. Table 3) shows that diaspora relations are not always addressed by migration strategies (for instance in Armenia, Kosovo and Albania). However, in some of these cases, such as Albania, diaspora policies have been an important feature of the previous migration strategy (2005-2010). In 2011, Serbia has adopted a diaspora strategy. The Croatian strategy and according law have been adopted in October 2011 (revised in Feb. 2012).

Recent developments in the area of diaspora-state cooperation in Croatia and Serbia signal strong nationalistic tendencies, which need to be viewed with a critical eye. Apart from an economic development component, the political dimension of shaping an ethnic nation of Croats and Serbs in the Balkan region as well as the major emigration countries is a problematic issue. In addition, Croatia and Serbia are aware of the diaspora´s economic potential for development, by remitting large sums of money. Furthermore, a large number of highly educated and skilled Croatians and Serbs live abroad.

3.3 Labour Market Policies and Labour Migration

In addition to diaspora relations, labour mobility and labour market issues also have high priority in the context of social and economic development perspectives in the Western Balkans. Nevertheless, as already mentioned, most of the migration strategies are elaborated under the EU migration-security paradigm and not as proactive labour market policies. **In some cases, however, policy strategy initiatives do focus on the regulation of labour migration**, whereas other areas of migration are spread over different law arrangements. In **Kyrgyzstan**, for instance, a strategy on migration does not yet exist, but has been in the process of elaboration since the beginning of 2011.

The inefficiency of previous regulatory mechanisms[9] in the field of labour migration required the elaboration of a new labour migration strategy (2010-2015) in **Tajikistan**. The principal reason for elaborating this strategy was the fact that the envisaged activities were neither financially supported nor connected to specific tasks or implementation plans. As a result, the need to develop a fundamentally new approach became apparent. It was meant to regulate and manage labour migration, in order to incorporate migration policy in a broad development model and to elaborate sensible and well thought-through policies with a specific road map for implementation and financing. The Tajik migration strategy is a very ambitioned document whose main components are based on the classical model of the labour-exporting Philippines (see also 4.1). The National Labour Migration Strategy has been

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9 Beginning from 2000 the government had taken various measures of institutional character on regulation and development of labour migration. In 2001, amendments were made in the "Law on Migration", in part of regulation of migration, and the government approved the "Concept of labour migration of citizens of Republic of Tajikistan abroad". In 2002, the Programme of Labour emigration for 2003 – 2005 was adopted, and the new programme was adopted in 2006 for 2006 – 2009. In 2004, the government made a Resolution "On regulating labour migration".

approved by a Government Decision of 4th October 2011.

Due to high unemployment rates, all countries in the Western Balkan region struggle with brain drain resulting from high emigration rates, especially among young people. The labour market situation makes it difficult to curb out-migration, as jobs for both the qualified and unskilled labour force are scarce and mostly low-paid. The findings of the conducted workshop show that countries in the Western Balkan region need to develop new approaches for managing and benefiting from labour migration.

3.4 Further Factors

The low capacities in migration management policies, the lessons learnt from previous strategies as well as the law standards and demographic imbalances are further important determinants for the drafting of the existing or new strategies on migration (e.g. Albania, Tajikistan, Kyrgyzstan). The lack of data, institutional weaknesses of migration governance and often insufficient or unclear juridical migration regulations, are also motors of former or current

migration strategies in the selected countries. In most cases, the drafting and implementation of migration policies is supported by international stakeholders, predominantly EU-Programmes or by international institutions related to economic and social development (IOM, World Bank, UNDP, ICMPD etc.). The extent to which the strategies are based on the ownership of the national governments and relevant national stakeholders in the field of migration remains unclear.

3.5 Overlapping Factors: the Case Example Armenia

In most countries an **interplay of external and internal factors** influencing the strategic planning of migration policies can be observed, Even though **security-driven parameters often** prevail, current migration strategies still reflect a whole range of migration issues that are relevant for the respective country (cf. also 3). Migration strategies can therefore be understood as political attempts to regulate the complex migration phenomena in the given national context. This fact can be clarified by the case example of Armenia (cf. Box 1).

Box 1: Parameters for the Drafting of the Armenian Migration Strategy

According to the Armenian Concept for State Regulation of Migration the experience of recent years has demonstrated that the Armenian state system of migration regulation has been unable to effectively solve the migration problems faced by the country.[10]

In the years preceding and succeeding the independence of 1991, the Republic of Armenia (RA) has faced diverse challenges related to intensive migration processes. As a result of emigration between 1988 and 2001, around 1.1 million RA nationals, or more than 1/3 of the current permanent population, live abroad.

The current emigration situation in Armenia is characterised by two main features: (1) temporary labour migrants (mostly long-term), whose movement leads to the concentration of an annual average of 15-16.000 or 0.5 % of the country's population abroad, and (2) low external migration rates (according to the official data, an annual average of 7.500 persons, according to research data 10-11 000 persons, respectively ca. 0.2 % and 0.3 % of the population).

Several determining parameters underlie the regulation of migration in the country:
The migration situation in Armenia remains challenging for the RA government. In 2000 and 2004, the government adopted two concepts for state regulation of migration in the RA. In recent years, under the influence of globalisation and international integration processes, as well as new economic and geopolitical realities, new imperatives have emerged for the RA state system of migration regulation. Their urgency was further emphasised by the global financial and economic crisis, as a result of which the negative impacts of migration processes manifested themselves even more strongly whereas the positive ones were undermined. Moreover, the RA authorities have focused on and declared European integration central political priority for the future development of the Republic of Armenia, as the launch of the European Neighbourhood Policy (ENP) shows.

The latter has recently been upgraded to a qualitatively new level, namely the Eastern Partnership Programme. Within this new framework Armenia has undertaken the obligation to legislatively and institutionally approximate its migration administration system to that of the EU. In addition, the analysis of the RA legislative framework regulating migration in terms of its compliance with EU standards and the elaboration of the relevant action programmes is envisaged.

Source: Questionnaire Armenia

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10 The RA government has adopted a number of strategic documents in the area of state regulation of migration processes (The Republic of Armenia National Security Strategy, the Sustainable Development Programme, the Concept for the Development of Co-operation between Armenia and the Diaspora, the RA Demographic Policy Strategy, etc.), which regard unmanaged and illegal migration, particularly, the drain of educational, scientific and cultural potential as a threat to the country's national security and pay sufficient attention to the causal links between migration processes and various problems of the country's public life.

4 Thematic Priorities of Migration Strategies and Policy Coherence

In the following chapter the actual thematic priorities of the selected countries, as determined by the parameters already identified in the previous chapter, will be presented. Then the institutional coherence and the coherence between migration and development will be examined in order to exemplify this specific nexus, within the analysed migration policies. The complexity of policy coherence related to other sector policies involved in the implementation process of migration strategies will also be clarified through two case studies. Even so, further research is required in order to assess to what extent migration issues are considered coherently in other sector strategies of the analysed countries.

4.1 Priorities of Migration Strategies

Generally the migration strategy papers start with a detailed analysis of the migration or diaspora situation in the respective country. Based on the situation analysis, the strategic documents develop priorities. It should be emphasised that migration strategy papers are often dominated by security issues (see also 3.1), in particular when related to EU regulations of asylum, visa and border management and dealing with irregular and regular migration (e.g. Macedonia, Kosovo, Moldova). As table 4 shows in several cases development driven goals are not explicitly formulated in the strategy papers. But are rather the subjects of special strategies or laws. In 2011, for instance, both Serbia and Croatia have developed diaspora strategies. However, in the strategy papers of Kosovo, Macedonia, Moldova and Albania diaspora-related issues are described in greater detail.

Table 4: Priorities of the Migration/Diaspora Strategies on Macro-Policy Level related to Development

Country FOCUS	Priorities
Western Balkans	
Albania DIASPORA, LABOUR MIGRATION	1. Combating illegal migration 2. Linking emigration of Albanians to the development of Albania 2a. Benefiting from Albanians abroad 2b. Organising an adequate emigration policy
Croatia DIASPORA	1. Cultural, educational, scientific and economic relations 2. Participation in social and political life 3. Strengthening national unity
Kosovo DIASPORA AND REMITTANCES	1. Legal and circular migration 2. Prevention of illegal migration 3. Sustainable development of asylum management

Country FOCUS	Priorities
Macedonia DIASPORA AND LABOUR MIGRATION	1. Efficient and transparent management of legal migration in accordance with the national deve-lopment, in particular the economic growth and demographic development 2. Clear and effective border management and prevention of illegal migration 3. Creation of consistent policies towards and maximising the development potentials of the diaspora 4. Development of an up-to-date migration policy in accordance with development strategy and labour market requirements
Montenegro DIASPORA AND LABOUR MIGRATION	1. Prevention of illegal Migration 2. Border and visa regulations in accordance with EU regulations; readmission and Integration of Returnees; regulation of Asylum Procedures 3. Employment and social issues of emigrants and immigrants 4. Improvement of diaspora relations, in particular capitalising on economic investments
Serbia LABOUR MIGRATION DIASPORA Separate dias-pora strategy	1. Protecting, preserving and strengthening the relations between homeland and diaspora 2. Improved utilisation of the diaspora in terms of economic support 3. Preservation of national identity
Central Asia	
Kyrgyzstan LABOUR MIGRATION	1. Effective regulation of migration processes 2. Avoiding negative consequences of migration processes 3. Emigration – protection of migrants' rights 4. Internal Migration – improvement of job placement and training programmes
Tajikistan LABOUR MIGRATION	1. Exploring new markets for labour migration abroad 2. Strengthening economic protection, social and legal rights of migrant workers 3. Assisting the establishment of professional qualification and a pre-departure training frame work for migrant workers 4. Expanding and strengthening public-private partnerships in the areas of training, recruitment and protection of migrant workers' rights
Caucasus/Eastern European Neighbourhood	
Armenia LABOUR MIGRATION DIASPORA Separate dias-pora strategy	1. Issues to be solved via strategies adopted in various sectors (e.g. improvement of demographic situation, resettlement situation, undesired emigration flows, brain drain, break-up of families) 2. Issues related to the administrative governance of migration processes (accordance with EU laws, biometric passports, border management, illegal migration asylum)
Moldova LABOUR MIGRATION CO-DEVELOP-MENT	1. Controlled Migration 2. Fight against illegal migration 3. Migration Control Tools (border management) 4. Information support

In 2005 the National Government of **Albania, for example**, adopted the National Strategy on Migration and the Action Plan on Migration, both of which were drafted with technical assistance of IOM and funded by the EU. The National Strategy provides an in-depth analysis of the migration situation in Albania as well as a detailed overview of existing policies and proposes solutions in all relevant migration fields. As the country is expected to remain a labour-exporter, the strategy focuses predominantly on labour migration management issues, with low reference to labour inflows. There are three main dimensions of Albanian labour migration policy: a) addressing the root causes of emigration through economic development and job creation efforts; b) limiting irregular and promoting regular emigration and c) protection of Albanian citizens abroad. Supported by UNDP, the government responded by introducing the Brain-Gain-Programme, which aims at facilitating the return of highly qualified expatriates.

Despite the fact that the migration strategy of **Moldova** is also dominated by the discourse on migration control, migration and development aspects are integrated in the Mobility Partnership between Moldova and the EU. This is true in particular of labour migration, circular migration and social protection as well as diaspora consolidation and co-development (brain gain – brain drain activities and knowledge-transfer). Germany, in particular, is involved in the "information on legal migration and assistance for returning migrants".[11]

In general, **migration and development related issues** like brain-gain and brain drain, circular migration, remittances, knowledge-transfer as

well as mapping and cooperating with diaspora organisations play a more important role in the strategies of the countries that do not have experience with diaspora policy. In Kosovo and Macedonia, for example, the creation of a diaspora database as a basis for co-development and knowledge-transfer programmes is part of the strategic document.

Specific Vocational education and training (VET) measures, which are meant to improve and certify migrants´ skills before emigration and after returning in the country, are important elements of the migration strategies and labour market policies in Central Asia and the Caucasus. In Tajikistan, for instance, the entire strategy is based on the lessons learnt by the Philippine case, which is considered by World Bank experts as the leading labour migration management approach. Moreover, the Action Plan of Moldova´s migration strategy refers to specific activities aiming at improving the VET system as far as labour migration is concerned. It also includes knowledge-transfer through diaspora cooperation and return from Germany and through expert exchange programmes.

4.2 Policy Coherence

"Policy coherence means different policy communities working together in ways that result in more powerful tools and products for all concerned. It means looking for synergies and complementarities and filling gaps among different policy areas so as to meet common and shared objectives" (OECD 2001). Greater coherence – between ministries within a country and between countries – among migration policies, development co-operation policies, as well as employment, trade and security policies is required for all parties to gain more from migration (OECD 2007). In the analysed countries, the elaboration and implementation of migration strategies as a strategic framework for coherent migration policies has proceeded at different

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11 Two job fairs in Germany carried out with 24 Moldovan companies, presented job offers to hundreds of Moldovans in Germany; 40 Moldovan experts were trained in Germany and Moldova on labour market and VET; series of meetings with VET working group to draft a VET and labour market strategy based on the German experience; with CIM Returning Expert Programme a number of Moldovan experts from Germany were reintegrated in key positions in Moldovan institutions. Cf. Action Plan, Migration Strategy Moldova.

rates. The lack of legal and institutional coherence and cooperation in some cases has resulted in the proliferation of illegal and irregular migration. In Central Asia, in particular, migrants are subjected to tremendous violations of their basic human rights and exposed to poor and inhumane working conditions. Coherent policy implementation, in turn, could have a positive effect on the labour conditions of migrants, the standards of social security and human development. The following sections give an overview of the findings on institutional coherence and coherence between migration and development policy. Policy coherence related to other sector policies involved in the implementation process of migration strategies is then exemplified by a short summary of two of the case studies.

4.2.1 Institutional Coherence

At the planning level, migration strategies in most countries have two characteristics. On the one hand, they integrate institutional coordination regarding the overall implementation of the strategies, and, on the other, they connect sector-policy specific issues to the responsi-

bilities of the relevant ministries (e.g. foreign affairs, education, health, labour and social affairs). The strategy documents of Albania, Armenia, Kyrgyzstan and Tajikistan provide for the establishment of a central coordinating institution responsible for the implementation of the overall strategy. However, this is a challenge in itself as governance structures in the selected countries are relatively weak. In contrast, in Kosovo and Macedonia, there is no provision for the creation of a separate coordinating institution, but rather for a loose coordinating structure among the main stakeholders on ministerial level. Nevertheless, Kosovo has established a specific ministry to deal with diaspora issues.

Generally, it is central bodies that are responsible and held accountable for the monitoring and evaluation of the strategies. At the planning level, institutional coherence can be observed through coordination mechanisms or structures. Although the main areas of migration policy are outlined in the strategy papers and action plans, the respective measures are only addressed on the level of planning, but are not specified in detail on the level of concrete implementation of activities.

Table 5: Policy Coherence at the institutional Level and current Status of Institution Building in the Field of Migration and Diaspora Policies

Country	Institutional Coherence at the Planning Level according to Migration Strategies
Western Balkans	
Albania	Central institution, line ministries
Croatia	Central Authority (to be established)
Kosovo	Coordinating body of the ministries, Diaspora Ministry
Macedonia	Inter-ministerial coordination body
Montenegro	Inter-ministerial committee
Serbia	Coordinating Body for the Monitoring and Management of Migration, Diaspora Ministry, Commissariat of Refugees (and others)
Central Asia	
Kyrgyzstan	Government Centre for Foreign Labour Recruitment (and others)
Tajikistan	Migration Authority (MA) Structure and line ministries (to be established), State Migration Service (and others)
Caucasus/ Eastern European Neighbourhood	
Armenia	State Migration Service of the RA Ministry of Territorial Administration and line ministries
Moldova	Ministry of Interior (leading) New institution for coordinated planning will be established; Until the implementation of institutional reforms, the National Commission on migration and asylum issues will be in charge

4.2.2 Coherence between Migration and Development Policies

As far as coherence between **migration and development is concerned**, this nexus is generally considered in the Development Strategies of a country and – if existent – also in the Poverty Reduction Strategy (PRS). Western Balkan countries are included in the PRSP approach to poverty initiated by the International Monetary Fund (IMF) and the World Bank in 1999. With the exception of Kosovo, most countries of the region have adopted a PRSP and drafted national strategies according to their specific development priorities. In general, the Development Strategies of the countries show an **awareness of the nexus between migration and development** without necessarily working out this connection in detail. The mainstreaming of labour migration and diaspora issues in coherence with other development-related sector policies requires further policy elaboration.

Migration issues as a development factor are taken into consideration in the strategies to a different extent. In Moldova, for instance, migration is only indirectly integrated into the Draft of the National Strategy on Development (2012-2020). A PRS has not been developed to date. In contrast, in Tajikistan at the planning stage of the migration strategy, a coherent approach is considered as an integrated factor of development. Henceforth, labour migration issues play a significant role in the **National Development Strategy (NDS) (to 2015) and the PRS (2011-2012) of Tajikistan**. The national labour migration strategy 2010-2015 serves as the main guiding document for the implementation of the goals and objectives of the National Development Strategy until 2012 in the area of labour migration management. The NDS gives high priority to external labour migration issues and consequently to the creation of new and the upgrading of existing jobs, the preparation of migrants for work abroad and the protection of labour migrants' rights and interests in other countries. In Armenia migration issues are reflected in the **Sustainable Development Programme (SDP) 2008-2012** (former PRSP). In the SDP the Armenian government stipulated proportional territorial development and an active demographic policy as a priority action. It assumed the obligation to direct all public policy instruments towards the prevention of migration from high mountainous and bordering regions, the reduction of emigration and the encouragement of immigration to Armenia. In principle, the attitude of the Armenian authorities towards the regulation of migration processes, as well as their causes and consequences, has also changed into a more proactive policy approach.

The analysis of the two country cases of Armenia and Tajikistan shows in which aspects a coherent policy approach is drafted, based on the migration strategies. These examples were chosen due to the more detailed information basis. Unlike other strategies they also clarify the complexity of policy coherence related to the different sector policies involved in the implementation process of migration strategies.

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Box 2: Migration Policy Fields in Armenia

According to the analysis of Simonyan (local reporter Armenia), based on the deficits of past policy experiences, Armenia´s government has switched from a passive and reactive to a pro-active migration policy. In order for the efficiency of the system to be ensured, a new approach of state regulation of migration processes as well as the improvement of the legislative, institutional and administrative mechanisms needs to be adopted.

In the strategy paper, core problems in the area of migration are divided into two main groups.[*] The first group comprises problems causally linked to migration processes, which are to be solved by means of policy strategies of the respective line ministries (Ministry of Territorial Administration, Ministry of Education and Science, Ministry of Health, Ministry of Economy). The Concept merely lays down the general description of these problems and refers to the Action Plans of line ministries, but does not set concrete political priorities aimed at the solution of the problems of this group, nor does it specify relevant administrative mechanisms or entities responsible for their implementation. The second group comprises problems that are to be solved solely by means of the state regulation strategy in the area of migration, including bilateral agreements. These are essentially the problems in the administrative governance system of migration processes. They include policy priorities concerning migrants´ protection and undesirable brain drain as well as compliance of regulation of migration to EU standards.

First group:
1. Improvement of the unfavourable demographic situation caused by emigration processes.
2. Improvement of the undermined resettlement situation of the state's population resulting from migration processes.
3. Prevention of undesirable emigration flows reaching considerable dimensions due to the deceleration of the socio-economic development of bordering rural areas, the deterioration of the demographic situation and the desertion of bordering villages.
4. Reduction of the large-scale outflow of the intellectual and scientific potential, as well as quality labour force of the Republic.
5. Implementation of economic policy, including tax, monetary transfers and customs.
6. Prevention of the break-up of family and marital relations.

Second group:
1. Approximation of the RA legislative framework of migration regulation and the administrative system with the corresponding EU legislation.
2. Introduction of the system of biometric e-passports and identity cards with a view to raising the protection of the documents certifying a person's identity and nationality and the facilitation of the right to movement of the RA nationals.
3. Improvement of the RA border management system by means of introducing the principle of integrated state border management.
4. Development of an information system for registering migration flows.
5. Protection of the rights and interests of RA nationals leaving for labour migration purposes.
6. Regulation of the employment conditions of foreign nationals in the RA with a view to en suring the priority right of RA nationals to employment compared with foreign nationals in the territory of the RA.
7. Prevention of irregular migration originating from the RA, improvement of the legislative framework relating to irregular migration.
8. Assisting the return of RA nationals from foreign countries as well as their reintegration in their home country.
9. Improving the asylum system of the RA. Ensuring effective integration of foreign nations within the RA society once they are granted a refugee status.
10. Ensuring the implementation of the integration policy in the case of refugees forcedly migrated from Azerbaijan in 1988-1992 into the Armenian society.
11. Mainstreaming of the internal migration processes in conformity with the requirements of the national security and the sustainable development of the Republic of Armenia.
12. Regulation of the potential mass movements of the population at times of emergencies.
13. Organisation of the fight against human exploitation/trafficking and protection of the victims of human exploitation/trafficking.
14. The monitoring and evaluation of the progress of the implemented migration policy and the introduction of a system for its day-to-day review and adjustment on the basis of the analysis and evaluation of the migration situation of the Republic of Armenia.

*Source: Migration Strategy Armenia

Box 3: Coherent Migration Policy Planning in Tajikistan

The National Strategy on Migration in Tajikistan defines four national priorities in order to develop an effective labour management system. It sets out specific steps and actions to be implemented in the area of labour migration and aims at exploring new markets for employment abroad. The strategy also intends to strengthen economic, to protect social and legal rights of migrant workers and to assist the establishment of a pre-departure training framework for migrant workers.

According to the Tajik concept, coherent migration policy planning refers to a coordinated implementation approach on two levels:

First level:

A central task of the government´s labour migration policy is to build up a comprehensive institutional structure such as a migration authority which would include the establishment of branches of the MA throughout Tajikistan and the overseas offices. In order to fulfil this task, MA requires a staff of at least 400 employees.

Second level:

In addition to the MA the strategy addresses the accountability of line ministries such as Ministry of Foreign Affairs, Ministry of Education, Ministry of Labour and Social Welfare, Ministry of Health, Ministry of Development and Trade and the State Agency of Statistics in each priority area. Therefore a council including representatives of relevant ministries has been established recently.

This policy framework is a very demanding approach which requires enormous administrative and infrastructural reforms, financial resources and policy activities. Since it was recommended to the Tajik government that a coordinated labour market policy lays the foundation for a functioning labour migration management, the government realised a labour market strategy as well.

5 Migration Strategy Implementation: Challenges and Good Practices

By adopting a migration or diaspora strategy, the state government puts migration issues on the political agenda. The **actual implementation of migration strategies and action plans** is, however, a great challenge for Western Balkan and Central Asian countries as it depends on the **political will and coordination interests as well as institutional and financial capacities** in the respective country.

As already elaborated, according to the GIZ Guidelines for Migration Policy practice (Kausch 2010) the success of migration policies is dependent upon a high-quality data and information base, policy coordination and efficient interaction between various policy sectors, institutional capacities for policy implementation and legal regulations on migration and migrants´ protection. The state of planning and implementation in these fields influences progress in the field of migration management and determines related development advancements in the country. The following chapter analyses the structural hindrances and challenges in implementing migration strategies, on the one hand, and on the other, describes the progress made and good practices in successfully implementing migration policies. Due to missing monitoring reports and the insufficient information basis in the respective countries, we will first give a general assessment and then focus on those cases, for which more local expertise was provided. The presented selection of case studies and good practices serves the purpose of exemplification and raises no claims of giving an exhaustive or complete overview.

5.1 General Overview

Lack of ownership, weak governance structures and scarce financial means are among the main obstacles to the effective implementation of migration policies. Other impediments are the lack of statistics on emigration, the absence of relevant organisational structures for the implementation and administration of the migration policy as well as the rudimentary legal infrastructures. Due to governance deficits, a lacking official commitment to concept implementation stands in contradiction to the spirit of the documents in most of the selected countries. Migration strategies are often developed through the support of IOM and the EU. Unfortunately, the strategies and action plans are not automatically a well thought-through basis for the governance of migration in coherence to development issues. Often the provisions of the action plans refer to measures of further planning and not to specific activities which can be implemented to generate impact on the level of target groups (e.g. Albania, Kosovo, Moldova). Moreover, the main implementation hindrances can be attributed to problems of ownership: lack of cooperation between ministries or responsible working units, missing commitment and leadership, low budgeting will, staff shortages and general governance capacities.

Although there are considerable structural deficits and challenges in successfully implementing migration and diaspora policy strategies, based on a broader evaluation of labour migration and diaspora relations in the selected countries, first steps towards successful migration policies can be observed. However, it is difficult to assess the extent to which the identified examples serve as good practices regarding relevant policy fields in the regional cooperation (see also 6). Often these good practices are not new, but have first been developed and applied in countries other than those selected for this analysis.

5.2 Case Studies

In the following section the general tendencies described above will be illustrated by a number of case studies. These will be presented starting with the countries, which have made the most progress in implementing their migration strategies.

5.2.1 Albania: A Step ahead?

When it comes to policies regarding the nexus of migration and development, Albania seems to be a step ahead of other Western Balkan countries. Albania has formulated both a migration (2005)[12] and remittance strategy (2007). IOM and the EU were supporting Albania with the implementation of the National Migration Strategy (NMS) and the Action Plan 2005-2010. The Ministry of Foreign Affairs includes a National Institute of Diaspora (NID) that deals with the rights of Albanian citizens abroad, promotes cooperation with the diaspora, language instruction and know-how-transfer programmes. The NID conceptualises and coordinates emigration, immigration, and diaspora policies. It is, however, clearly lacking capacity, as it includes only four full-time staff members.

The progressive policy approaches and institutional arrangements in the field of development concern particularly the following elements: A **National Action Plan on Remittances (NAPR)** was approved in December 2007. From 2006 to 2007 there was a joint IOM/ILO project called "Enhancing the Impact of Migrant Remittances in Albania" that included capacity building and the formulation of the action plan. This plan expands and improves remittance data collection practices, research, analysis, policies and procedures. Among other things, it expands Albanian banking services linked to remittances and strengthens the capacity of Albanian

microfinance institutions for providing remittance transfer services (IOM 2008). A B**rain Gain Programme** supports the engagement of the diaspora through exchange aiming at reverse brain drain (IOM, UNDP, Soros Foundation also involved). In 2010, a Strategy on the Reintegration of Returned Albanian Citizens (2010-2015) was adopted by the parliament.

Unlike in other countries, in Albania the implementation process of the National Action Plan on Migration is documented in a report, which was financed by the Soros Foundation (March 2007). Although the findings of the report describe the specific situation in Albania, the identified challenges of the implementation process seem to also apply in many of the selected cases to a certain extent. This is mainly due to **low administrative capacities and the lack of coherent policy implementation**. According to the report, among the reasons for the low level of implementation in Albania is the fact that out of fifteen Ministries or Institutions consulted, eight were not aware of the existence of the Strategy and Action Plan. The strategy intended to strengthen the different ministerial departments dealing with migration. Instead their **staff capacities** were weakened through changes in administrative structures. Although the National Action Plan had envisaged the establishment of a coordinating and monitoring structure for the implementation of a National Plan as a crucial factor for success, an effective coordination among the responsible bodies was not realised. In the report the poor implementation of the measures mentioned in the action plan was chiefly attributed to the **lack of political will** for the implementation of the top strategic document.

Consequently in the case of Albania, a new strategy on migration building on the evaluation of the former NMS became necessary. The new strategy is going to focus on circular migration regulations in order to develop possibilities for Albanian citizens to work legally abroad, to return and invest in the country.

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12 Ministry of Labour, Social Affairs, and Equal Opportunities: In charge of implementing the National Strategy of Migration and its Action Plan.

5.2.2 The Armenian Migration Strategy: A good Starting Point for Policy Implementation

The State Migration Service of Armenia has submitted to the line ministries for their review and comments a draft action plan 2012-2016 for the implementation of the "Concept for the Policy State Regulation of Migration in the Republic of Armenia". The Action Plan was presented to the government of Armenia at the end of 2011. The strategy implementation will begin after the adoption of the action plan by the government (here and the following see Simonyan, local reporter Armenia).

In the context of the migration management reforms that Armenia is currently implementing, the establishment of a State Migration Service (SMS) has to be evaluated as a step forward in terms of policy coherence. Before the reforms there was no single state body coordinating migration management in the Republic of Armenia. Therefore, there was a necessity for an authorised body developing and coordinating migration policies among the various state bodies presently dealing with different migration issues.

In spite of some positive developments, there are still obstacles to the successful strategy implementation in Armenia. Problems related to the coherence of the legal framework, cooperation and the institutional responsibilities in migration and asylum management as well as the processing of data have not yet been fully resolved. Consequently, communication and co-ordination difficulties sometimes occur between various stakeholders. Therefore, there is a need to regulate cooperation and the scope of responsibility of all institutions involved in the migration management process, as well as to improve the information exchange between these.

The formation of the **intersectoral working group for coordination of migration strategy implementation activities** should also be evaluated as a beneficial setting. However, action plan implementation will remain a challenge, as the focus area has so far been the concept and action plan elaboration and discussion rather than the concrete implementation.

Given the complex process of migration policy implementation, it remains an open question to what extent and at what speed the strategies will be prioritised within the political agenda and will be implemented successfully at the working level.

5.2.3. First Steps towards Good Practices and Challenges in Central Asia: The Examples of Kyrgyzstan and Tajikistan

Despite the weaknesses of labour migration management in the two countries, first steps towards good practices and step-by-step progress towards facilitating labour migration were taken in Central Asia. In Tajikistan, however, the regulation of labour migration progresses slowly and the adoption of a migration strategy adequate to the labour market situation remains an urgent political issue.

Kyrgyzstan: It is the external structures of the Ministry of Labour, Employment and Migration (MLEM), which offer legal protection, consulting and employment recruitment in the destination countries this is what make them unique in the region. MLEM and GIZ have developed a labour market information system, which includes employment offers from abroad. In addition, in 2010 a **government centre for foreign labour recruitment** with 70 offices in and outside of the country was established, which is supposed to coordinate the labour migration in- and outflows. The external structures are based at the foreign consulates (labour attachés) in destination countries (in total 39 in Russia,

Kazakhstan and South Korea). Currently, the main approaches to optimise labour migration are **initiatives for the recognition of skills of migrant workers** and the use of remittances for entrepreneurship and investment in the regional economy.

Tajikistan: In order to improve the opportunities for legal labour migration the government of Tajikistan allowed the establishment of **private recruiting agencies** and developed a labour market information system similar to that of Kyrgyzstan (see *www.kor.tj*). Due to the lack of regulation capacities and low demand by potential migrants, the positive impacts of these initiatives remain low. The **State Migration Service** is in charge of the statistical registration of labour migration. It is a weak institution which only registers 10 % of the entire number of labour migrants. It remains to be seen if the new Migration Authority will have the capacity to successfully manage labour migration. The biggest challenge is related the improvement of the **system of professional education and training**, which aims at enhancing the migrants' working conditions, in particular in Russia. The World Bank is engaged in a remittance programme called Migration and Remittances Peer-Assisted Learning (MIRPAL)[13]. The programme, among others, sets incentives to generate more quality data on remittances and coordinates remittance policies in Central Asia and Europe.

5.2.4. (Local-Level) Diaspora Investment and Brain Gain/Circulation Policies in the Western Balkans

Except for Albania, there is no national remittance strategy in place in the Western Balkan region. In this region **diaspora investment**

seems to be most effective on the local level, namely between the homeland villages and its diaspora communities. In Kosovo international organisations often replace lacking structures of migration management, such as the IOM Migration Service Centre or the World Bank with a Sustainable Employment Development Programme. Furthermore, diaspora investment in Kosovo is organised on a community level. It mostly covers small infrastructure projects such as roads, sanitation systems, community centres, school and educational projects etc.

This model of r**ural municipalities co-financing infrastructure projects** in villages could serve as a best practice in the region, in particular in the newly established Western Balkan States of Montenegro and Macedonia. In both countries, remittances and diaspora policies are part of the migration strategies.

Since 2007 the World Bank in cooperation with the Ministry of Science, Education and Sports has supported a prominent knowledge-transfer initiative in Croatia through the "Unity through Knowledge Fund" (UKF) (*www.ukf.hr*), which is unique for the Western Balkan region. This project aims at linking diaspora to social and economic development by providing homeland and expatriate Croats the opportunity to cooperate in both scientific research and private sector development. The core of the UKF programme is to utilise the knowledge and skills of highly qualified Croat professionals abroad, connecting scientists, private sector innovators, and other kinds of experts with those in Croatia. It contributes to Croatia´s development by financing research in different scientific and professional fields. The UKF programme is to be viewed as innovative as it refers to "brain circulation" rather than "brain drain" or "brain gain". As an innovative project, this programme could be replicated in other countries with a large diaspora.

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13 MIRPAL is a community of migration and remittance practitioners and policymakers from the ECA countries. This peer-learning network was officially launched in May 2010 at a conference in Moscow, Russia. A series of events organised prior to the May 2010 launching conference served as a foundation for the development of the network. Migration XXI Century, a Moscow-based NGO, acts as a MIRPAL Secretariat.

5.2.5 Difficult Lessons Learnt from Diaspora Policies in Serbia

Despite four decades of emigration, the developmental benefits of migration, diaspora relations and remittances are highly contested in Serbia, mainly due to the political instrumentalisation of the topic during the last two decades. Despite numerous governmental endeavours since the early 1970s, investment in and the return of diaspora members to labour-sending regions in Serbia has not led to development. Given the mismanagement and corruption in the utilisation of remittances by Serbian governments in the past[14], the relationship between the relevant stakeholders (in particular The Ministry of Diaspora and Serbs abroad) is problematic. Furthermore Serbia lacks an institute for migration, respectively a university or faculty programme dealing with migration/globalisation. There is also no public discourse on past and present migration and diaspora issues.

Nevertheless, Serbia has established an impressive "diaspora infrastructure" at the local and the regional level. For instance, in each municipality with a diaspora rate exceeding 10 % of the population a diaspora office has been established. A multimedia catalogue describes almost 200 best practice examples of local level engagement of diaspora in their home country. An online-platform targeting the Serbian diaspora facilitates its links to the country of origin. Despite of these endeavours regarding the diaspora database, only 2500 members of the Serbian diaspora have registered so far. This fact underlines the ambivalent relationship between the diaspora and the government in Serbia.

5.2.6 The Experience in Montenegro and Macedonia

While brain drain and diaspora relations are acknowledged phenomena in Macedonia and Montenegro, the planning of policies to attract emigrants or diaspora´s investment back home and special brain gain programmes have just started. The establishment of the **Agency of Emigration** in Montenegro along with the IOM Migration Information Service Centres in Macedonia are important steps towards consistent migration management.

A critical evaluation of countries such as Serbia and Croatia which already have developed diaspora policies may support Macedonia and Montenegro to find feasible approaches of diaspora engagement, based on mutual confidence. Currently, for instance, the main challenge in diaspora policies regards the mapping of the worldwide diaspora by the Agencies of Diaspora (Montenegro) and Emigration (Macedonia).

14 During the 1990s Serbs abroad lost money during bank sector failures. They also lost money in a state-run loan scheme that suffered from corruption and was ultimately misused as a fund for the war in Bosnia. Source: Migration Policy Checklists, GIZ.

6 Regional Interfaces and Perspectives of (regional) Cooperation in the Field of Migration Management

Although the countries within one region share a common history and face common challenges, a lot of different ideas, experiences and approaches exist in the respective countries regarding the coordination of migration management and diaspora policy. Nevertheless, the good practices that can be found are not yet well disseminated.

Therefore, potential for regional cooperation and exchange of experience among the selected countries and especially among countries within one region (Western Balkans, Central Asia and Caucasus) can be identified in several areas – **labour migration, diaspora related policies, data management, readmission and return policies as well as stakeholder coordination and involvement**. In spite of the similarities and common interests of the countries in the region, the state of the countries' migration and asylum regimes differs. Kosovo, for instance, is the only Balkan state which at the moment is not included in the Schengen list.

6.1 Labour Migration Management

6.1.1 Western Balkan

The challenges of labour migration in Western Balkan countries are driven by two objectives:

- The change from a region of unstable migration patterns, often with large-scale and unpredictable emigration, to a region with rather stable and more predictable migration patterns and lower emigration rates.

- The transition from a region of emigration to a region of both emigration and immigration.

In recent years, Western Balkan and Eastern European Neighbourhood Countries have joined the Central European Free Trade Agreement (CEFTA): Albania (2007), Bosnia and Herzegovina (2007), Croatia (2003), Kosovo (2007), Macedonia (2006), Moldova (2007), Montenegro (2007) and Serbia (2007). In spite of the liberalisation of labour markets within CEFTA, regular skilled labour mobility among the six ex-Yugoslav republics is not expected to increase, as a recent study shows, As Martin and Lucas (2009) pointed out in their research, high un- and under-employment and lingering conflicts from the 1990s wars might hamper skilled labour mobility among the new CEFTA countries in the future. Although there are similarities in the education and credential systems of the Ex-Yugoslav states, mobility between CEFTA and non-CEFTA countries (e.g. between Croatia and Germany or Austria) is much more likely than that among CEFTA countries (between Croatia and Serbia).

The overarching instrument of regional cooperation in the Western Balkans is the R**egional Cooperation Council (RCC)** which aims to support the European and Euro-Atlantic integration of the Balkans through cooperation in many fields. Currently, there are only a few platforms for regional cooperation related specifically to migration management which international cooperation could build partnerships upon:

- **MARRI (Migration, Asylum, Refugees Regional Initiative)** (*www.marri-rc.org*) was launched in 2003 in the context of the Stability Pact for South-East Europe. The main goal is to demonstrate the capability of its member states (Albania, Bosnia & Herzegovina, Croatia, Macedonia, Montenegro and Serbia) to cooperate on migration issues relevant for

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them and thereby contribute to the stabilisation of the region.

- **CPESSEC (Centre of Public Employment Services of South-East European Countries)** (*www.cpessec.org*) is a non-profit organisation founded in 2006 with the aim of fostering cooperation and exchange of information, experiences and best practices between the employment services of the participating countries. Cooperation is based on the EU employment policy guidelines and also targets intraregional labour migration issues.

These initiatives´ activities are dominated by security rather than labour migration issues, even though labour migration is a relevant issue for Western Balkan states within the context of brain drain. As the workshop findings in Skopje underlined, weak labour markets cause continuous brain drain and high emigration rates, especially among young people, in all countries in the Western Balkans. Countries of the region should make the development of new approaches as regards managing and benefiting from labour migration a high priority. **Encouraging labour migration within the region, while preventing the loss of human capital and promoting a situation in which brain circulation or brain exchange can start to replace brain drain should therefore be an important goal of regional cooperation.** Issues of circular migration should also be placed on the agenda of regional consultation. In order for labour migration issues to be addressed adequately, regional cooperation between the Western Balkan States needs to be intensified. Nevertheless the primary point of reference as far as labour migration in the region is concerned still remains the process of European integration. Indeed, the interaction between the EU and the individual countries does not seem to leave much space for more horizontal interactions both at regional and bilateral level (Kupiszewski 2009: 99-101). In this chain of thought, the exception of the **Albanian**

comprehensive approach and the country's cooperation with destination countries should be paid particular attention (cf. 5.2.1). Furthermore, diaspora investment issues and remittances as part of the social and economic development are of common concern in relation to diaspora in all Western Balkan countries.

6.1.2 Central Asia and Moldova

Central Asia and the Caucasus are very important regions lying at a strategically important intersection between Europe and Asia. Their significance continually increases due to the EU Enlargement process and the development of the European Neighbourhood Policy. In recent years, given the economic stagnation in countries such as Kyrgyzstan and Tajikistan combined with strong economic growth in the Russian Federation and Kazakhstan, seasonal or permanent labour migration has been continuously increasing.

Given the **fact that many migrants do not enjoy legal status**, there is a need for closer cooperation and intensified dialogue between sending and receiving countries in the Central Asia region. In the long run, labour migration and remittances will remain strong social and economic factors in the **labour-exporting states** in Central Asia and the Caucasus, because of the economic and demographic imbalances between these regions on the one hand and Russia and Europe on the other. In the future, an evaluation of the European Mobility Partnership with Moldova could provide new insights and good practices of development-friendly migration policies between the EU and the Eastern European Neighbourhood.

The main lessons learnt and potential **areas of exchange, regional dialogue and consultation** concern, among others, the following areas of labour migration management:

- **The improved professional training** of potential migrant workers would strengthen their employability on labour markets at home and abroad. Systems of professional and further education should meet the demands of regional labour markets, including the qualification framework, certification and examination on professional skills.

- The regional exchange of experience between the responsible institutions opens **opportunities for mutual learning on strategy development and implementation**. In order to minimise political conflict between CIS-countries a multilateral dialogue should concentrate on specific topics.

- **Remittances** by labour migrants in the region are used for private consumption. Measures of financial basic education would support the sustainable utilisation of remittances.

In addition to cooperation in labour migration issues, diaspora relations are important fields of dialogue within the Western Balkans, Central Asia and Armenia.

6.2 Diaspora Policies

The exchange of **lessons learnt and good practices** in the field of diaspora cooperation goes in two directions.

- Dialogue on **good practices** regarding the establishment of ties with national diasporas or citizens abroad. This encompasses encouraging diaspora involvement in the economic and social development of the Western Balkan and Central Asia regions as well as knowledge-transfer schemes. The countries that are better positioned to develop a diaspora policy are those with rather cohesive and historic diasporas dating back to the communist era, such as Serbia, Croatia and

Armenia. Newcomers in the field of diaspora policies in the respective region such as Montenegro, Macedonia, Kosovo, Albania on the Western Balkans and Moldova, Tajikistan and Kyrgyzstan in the Eastern European Neighbourhood/Central Asia could benefit from the lessons learnt by the more experienced countries.

- Maximising the benefits of **remittances**. Although diaspora contributions to development are generated by independent social processes, they can be facilitated by appropriate financial incentives, technical assistance, capacity building and promotion of information-based networks. Exchange of experiences and good practices in remittance-friendly policies, such as banking and financial services both in sending and receiving countries as well as in small business development, can support the economic and social development in the analysed countries as well as the economic and social situation of the families of migrants.

However, due to the past conflicts in former Yugoslavia as well as in the ex-Soviet states, diaspora policies are not only a developmental and economic issue, but a politically problematic hotspot regarding conflict sensitivity, reconciliation and human security in the regions concerned.

6.3 Data Management and Planning

Reliable statistical data estimating the scale of migration phenomena remains an important issue. Given the growing demographic and economic imbalances within and between the respective regions as well as differences in labour market opportunities and living standards, migration flows will very probably increase. Reliable statistical data for estimating the scale of migration and the different types of migrants is an essential precondition for implementing

migration strategies in the different policy areas concerned (labour migration, irregular migration, returnees and readmission etc.). In this regard, the second regional workshop on migration policy in Skopje highlighted the significance of developing common statistical databases on migration in the Western Balkan region.

In addition to the improvement of the statistical registration of migrants, the socio-economic reporting system and the establishment of a migrant monitoring system should be promoted. Here the Système d´observation permanante des migrations SOPEMI for Western Europe, which produces data for planning, implementation and evaluation of policy outcomes, can serve as an example. To sum up, the exchange of good practices could help to improve country data bases, where such exist, and encourage capacity development in improved data collection, where no data bases exist.

In particular, Taijikistan´s and Krygyztan´s labour migration management requires reliable quantitative and qualitative data on migration flows, on regional labour markets as well as on labour demand and employment potential. Therefore, the development of information systems for domestic and regional labour markets needs to be regarded as important milestones of an improved migration management and governance.

6.4 Readmission Policies and Returnees

The countries analysed face both the issue of forced and voluntary returnees. Indeed, the readmission policies in the framework of EU partnership agreements present a very difficult challenge for migrants´ countries of origin. Since the returnees are in most cases not returning on a voluntary basis, the social and economic integration in their countries of origin with structurally weak labour markets proves to

be highly problematic. In contrast to forced returnees, voluntary returnees transferring skills and know-how and/or investing in businesses are more welcomed by local communities and authorities. However, in both cases special economic support and privileges for returnees may lead to envy in the local population (e.g. special bank loans, livelihood programmes). Hence, a more systematic exchange of good practices in knowledge transfer, business development and social as well as economic reintegration programmes will contribute to improving the development effects initiated by remigration.

6.5 Role of Civil Society and Coordination of international Stakeholders´ Projects

Civil Society and International donors are among the principal stakeholders in migration policies. Yet the workshop discussions in Skopje showed that the role of civil society in the development and implementation of migration strategies regarding the Western Balkan region is weak and rather unclear. A similar situation can be encountered in the other selected countries of our analysis due to the generally rather weak civil society structures. A successful migration policy should involve civil society stakeholders including diaspora and migrant organisations of the respective countries and possibly also relevant think tanks.

In most countries, international donors are involved in the development of migration strategies which could not only lead to a lack of ownership in the relevant countries but also to insufficient coordination among project approaches. The role of international stakeholders and their activities should be examined and they should be involved in further policy planning, both in bilateral and in regional cooperation regarding labour migration issues. Since there are often different stakeholders working on the same migration and diaspora issues,

synergies among the international donors and stakeholders can be strengthened by exchanging ideas, good practices and lessons learnt.

6.6 Modes of regional Exchange (a Good Practice Example)

A lot of different ideas and experiences exist in the Western Balkan countries regarding the coordination of migration management and diaspora policy. Nevertheless, the good practices that can be found in the region are not yet well disseminated. The same applies to the well perceived potentials of migrants (e.g. through knowledge transfer, investment, non-profit engagement, remittances) that could be better used for the development of the countries of origin. Taking into account the above mentioned policy challenges, the GIZ Sector Project Migration and Development together with GIZ offices in the Western Balkans then initialised a regional workshop series on migration policy. The overall objective of this workshop series is to strengthen national institutions responsible for migration policy and their regional cooperation. Therefore, GIZ promoted a regional platform for discussion, exchange of experi-

ences and good practices and started with the first regional workshop in Pržno, Montenegro (November 2010). The workshop attracted a lot of interest among the invited stakeholders who voted for the continuation of this measure. The participants identified specific topics as particularly relevant. As a result the second regional workshop took place in Skopje, Macedonia (November 2011) and focused on national migration strategies in the Western Balkans.

The objective of this second workshop was to initiate a policy dialogue between officials responsible for developing and implementing national migration strategies as well as other representatives of relevant institutions in the region. In the workshop discussions common challenges were identified and lessons learnt on issues of migration management and migration strategy development were exchanged.

Based on the fruitful dialogue and discussions during the workshop, the participants strongly recommended to the organiser to continue the workshop series in order to facilitate peer-to-peer learning by exchanging good practices regarding specific upcoming issues (e.g. institutional setting, diaspora cooperation, data management).

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7 Conclusion

The analysis of the ten selected countries showed that migration strategies are a significant strategic framework for implementing development-friendly migration policies. However, development-friendly elements are considered to a different extent in the strategic framework of the countries' migration policies. Equally, on the macro-political planning level, all four pillars developed for a successful design of migration policies in the Migration Policy Guidelines (cf. also 1.3) are taken into account in the respective strategic papers of the countries (data and information management, coordinated interaction of relevant sector policies, institutional capacities and regulations on labour migration).

Cooperation on common challenges in the identified regional interfaces in various policy areas – such as labour migration, diaspora-related policies, data management and readmission/return policies – can be beneficial for the implementation of coherent development-friendly migration policies on the working level. Further in-depth research is required in order to assess to what extent migration strategies are implemented coherently at the working level, based on the existing institutional capacities in the respective country.

Today, the countries analysed are characterised by labour export and/or long traditions of emigration/diaspora and dependency on remittances. Despite their different migration profiles[15], the selected countries have had similar experiences and face common challenges. They have experienced the fall of communism. Most of them have undergone a more or less

traumatic transition to a market economy and have experienced violent conflicts as well as significant population displacements. They all have encountered economic and demographic imbalances that caused increasing internal and external migration flows.

The analysis of the migration strategies in the selected countries explored four key questions: (1) determinant patterns for drafting migration strategies, (2) thematic priorities and the extent of coherence of migration policies, (3) challenges and good practices regarding the implementation of the drafted policies, and (4) regional intersections and perspectives of regional cooperation in the field of migration. The main findings of the analysis are briefly summarised here.

(1) The drafting of migration strategies is based on internal (domestic) and external (foreign) political interests and strategic objectives. A crucial factor for the success of migration strategies is the extent to which migration strategies integrate national governments' own interests.

Due to the predominance of EU-set goals related to border protection and combating "irregular migration", there is a risk that labour migration and development aspects receive little attention in the development of migration strategies. Migration strategies in the analysed countries have been mainly elaborated in the context of the EU migration-security nexus. Migration as part of proactive labour market and diaspora policies is, also considered a priority in these countries. In addition to labour migration and diaspora, the lack of reliable data on migration (resulting from an insufficient data management), weak institutional capacities of migration governance, and often insufficient

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15 Migration profile of a country refers to the mapping of the main issues regarding migration, the institutional setting and the assessment of the main policies of a country in the field of migration.

migration regulations are further parameters in the development of migration strategies that have been focused on.

(2) Migration and diaspora strategies cover a range of thematic priorities which are determined by the outlined parameters in the development of migration policies. These priorities are in particular, labour migration and diaspora relations on the one hand and readmission, visa- and border management on the other hand. In the analytical framework of our study, policy coherence was defined as one important prerequisite for successfully implementing migration policies. The migration and development nexus is considered in the Development Strategies and also – if existent – in the Poverty Reduction Strategies (PRS) of most of the countries analysed. The analysed migration strategies take into account the institutional coordination and connect sector-specific issues to the responsibilities of the relevant ministries (e.g. foreign affairs, education, health, labour and social affairs). However, due to lacking information and monitoring reports it is difficult to assess to what extent coherent migration policies are de facto implemented on the working level.

(3) Generally, the successful implementation of the migration strategy and action plan is a challenging task because it depends on the political will and coordination interests as well as institutional and financial capacities of the government and the involved stakeholders in the respective country. Due to governance deficits, a lacking official commitment to concept implementation stands in contradiction to the spirit of the documents in most of the selected countries. Lessons learnt in the implementation of migration strategies (for instance in Albania) show that the lack of reliable data and information on migration, missing financial means and institutional capacities hinder the implementation of migration strategies on the working level. Despite considerable structural deficits related to the implementation of migration

strategies, progress and good practices in different aspects of development-friendly migration policies can be identified. For instance, in several Western Balkan countries there are interesting diaspora and "brain gain" projects on the national and the local level. Examples are rural municipalities in Kosovo co-financing infrastructure projects of diaspora organisations, local-level administrative diaspora centres in Serbia, the World Bank sponsored "Unity through Knowledge" (UKF) initiative in Croatia. Uniquely for Central Asia, the Kyrgyz Ministry of Labour, Employment and Migration (MLEM) has developed an external structure which offers legal protection, consulting and employment recruitment in the destination countries.

(4) The analysis of migration strategies identified regional interfaces and potential for regional cooperation in various areas – labour migration, diaspora-related policies, data management and readmission/return policies. Exchange on implementation challenges, institutional settings and good practices in diverse fields would support the implementation of coherent development-friendly migration policies on the working level.

List of Abbreviations

CA RPS	Regional Strategy Paper to Central Asia (CA RSP)
CEFTA	Central European Free Trade Agreement
CPESSEC	Centre of Public Employment Services of South-East European Countries
EMPA	European Mobility Partnership Agreement
ENP	European Neighbourhood Policy
EU	European Union
GDP	Gross domestic product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
IC	International Cooperation
IMF	International Monetary Fund
IOM	International Organization for Migration
MA	Migration Authority
MARRI	Migration, Asylum, Refugees Regional Initiative
MIRPAL	Migration and Remittances Peer-Assisted Learning
NAPR	National Action Plan on Remittances
NDS	National Development Strategy
NID	National Institute of Diaspora
NMS	National Development Strategy
OECD	Organisation for Economic Co-operation and Development
PCA	Partnership and Cooperation Agreements
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
RCC	Regional Cooperation Council
SAP	Stabilisation and Association Process
SAA	Stabilisation and Association Agreements
SDS	Sustainable Development Programme
SOPEMI	Système d´observation permanante des migrations
SMS	State Migration Service
UNDP	United Nations Development Programme
UKF	Unity through Knowledge Fund
VET	Vocational Education and Training

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