EDIF | European Union Global Diaspora Facility

A TYPOLOGY OF DIASPORA ENGAGEMENT INSTITUTIONS

EXAMINING THE DIFFERENT STRUCTURES GOVERNMENTS DEVELOP FOR DIASPORA ENGAGEMENT

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CONTENTS

The European Union Global Diaspora Facility (EUDiF) is the first European Union-funded project to take a global approach to diaspora engagement. Implemented by the International Centre for Migration Policy Development (ICMPD), the project seeks to build an informed, inclusive, and impactful diaspora-development ecosystem through research, dialogue, and capacity development. The first phase of EUDiF runs from June 2019 to December 2023.

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KEY TAKEAWAYS

1. There is no "one size fits all" approach to devise a country's diaspora engagement architecture. In fact, the global landscape of diaspora engagement institutions has become extremely rich in number and diversity in the past two decades.

2. The expansion of diaspora engagement institutions has been motivated by a myriad of national realities, priorities and approaches to diaspora affairs, as well as the influence of regional and global migration and development processes.

3. At least 79 countries in the global south have one or more fully dedicated diaspora engagement institutions and 107 have an institution at least partially involved in diaspora engagement. Such institutions are entrusted with varying responsibilities and positioned at different levels within government.

4. Diaspora engagement institutions can be classified into nine types, the three most common being: ministries, units within a ministry and executive bodies.

5. Diaspora engagement institutions engage across eight main sectors of intervention. The three most common are consular services, economic development and liaison and networking.

6. Diaspora engagement institutions can serve in multiple capacities, including as a convenor, partner, facilitator and regulator.

7. Solid institutional foundations are an essential first step to establish a comprehensive framework for diaspora engagement. It is usually only later that a proliferation and diversification of institutions, including less common types, may occur.

8. Diaspora engagement institutions must prioritise accountability and transparency in operations in order to build trust with the diaspora as this is the core tenet of successful engagement.

9. As diaspora institutions mature, regular assessment can provide valuable insight for refining and optimising the structure and determining its programming.

10. With the right tools and skills, diaspora engagement can be effective without being costly. Providing training and capacity building opportunities for government staff is key.

INTRODUCTION

The European Union Global Diaspora Facility (EUDiF) acts as a bridge between diaspora organisations in Europe and countries of origin, the EU and its Member States to drive collaboration for sustainable development. EUDiF acts as a central knowledge broker to inform policies and practices, facilitates dialogue with and between governments and delivers direct technical support to diaspora engagement institutions. Exploring the role of homeland governments and supporting institutional performance in the area of diaspora engagement have been key priorities of the facility since its launch in June 2019.[1]

When contemplating diaspora engagement institutions, ministries of foreign affairs come to mind as the primary interlocutor. However, worldwide, hundreds of institutions are involved in diaspora engagement and many countries have built a composite infrastructure to deal with citizens abroad and coordinate diaspora affairs. These institutions present an immense range of entry points for diaspora engagement in national processes. EUDiF has therefore attempted to devise a typology of diaspora engagement institutions to enhance public understanding of this dynamic ecosystem and complement its work supporting institutions to grow, adjust and engage the diaspora in ever more innovative ways.

What is a "diaspora engagement institution"?

In the context of this typology, a diaspora engagement institution (referred to as a "diaspora institution") is a public or semi-public body which is exclusively or partly mandated to provide services to the diaspora, and/or to create an enabling environment for diaspora engagement.

What are the objectives of this typology?

A typology is a classification based on types or categories. This typology has three objectives:

1. **Pinpoint global milestones**
   Until recently, diaspora institutions have mainly been analysed from a national perspective. To complement existing work, this typology takes a global scope and looks at the role and evolution of institutionalisation in order to establish connections with global diaspora engagement trends.

2. **Define categories of diaspora institutions**
   This typology describes and classifies diaspora institutions by taking stock of previous classifications proposed by Agunias and Newland, and later by Gamlen. New categories are proposed based on the analysis of the functions and organisational structure of the institutions studied as part of the sample.

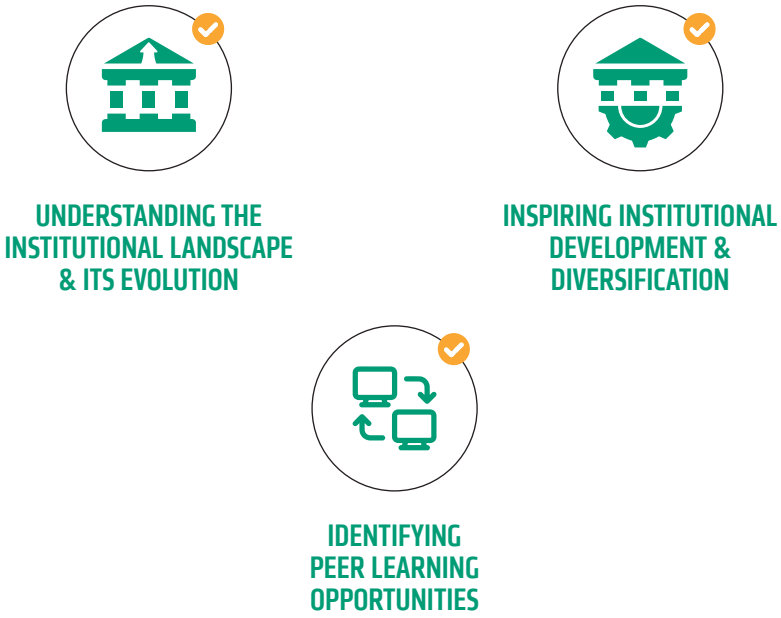
3. **Define sectors of intervention**
   The typology identifies key types of service provided by diaspora institutions in order to highlight their main sectors of intervention.

1 For more information, see for example: Top takeaways: What is the role of homeland governments in diaspora engagement?; Capacity Development Lab Action: Strengthening regulatory foundations for diaspora institutional performance and coordination in Peru; Future Forum 2021 session on Homeland diaspora strategies: measuring & scaling impact

This work is useful to better understand the heterogeneous and scattered institutional landscape in the area of diaspora engagement by grouping institutions with similar characteristics together. It also provides a practical resource to compare the institutional profile in various countries and regions. Interested stakeholders can then individually delve deeper in the analysis of the functioning of those institutions according to their needs and find inspiration to define the most suitable setting for them.

Practical matters: What does this typology offer to diaspora engagement practitioners?

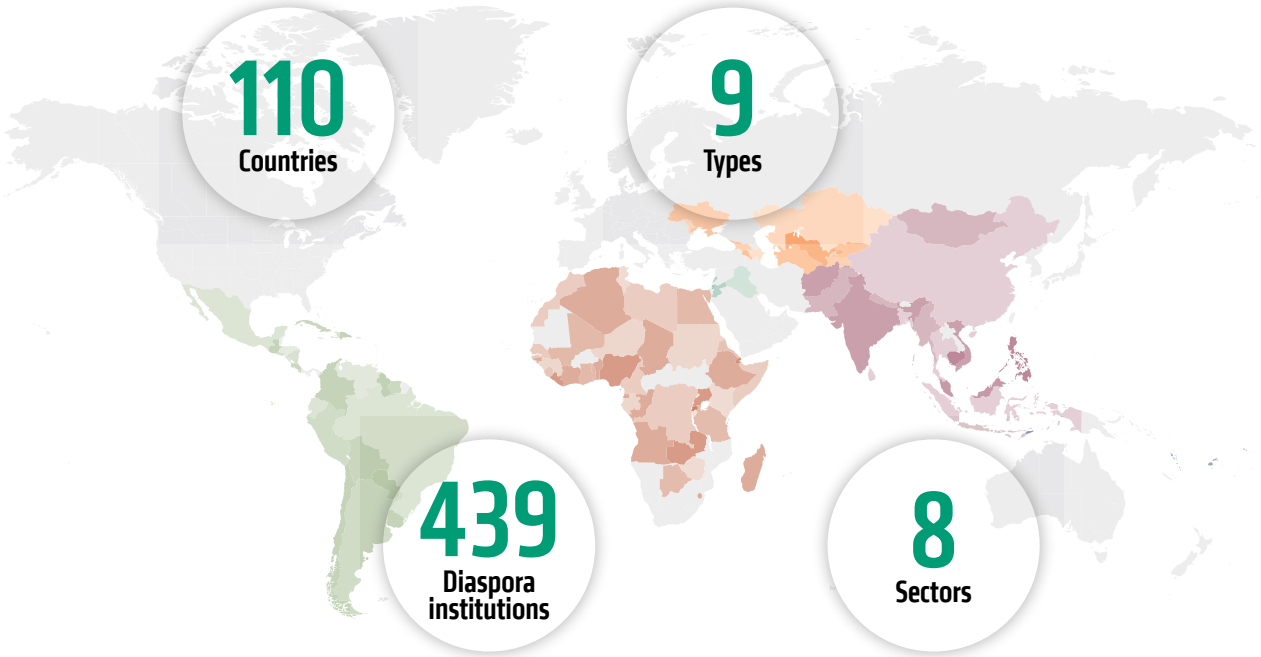
This typology has several uses. It is an entry point to the topic of institutionalisation of diaspora engagement, giving an overview of its evolution as well as the main types of institutions and services provided globally. It is a resource for government stakeholders interested in creating or updating their own national institutions, who can learn from different institutional make-ups, or zoom in on specific sectors of intervention. At EUDiF, we use the typology and dataset behind it to identify relevant institutions for peer learning sessions, twinning exchanges and when conducting research. We present this typology as a tool to support institutionalisation of diaspora engagement in partner countries, one which allows the user to explore a multitude of institutional combinations and shows that there is no one configuration to foster diaspora engagement, but there are many options to learn from, test and tailor to the context.



How did we create this typology?

In order to create the typology, we drew on the EUDiF global mapping on diaspora engagement (2020-2022) which covers 110 partner countries and the subsequent series of regional overviews.[2] All 110 country factsheets include a list of diaspora institutions, totalling 439 diaspora institutions. This directory was supplemented by desk research as well as findings from EUDiF's dialogue and capacity development activities.

2 The series covers six regions: Africa, Asia, Eastern Europe and Central Asia (EECA), Latin America and the Caribbean (LAC), Middle East and the Pacific.



Disclaimers: Only officially recognised institutions with a link to diaspora engagement in the 110 countries mapped have been included.[3] This list does not aim at being exhaustive. As the exercise is based on desk research, and the diaspora ecosystem is constantly evolving, it could be that some institutions included in the list are no longer operational. While we have tried to check the official website of each institution to find all relevant information, not all institutions had a working website nor is it possible to verify when the website had last been updated. This typology does not aim to evaluate the services provided by the institutions nor their effectiveness in engaging with the diaspora.

3 Some institutions included in the annexes to the country factsheets have been excluded as they did not fit the definition. For example, those institutions dealing with refugees and internally displaced people, as this topic is not directly related to diaspora engagement. Additionally, institutions in charge of statistics have been excluded. While they are also involved in gathering data relevant to immigration, too few institutions have been listed in the annexes to give an unbiased overview.

BACKGROUND

A brief global history of diaspora institutionalisation

For decades, ministries of foreign affairs remained the main institution dealing with diaspora affairs. A handful of countries started engaging with their diaspora long before it became a common occurrence, motivated by strategic objectives linked to the establishment of national independence, national building process, cultural promotion or the protection of nationals abroad. Here are a few examples:

Mexico is a pioneer in this regard. The Mexican Secretariat of Foreign Affairs (Secretariat de Relaciones Exterior), created in 1821, has been working with the Mexican diaspora in the United States since its early days. Indeed, emigration flows from Mexico to the United States have existed since 1848 with the annexation of Mexican land by the USA. The Secretariat of Foreign Affairs and consulates continue to offer protection of Mexican rights, help with repatriation and support the socio-cultural activities of the community to this day.

In 1913, China developed the Western Returned Scholars Association (called Overseas-Educated Scholars Association of China since 2003). At the end of the 19th century, China started sending students abroad through "educational missions" with a view to modernising the country. The idea behind the so-called "Self-Strengthening Movement" was to bring technologies and competences gained by students in the West back to China. Over 100 years after its creation, the Western Returned Scholars Association still works to prompt overseas Chinese students and scholars to "repay China" by bringing back their expertise.

Lebanon is another example of an early-starter. The Lebanese diaspora is one of the oldest diasporas with waves of emigrations dating back to the end of the 19th century. Early on, the Lebanese government wanted to create an institutional connection with the diaspora, this underlines their strategic importance in terms of cultural, political and economic capital. It is not surprising that the Ministry of Foreign Affairs and Emigrants was rapidly created, in 1943, following Lebanon's independence. A few years later, in 1959, the World Lebanese Cultural Union (WLCU) was created. This institution is still considered one of the biggest structures working on diaspora engagement in Lebanon and abroad. The WLCU was created following the 1958 Lebanese crisis caused by political and religious tensions[4] to ensure the safeguarding of the joint contributions made by the very diverse and polarised diaspora members.

Another example of early institutionalisation can be found in Eastern Europe with the Ukrainian World Congress, established as early as 1967 under the name World Congress of Free Ukrainians. In 1967 Ukraine was still part of the Soviet Union. However, the participation of the Ukrainian Soviet Republic to the 1967 Expo in Montreal seems to have motivated youth diaspora organisations in Canada to join forces and lobby for Ukraine's freedom creating an impulse for action in the diaspora. The congress was first created in New York and remains the international coordinating body for the diaspora. It is now an association of public benefit purpose and was renamed after Ukraine's independence.

4 Catholics were siding with the West while Muslims and Arabs were siding with pro-Soviet countries.

Diaspora institutions progressively emerged as of the 1970s and 1980s. In the 1970's, Pakistan and the Philippines further developed institutions directly linked to overseas workers, highlighting the role played by labour mobility in the region. The importance of labour migration movements in Asia created the need to institutionalise the relations between the country of origin and its diaspora. Similar developments are true in the 1980's in Bangladesh and Sri Lanka. In the 1980's, several Pacific countries, such as Kiribati, also created specific institutions to manage and administrate their participation in the Seasonal Worker Programme (SWP) in Australia and Recognised Seasonal Employer scheme (RSE) in New Zealand.

Since the late 1980's, the creation of diaspora-related institutions has gradually gathered speed. Progressively, specific institutions have been created within relevant ministries. This is the case for example of the Office for Tunisians Abroad (Office des Tunisiens à l'Etranger, OTE) integrated under the Ministry of Social Affairs in 1988. This trend has been constant since, starting with former colonies with an existing large diaspora aboard at the time, such as Angola (1992) and Senegal (1993). From the 1990's, dedicated ministries have also started to emerge, amongst others the Ministry for Moroccans Residing Abroad (Ministère des Marocains résidants à l'étranger, MMRE) in 1990 and the Ministry of Haitians Living Abroad (previously Ministry of Diaspora Affairs) in 1994.

Institutionalisation efforts were quite sporadic and unevenly distributed during the 1990s. However, it was in this period that novel types started to emerge. This diversification illustrates the various ways governments chose to institutionalise their relations with their diaspora, sometimes in order to operate in a more discreet way in host countries. These novel types (such as quangos and advisory bodies) are often a mix of government officials and diaspora leaders. This is the case for the High Council of Malians Abroad, created in 1991, which serves as the official representative body of the diaspora both in Mali and in the countries of residence. In countries with a large Malian diaspora, local councils are elected and those then elect representatives to the High Council.

From the 2000s, dedicated diaspora institutions started to flourish around the world. While the decision to create a diaspora institution was mainly a decision taken at state-level based on national needs, the late 1990s and early 2000s are also characterised by an increasingly influential role played by regional[5] or global actors.

Adopted in 2000, goal 8 of the Millennium Development Goals (MDGs) hinted at the potential of diaspora networks to support successful global partnerships that take into account the importance of lowering remittances costs and of the potential for skills and knowledge transfers between countries of destination and origin.

A few years later, in 2003, the World Bank's World Development Report 2003 stressed the importance of remittances as a large and steady source of external funding. The report also underlined that barriers to developing better institutions hinder policy implementation that could compromise growth. This report attracted the interest of many governments that lead the G–8 Heads of States, to call on the World Bank to steer efforts to improve data on remittance flows. In parallel, awareness was raised on the potential of diaspora for economic growth and the need to strengthen national institutions in this regard.

The first-ever high-level dialogue on international migration and development organised by the United Nations General Assembly made 2006 a breakthrough year in recognising the importance of diaspora engagement. Diaspora engagement was presented as a way to achieve a "triple win" for migration and development. In the same

5 An overview of each region's milestones in diaspora engagement is available in the EUDIF regional overviews.

dialogue, the Global Forum on Migration and Development (GFMD) was created. Since then, the GFMD has played a key role in anchoring diaspora engagement in policy debates, almost systematically including the topic on the annual agenda and exploring different diaspora capitals.[6]

In 2015, the 2030 Agenda for Sustainable Development provided new opportunities for diaspora involvement through a "whole-of-society" approach, calling for the inclusion of a broader variety of actors in development issues. In this regard, the Sustainable Development Goal (SDG) 17 specifically aims to "Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development". Several targets point to diaspora engagement actions, such as diaspora remittances to help end poverty (target 1), fair labour for diaspora through the creation of decent work opportunities (target 8a), and improving data to support the establishment of diaspora networks and facilitate the circulation of knowledge (target 12). In addition, objective 19 of the Global Compact for safe, orderly and regular migration clearly recognises the full role of diaspora to contribute to sustainable development.

Growing multi-level political recognition, as well as the work done by international organisations, such as the World Bank, IOM and ICMPD, has led to further development of diaspora institutions, particularly for their role as focal points in dialogues on diaspora engagement at national, regional and global level. This is in line with Gamlen's argument that diaspora institutionalisation is more likely to materialise in countries of origin engaging with global actors and that initiatives implemented by international actors that share "best practices" may have led governments of origin to imitate and learn from each other.

Overall, there has been a global spread in the development of diaspora related institutions in parallel with growing recognition from countries of origin of the potential of their diaspora to support sustainable development. At least 97 of the diaspora institutions of the 439 in our typology dataset were created in the last decade (27 have no clear date of creation). While, national priorities and particular events have been the first triggers for the creation of diaspora institutions, regional and global platforms have bolstered the trend and provided space for collaboration and cross-pollination.

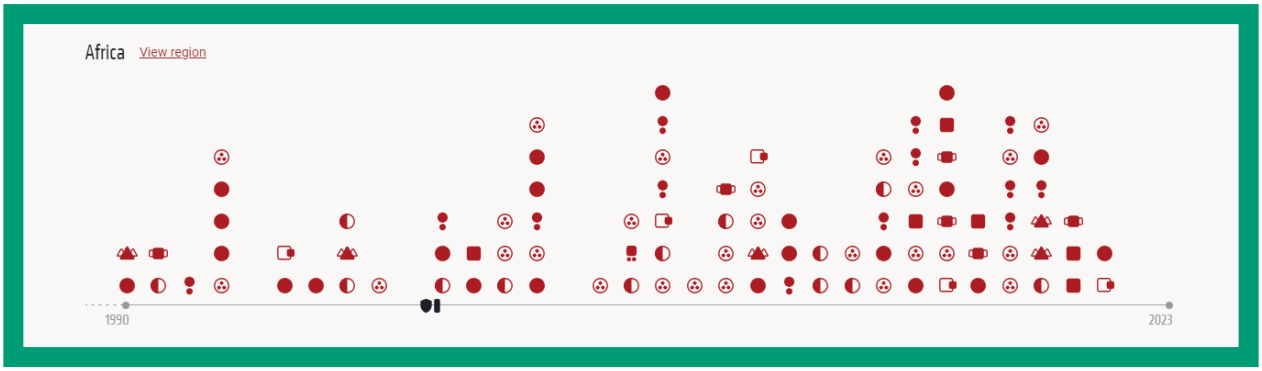
Typology models

Out of the 110 countries covered by the mapping, 108[7] have institutions at least partly dealing with diaspora engagement and 79 countries have at least one dedicated institution. Many countries have several institutions. Our six regional overviews identify trends and key initiatives in terms of diaspora engagement per region. To devise and manage these initiatives, countries of origin have created diaspora engagement institutions of different types.

A myriad of factors influences the decision to create an institution of a certain type. Such factors relate to the history of the country, the policy approach to diaspora engagement, the level of priority given to diaspora engagement, the level of decentralisation, the existence of services and programmes directed towards the diaspora, the resources available, as well as the level of trust and connection with the diaspora in addition to factors linked to the diaspora itself, such as its size.

6 The 2022-2023 GFMD, chaired by France, dedicates a roundtable to "Diasporas: actors of economic, social and cultural development of regions"

7 The two only countries without a related institution are Venezuela and the Marshall Islands.



Click to compare the six regions' institutionalisation

Very few authors have proposed typologies of diaspora institutions. The first one, to our knowledge, was put forth in the IOM-MPI Handbook for Policymakers and Practitioners in Home and Host Countries (2012) and included the following six categories:

- Ministry-level institutions, including dedicated ministries and those with a hybrid mandate;
- Sub-ministry level;
- Other national institutions that report directly to the executive branch of the government;
- Institutions at local level;
- Consular networks;
- Quasi-governmental institutions (e.g. foundations and advisory councils).

In 2019, Gamlen proposed another typology of six types of institution:

- Hybrid ministry (not dedicated to diaspora engagement);
- Full ministry (dedicated to diaspora engagement);
- Sub-ministry;
- Executive body. (This category matches the "other national institutions" of the IOM-MPI Handbook);
- Quango. (Here Gamlen only includes semi-private institutions);
- Legislative body. (This new type of institution partially covers the broad quasi-governmental institution category of the IOM-MPI Handbook. For Gamlen these institutions are housed within the legislative branch of the government.)

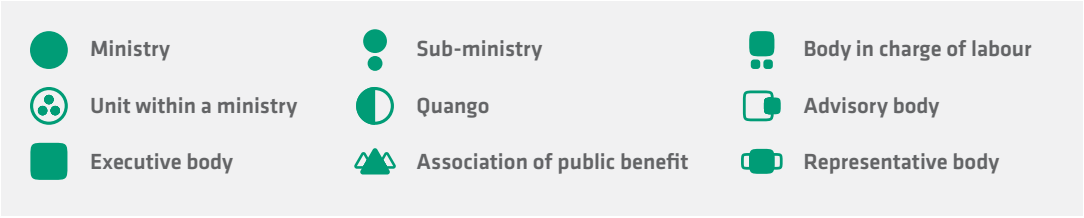
EUDiF's work builds on these two existing typologies and brings additional nuances and granularity in the analysis, reflecting the increasing diversity of diaspora institutions. In total, this typology identifies **nine types of institution**. In addition, it systematically specifies if these institutions have a mandate dedicated to diaspora engagement or an hybrid mandate in order to better situate their activities.[8]

8 Institutions at local level could benefit from a separate category. However, as this type of institution has not been the focus of EUDiF global mapping, it is not covered by this typology due to the absence of data.

EUDIF'S TYPOLOGY OF DIASPORA INSTITUTIONS

Institution types

The nine types of institutions are presented from the most to the least common.



Ministry (154 institutions spanning 95 countries)

Most countries have one or several ministries involved in diaspora engagement. Only five[9] countries covered by EUDiF's global mapping have a ministry fully dedicated to diaspora engagement. 14 out of 154 ministries have a hybrid mandate, such as the Ministry of Malians Abroad and African integration, or the Ministry of Foreign Affairs, International Business and Diaspora Relations of Dominica. When looking at hybrid ministries, the most common after ministries of foreign affairs are ministries of finance and economic affairs and the ministries of labour. The remaining 135 ministries deal with diaspora engagement as part of their mandate, but it is not their primary focus.

Unit within a ministry (66 institutions spanning 52 countries)

These units are mainly hosted under the ministry of foreign affairs. The majority are fully dedicated to diaspora engagement (41/66), such as the Directorate-General for Senegalese Abroad or the Georgian Diaspora Relations Department (both under their respective MFAs). Units can have shared competency, such as Benin's National Agency for Migration and Diaspora or the General Directorate of Consular Affairs, Immigration, and Chileans Abroad (under their MFAs). When looking at institutions that have a broader mandate, many units are directly attached to the Ministry of Labour, such as the Department of Employment and Manpower in Cambodia (under the Ministry of Labour and Vocational Training) or the National Agency for the Promotion of Employment in Niger (under Ministry of Employment, Labour and Social Security).

9 Bangladesh, Cabo Verde, Egypt, Haiti and Morocco.

Executive body (65 institutions spanning 34 countries)

These institutions are directly linked to the executive branch of the government. They can be fully dedicated (20/65), such as the Secretary of State for the National Community and National Skills Abroad of Algeria (under the cabinet) or the Office of the High Commissioner for Diaspora Affairs of Armenia (under the Prime Minister's office), or have shared portfolios such as the Office of Senior Special Assistant to the President on Foreign Affairs and Diaspora in Nigeria or the Department of Foreign Affairs, Overseas Embassies, Consulates, and Missions of the Federated State of Micronesia. However, the majority of executive bodies have a larger scope and are often linked to economic development more broadly, such as the State Agency for Public Service and Social Innovations under the President of the Republic of Azerbaijan, or the National Agency for the Promotions of Investments of the Democratic Republic of Congo.

Sub-ministerial institutions (47 institutions spanning 29 countries)

These bodies are hierarchically linked to one of the types of institutions mentioned above (mainly ministries or executive bodies) and can take a variety of forms such as institutes, offices or councils. They can be fully dedicated to diaspora engagement (28/47), such as the Institute for the Support of Emigration and Angolan Communities Abroad, part of the Ministry of Foreign Relations, a "guardianship body" (Órgão tutelado) responsible for diaspora engagement policies and programmes in Angola, assessment and analysis of Angolan diaspora needs and consular services. Another example is the Council of Representatives of Brazilians Abroad mandated by the Brazilian State Department to serve as liaison between the Brazilian Government and the Brazilian diaspora all over the world. Bodies with a broader mandate (17/47) are mainly linked to migration in general or economic development. For example, the National Agency for Investment Promotion of Gabon, a public administrative institution attached to the Presidency of Gabon and placed under the technical supervision of the Ministry in charge of Sustainable Development, Economy, Investment Promotion and Prospective.

Quango (34 institutions spanning 29 countries)

A quango is a hybrid institution that is both private and public, with a certain degree of autonomy and power but still partially funded or run by the government. The presence of a quango could be linked to a government's desire for a more hands-off approach to diaspora engagement. These institutions are mainly found in relation to investment or financial activities. Unlike the previous types of institutions mentioned, here only one quango is fully dedicated to diaspora engagement: the Fund in Support of the Investment of Senegalese Abroad. All other quangos identified have a broader scope and include national banks, chambers of commerce and trade, business and/or investment agencies such as the Barbados Investment and Development Corporation, or the Botswana Investment and Trade Centre.

Association of public benefit purpose (25 institutions spanning 19 countries)

Similar to quangos, these institutions are rather unconventional. They are autonomous but closely linked to the government because of the services they provide, which are usually complementary to services provided by the state. This new category comprises institutions from the IOM-MPI Handbook's typology under "quasi-governmental institutions". While some of them can be categorised under "legislative body" as proposed by Gamlen, not all can be (i.e. foundations). The difference between quangos and associations of public benefit purpose usually lays in the scope of their work. The vast majority of these institutions (18) are fully dedicated to diaspora engagement and have an important coordination role. For example, the High Council of Beninese Abroad (HCBE) was established in 1997 and recognised by the state as an "association with public utility" in 2000. The HCBE aims to regroup nationals abroad to facilitate their participation in national political life, protect their rights and interests, and promote investment in Benin. The Indonesian Diaspora Network is another example; it aims at organising and uniting the Indonesian diaspora globally. A few associations recognised as being of public utility are also of shared competency, such as Kyrgyz Global, aiming to unite young Kyrgyz people abroad to present them innovative and professional opportunities and possibilities to be involved in the development of Kyrgyzstan. A few institutions of this type (5) have a broader scope, such as the Afghanistan Institute for Civil Society, which aims to support a credible and competent civil society sector in Afghanistan by linking civil society organisations, donors, government and capacity building services through culturally appropriate certification schemes.

Public body in charge of labour (19 institutions spanning 12 countries)

This type of institution is almost exclusively found in Asia and the Pacific (with Togo as an exception). This is not surprising as diaspora engagement in these regions is chiefly linked to labour migration. These institutions are dedicated to training, recruiting and protecting labour migrants. For example, the Bangladesh Overseas Employment and Services Limited is a government-owned manpower export company. It operates the Employment Permit System with the Republic of Korea and manages recruitment schemes for Jordan and Japan as part of Memoranda of Understanding signed between 2008 and 2018. In Kiribati, the Career Counselling & Employment Centre governed by the Ministry of Labour and Human Resource Development seeks to address unemployment in Kiribati through counselling for unemployed workers and linking them with the national and international labour market, notably the Recognised Seasonal Employer scheme and the Seasonal Worker Programme. All but three are institutions dedicated to diaspora engagement.

Advisory body (17 institutions spanning 16 countries)

These institutions are specially created to coordinate the work done by several institutions and to provide them with advice on diaspora engagement matters. Most of them are fully dedicated to diaspora engagement (10/17). For example, the High Council of Senegalese Abroad is recognised by the Ministry of Foreign Affairs and Senegalese Abroad as an advisory body supporting the work of the General Directorate of Support to Senegalese Abroad. It is responsible for initiating, coordinating

and implementing government policies aimed at ensuring the well-being of Senegalese abroad and represents diaspora associations around the world. The Diaspora Advisory Board (under the Ministry of Foreign Affairs and Foreign Trade) in Jamaica is another example of such an institution. When institutions have a broader scope, we find mainly advisory bodies dedicated to economic issues or to migration in general, such as the National Human Mobility Working Group in Ecuador or the National Economic Advisory Council of Malaysia.

Representative body (12 institutions spanning 12 countries)

Representative institutions are mainly created to represent the rights of the diaspora in the country of origin, often through the development of targeted laws. They are often linked to the legislative branch, but can also be hosted under ministries. They partially include "legislative body" from Gamlen's typology. These institutions are also usually partially composed of diaspora members. For example, the Jamaican Joint Select Committee of the Houses of Parliament on Diaspora Affairs (under the Ministry of Foreign Affairs and Foreign Trade) aims at steering the relationship between the government and the diaspora, especially due to its bipartisan composition. Another example, the Higher Council for Tunisians Abroad (under OTE) is consulted on drafting laws and regulations, international conventions and treaties relating to Tunisians abroad. This type of institutions is usually fully dedicated to diaspora engagement (8/12). The only exception of an institution with a shared mandate is the Standing Committee on Science, Education, Culture, Diaspora, Youth and Sport in Armenia, which is based at the National Assembly of the Republic of Armenia and is in charge of laws governing those areas. Similarly, only a few of this type have a broader scope. An example is the Committee on Social Affairs, Education, Science, Culture and Health of the Jogorku Kenesh (the Kyrgyz Parliament) which suggests and offers to the government key directions for the development of new laws or programmes for all Kyrgyz nationals with a particular attention to Kairylmans (diaspora) and labour migrants working abroad.

Embassies and other diplomatic missions

Embassies and other diplomatic missions – such as consulates - are a key interface for the diaspora. They offer diverse services to nationals abroad (see below). Building ties with the diaspora and strengthening relations in the fields of economic development, culture and education is also an important segment of the work of most diplomatic missions. Through these different types of interaction and local presence, diplomatic missions are in a unique position to measure diaspora needs and inform the national approach to diaspora engagement. They can also be active partners in gathering information and conducting activities with the diaspora beyond their consular duties, for example to conduct diaspora profile and mapping exercises. Some countries have entrusted diplomatic missions with a very strategic role as part of their diaspora infrastructure. Mexico, for example, is known for its efficient consular system which is a key tool in the country's diaspora engagement approach.

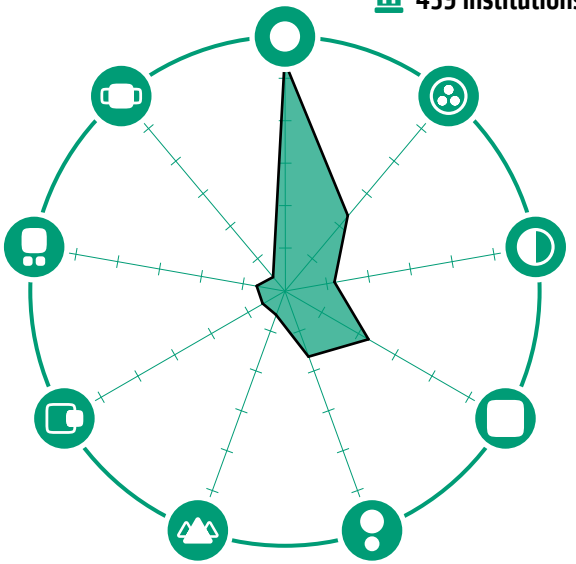
Institutional landscape

How to read these graphs?

Radar graphs allow us to visualise the distribution of institutions per region. Note that each regional graph is built on a different scale as the number of countries studied per region vary greatly, therefore influencing the number of institutions covered.

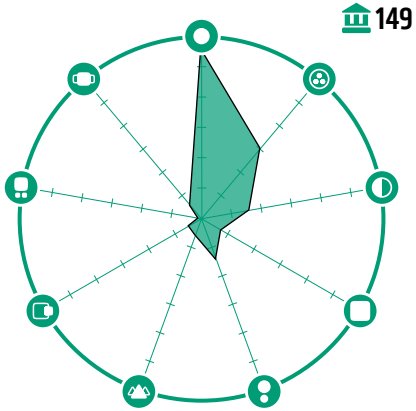
Global

110 countries
439 institutions



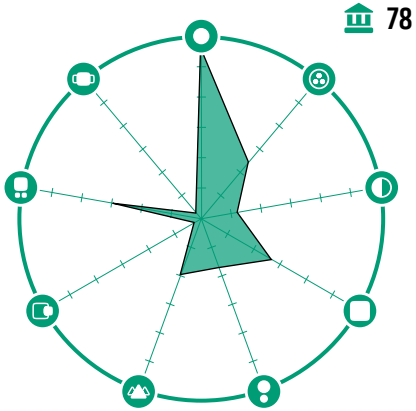
Africa

42
149



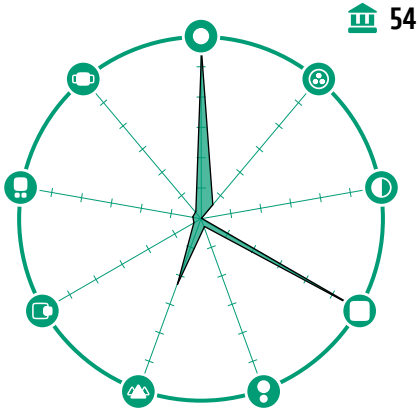
Asia

16
78



EECA

10
54



LAC

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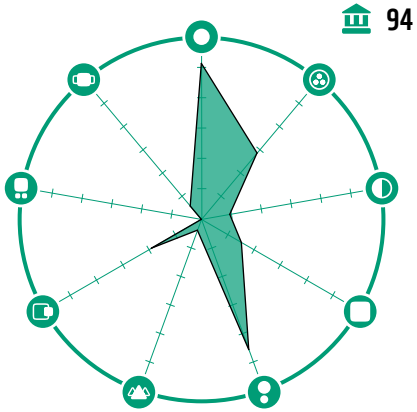

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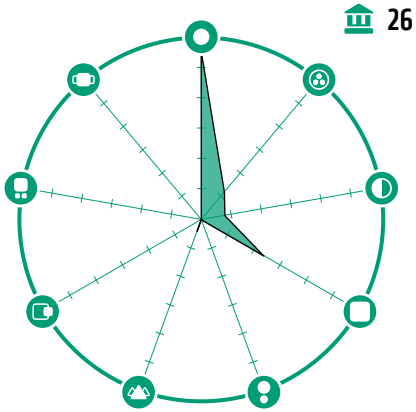

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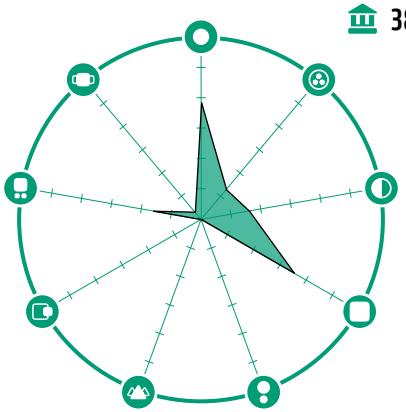

- Ministry
- Unit within a ministry
- Executive body
- Sub-ministry
- Quango
- Association of public benefit
- Body in charge of labour
- Advisory body
- Representative body

Main sectors of intervention

The nine types of institution engage with the diaspora through a range of entry points and across several sectors. This section sheds light on key sectors of intervention. In addition, it looks at a few illustrative examples of modes of intervention within these sectors. It should be noted that the sectors of intervention often overlap and many institutions are active in several sectors of intervention with no clear-cut ranking between them.

The sectors of intervention reflect the main types of diaspora contributions to development, namely economic (economic development), social (relations, networks), human (skills, knowledge, experiences) and cultural (culture and education). They also corroborate Gamlen's analysis of the main reasons behind the creation of diaspora engagement institutions:

- Discussing bilateral labour agreements;
- Informing about legal migration and protecting the rights and interests of the diaspora;
- Advancing diaspora political rights;
- Channelling remittances;
- Conserving cultural identity;
- Sustaining networks.

The sectors of intervention of the diaspora-government relationship are diverse and this diversity is reflected in the variety of services provided. Consular services to nationals abroad ranks at the top of the list. It is widely acknowledged that the delivery of effective services in this regard is a prerequisite to build trust and foster mutually beneficial diaspora engagement.[10] Therefore, consular services are usually the first step into diaspora engagement. While economic development comes predominantly as a priority of diaspora engagement it is not surprising that it represents another important sector of activity. In any given country, the variety of sectors of intervention usually grows with time, as more services are proposed. We can also see that some sectors of intervention are regionalised as they reflect particular regional trends, such as labour migration in Asia and the Pacific.

Consular services

Consular services are predominantly the first type of services provided to citizens abroad. They include administrative services to nationals abroad linked to documentation (such as issuance of passports, delivery of birth certificates) as well as voting from abroad, legal assistance through the legalisation of documents or legal advice to the diaspora, information on economic opportunities (investments, business schemes) or belonging (culture, heritage tourism, and youth), emergency assistance and support to return and reintegration. Consular services are increasingly being provided digitally, in order to facilitate access to services for the diaspora and several countries have created dedicated websites in this regard. Consular services are overwhelmingly provided by ministries of foreign affairs

10 See the takeaways from the EUDiF Webinar on the role of homeland governments in diaspora engagement, 02.02.2022, here.

(or similar), through their network of embassies and consulates, or units within the ministry, such as the Department of Protocol and Consular Services of Botswana or the General Directorate of Consular Affairs, Immigration, and Chileans Abroad (under the MFA) in Chile. Sub-ministerial bodies, such as the General Directorate of Peruvian Communities Abroad and Consular Affairs (under the MFA), can also provide these services. When there is an executive body in charge of foreign diplomacy instead of a ministry, this institution usually remains in charge of consular services, as is the case for the Department of Foreign Affairs, Overseas Embassies, Consulates, and Missions of the Federated States of Micronesia. In a few cases, local authorities are also involved such as the "Maisons" of Moroccans Resident Abroad and Migration Affairs (Maison des Marocains du Monde) which serve as the main point of access and services for the Moroccan diaspora. The maisons works with a network of cultural centres in several countries of residence, which organise activities to promote Moroccan culture and build links between the diaspora (especially the 2nd and 3rd generations).

Economic development

Engaging the diaspora for economic development has been a common initial entry point for most governments. Economic development can take various forms that Orozco classified as the "5 Ts": tourism, transportation, telecommunication, trade and transmission of monetary remittances. Economic development is a transversal issue for many ministries but also for units within ministries, dedicated or not to diaspora engagement. In this regard, ministries of foreign affairs are commonly involved in economic development. Different modes of engagement are used to involve diaspora in driving economic development, ranging from simple information sharing to fully-fledged programmes, and more broadly through diplomacy. Other ministries can be involved, such as the Ministry of Trade, Commerce, Entrepreneurship, Innovation, Business and Export Development of Dominica, the Ministry of Industry, Trade and Tourism of Fiji or the Ministry of Tourism, Art and Culture of Ghana.

However, the main type of actor involved in economic development are quangos and have usually a broader scope than diaspora engagement. This is not surprising as the private sector plays a central role in economic development. First, national banks are key players when it comes to remittances and investment. Bangladesh Bank, for example, was involved in the setting up of the Wage Earners' Development Bond, which was one of the first diaspora engagement initiatives established in Bangladesh.

Various states have created investment agencies aimed at attracting investment in general and targeting the diaspora in particular. In 2020, the Barbados Investment and Development Corporation launched its three main programmes (Bajans Connect, Innovate Barbados, and Bloom) under the theme "We Connect". This initiative integrates the three programmes under a common strategy focused on engaging the diaspora's potential as an export market, as well as its potential contribution to Barbados' development through the exchange of ideas, expertise, and investment. Additionally, some countries have also established quangos with the aim to ease the creation of new businesses. For example, the Federation of Enterprises of Congo (FEC) guides companies step-by-step to "build together" their projects and cultivate the spirit of entrepreneurship in the country. The FEC website is the main platform providing information to members of the diaspora interested in

investment opportunities and seeking information on administrative processes related to business. Finally, some quangos can also support the role of the diaspora as cultural and brand ambassadors for the country (Brand Kenya Board). Kenya Foreign Policy recognises the vital role played by the diaspora as cultural and brand ambassadors for the country and stresses the value of "diaspora diplomacy", recognising the importance of harnessing the diverse skills, expertise and potential of Kenyans living abroad, and facilitating their integration in the national development agenda.

Liaison and networking

Liaising with the diaspora is an important aspect of diaspora engagement as it helps build trust but also ensures that the diaspora is aware of the services proposed by the country of origin. Liaising with the diaspora helps the government to adapt services to needs; it also provides the diaspora with an institutional entry point to addresses their interests and needs. The majority of the institutions involved in liaising with the diaspora are fully dedicated. There is, for example, Mexico's sub-ministerial institution, the Institute of Mexicans Abroad, whose mission is to address initiatives and needs of Mexicans living and working abroad, as well as to promote strategies, and collect proposals and recommendations.

One common activity under this area of intervention is yearly diaspora gatherings around a specific thematic or other types of conferences and meetings. Rewards and other tokens of recognition given to exemplary diaspora members are another way to keep the links between the homeland and the diaspora strong. For example, the Pravasi Bharatiya Samman is organised by the Ministry of Overseas Indian Affairs to honour exceptional contributions from the diaspora.

It should be noted that liaison work can also be done within the country of origin itself, to ensure that diaspora engagement is mainstreamed across government. This is the case in particular in Moldova and Ethiopia.

Labour migration

Labour migration is an important topic when it comes to diaspora engagement, mainly in Asia and the Pacific. Services provided to the diaspora under this sector of intervention are threefold: pre-departure training, enhancing safe and regular recruitment processes, and supporting the rights of migrant workers abroad as well as providing them with social protection. Crosscutting issues linked to labour migration are economic development – mainly through remittances – and the return and reintegration of former migrant workers. When looking at dedicated institutions involved in labour migration, we can see that the majority of institutions are public bodies in charge of labour. These institutions deal first-hand with pre-departure training and ensure migrant workers' rights and fair recruitment, either through direct recruitment or by working closely with accredited recruitment agencies. For example, the Manpower Training and Overseas Sending Board in Cambodia, is a public employment agency, which is tasked with recruiting, training, and sending workers to South Korea. It is a special structure (public body in charge of labour) within the Ministry of Labour and Vocational Training, which facilitates government-to-government labour migration agreements.

In a few cases, these tasks can also be carried out by units within ministries such as the Protector General of Emigrants (PGE), under the Ministry of External Affairs, which is the authority responsible for protecting the interest of Indian workers going abroad. PGE is also the authority that issues the Registration Certificate to the Recruiting Agents for overseas manpower exporting business. When looking at institutions with a broader scope, ministries of labour are the main type of institution involved. They set the state's labour migration policies and are in charge of concluding social protection agreements.

Policy and legal framework for diaspora engagement and/or migration

Another sector of intervention is linked to the development, implementation and promotion of policy and legal frameworks dedicated to creating an enabling environment for diaspora engagement (when the institution is dedicated), or broader policy areas that touch on diaspora matters (i.e. migration, development, labour or investment policies).

Institutions in charge of developing, implementing and promoting policies are largely executive bodies, such as the Office of Senior Special Assistant to the President on Foreign Affairs and Diaspora in Nigeria, which holds a supervisory and consultative role in the implementation of the government's diaspora engagement policy. Ranking second, ministries play also a key role but generally have a broader scope and are less often fully dedicated.

Institutions often straddle policy development and liaison. For example, in Egypt, the Higher Committee for Migration's mandate includes policy development, coherence, and coordination of all bodies involved in mobility management. Similarly, the National Council for the Dominican Communities Living Abroad is in charge of executing a participative process to create policies and programmes that link and integrate Dominicans living abroad to the national policy. It is also tasked with recommending policies that promote the strengthening of ties between communities living abroad with communities in the Dominican Republic to facilitate the execution of joint projects and activities.

Return and reintegration

Return and reintegration[11] in diaspora engagement is often linked to economic development and the fight against "brain drain". Permanent returnees can make significant contributions to countries of origin by bringing in necessary skills and alleviating the prevailing challenge of skills mismatch faced by many countries.

This sector of engagement has been a key priority in Asia. Return and reintegration programmes for lower skilled migrants are also directly related to labour migration and have been designed in order to increase the employability of migrant workers when they are returning home. In the EECA region, return, reintegration and repatriation have been a prime concern directly linked to the state building process. For example, the repatriation programmes in Kazakhstan and Kyrgyzstan aim to increase the number of ethnic population in both nation states.

11 This typology exclusively looks into permanent return and reintegration programmes.

When we look at the type of institutions involved in this area, we see units within a ministry or sub-ministerial institutions are primarily those created and fully dedicated to returning diaspora members. This is the case, for example, of the Libyan Department of Expatriate Affairs (under the MFA), competent for relations with the Libyans living abroad including facilitating return or the HCMC Committee for Overseas Vietnamese, a sub-division of the MFA, for matters pertaining to Viet Kieu based in Hoh Chi Minh City. With the support of the ministry, it offers reintegration assistance to returning migrants, including support for finding work and accommodation. A less common example is the case of the El-yurt umidi Foundation (association of public benefit purpose) created under the Agency for the Development of Public Service under the President of the Republic of Uzbekistan and tasked with strengthening contacts with compatriots with knowledge and rich practical experience, to invite them to take up various prestigious positions in Uzbekistan. Since 2020, the foundation has had the mandate to attract compatriots living abroad to work in government and economic administration bodies and state-owned enterprises. Iraq followed a similar path, attempting to attract highly skilled diaspora members to work in senior governmental positions.

More broadly, ministries or executive bodies not dedicated to diaspora engagement are also involved in return, such as the Niue Government (executive), responsible for determining the strategy to encourage Niueans living overseas to return.

Human capital & skills transfer

The definition of human capital has evolved a lot since the term was first coined. Initially, economists used the concept to designate characteristics considered useful in the production process, such as employee knowledge, skills, education and health. The definition has been broadened over time to encompass more personal or "soft" skills, such as specific talents, creativity, capacity to innovate and digital literacy. This expanded notion also includes interpersonal skills and social capital. The understanding of "human capital" will inevitably continue to evolve alongside the global technological transformation.[12] In today's broader concept, human capital is the backbone of human development and economic development. Indeed, accumulating human capital improves productivity, facilitates technological innovations and makes growth more sustainable.

Skills transfer schemes can be put in place to address the lack of particular profiles in the country of origin, due to brain drain for example, such as the Brain Gain Malaysia programme under the Ministry of Science, Technology & Innovation, targeted at expediting Malaysia's development into an innovation-led economy by leveraging on the talent pool of the Malaysian diaspora. Skills transfer schemes can also take other forms such as mentorship or short-term consultancies to provide specific technical skills and support innovation. For example, the Ministry of Research and Technology in Indonesia aims to attract scientists and educational staff from the diaspora for short-term skills transfer programmes.

In order to mobilise diaspora skills and experience, institutions can promote the creation of dedicated diaspora organisations or networks – as done by the Institute of Mexicans Abroad with the

12 EUDiF's 2022 Future Forum focused on the theme of human capital; see the report.

foundation of Red Global MX whose main objective is to connect and engage with highly qualified members from the diaspora. Furthermore, diaspora institutions can institutionalise diaspora human capital transfer schemes – as illustrated by the effort of the Bureau for Relations with Diaspora of Moldova with the support of EUDiF.

Skills transfer schemes can also be permanent schemes. In this case, they are directly linked to return and reintegration (see above).

Institutions with a focus on skills transfer can be either dedicated or not but are not widespread as skills transfer is more often included as a transversal mandate of diaspora related institutions. Algeria is one of the only countries to have created a fully dedicated institution, the Secretary of State for the National Community and National Skills Abroad.

Culture and education

Culture and education, often linked to youth, are usually crosscutting sectors. However, in a few cases this is the core mandate of a particular institution. It is interesting to see that several countries, mainly in Eastern Europe and Central Asia, have created institutions with the aim to support cultural and language preservation. Kazakhstan has even created several. As early as 1995, it created the Assembly of the People of Kazakhstan, a dedicated institution engaged in activities of development and preservation of the Kazakh language and culture among the Kazakh diaspora. Additionally, the Department for Inter-ethnic Relation (under the Ministry of Information and Social Development), a second dedicated institution, coordinates interaction with diasporas and organisations of compatriots living abroad and monitors and analyses the cultural situation of compatriots living abroad. In Uzbekistan, the Ministry of Higher and Secondary Special Education of the Republic of Uzbekistan also implements dedicated programmes, such as language training and providing scholarships to support its youth to study abroad. This illustrates the importance of cultural preservation as well as youth engagement, trends highlighted in our regional overview of EECA. Finally, ministries of education are also sometimes in charge of certifying education degrees and certificates. This is the case in Jordan for example. It is crucial for Jordanian return students to authenticate their degrees and certify institutional accreditation to be able to work in their country of origin with a diploma obtained overseas but also for diaspora members to study in Jordan. It is also intended to facilitate the recognition of Jordanian qualifications by other countries.

REFLECTIONS: DIASPORA INSTITUTIONALISATION'S PAST, PRESENT AND FUTURE

The objectives of this typology are threefold. Firstly, it gave an overview of the evolution of the institutionalisation of diaspora engagement. Secondly, it shed light on key types of diaspora institutions. Thirdly, it explored the main sectors of intervention of diaspora institutions.

Does this mean that diaspora institutions are really a must to enhance diaspora engagement, or is it more of a fad pushed for by international actors in the past 20 years? It might be a bit of both. It is important to emphasise that the creation of an institution has both a strong political and symbolic impact. It embodies the priority given the diaspora for the country in question. It also has operational ramifications, creating an enabling environment, providing services, enhancing communication and driving dialogue with the diaspora.

More than two-thirds
of countries have at least one institution fully-dedicated to diaspora engagement.

Having a diaspora institution in place has comparative advantages. It provides a structure that can drive the national agenda to foster collaboration with diaspora, it also offers a rallying point for the diaspora (and a focal point for policy discussions globally) and service delivery mechanism or liaison for the diaspora. While the impetus to create such institutions usually comes from national politics and priorities, since the 2000s, regional and global policy frameworks have sparked new interest, which has contributed to the booming of diverse diaspora institutions. International organisations have certainly influenced the development of diaspora institutions in the past two decades by supporting the development of diaspora institutions and providing space for mutual learning and "peer to peer" exchanges.

Looking at the timeline of institutionalisation, it appears that most countries have followed the same model. Diaspora engagement started with the provision of consular services, which has expanded over the years from basic services (access to documents and emergency assistance) to a larger portfolio including remittances, investment or means to maintain cultural ties with the country of origin. With the proliferation of services targeted at the diaspora, specific institutions started to emerge to cover areas of particular interest. Economic development being the main priority today in terms of diaspora engagement globally, it is no surprise that institutions dedicated to attract remittances or investments (either specifically from the diaspora or more broadly) have been developed in almost half of the countries covered by this analysis, while the vast majority of institutions cover this area at least transversally.

Having a dedicated institution to a specific sector of intervention helps with visibility and communication of related services. In this regard, national digital platforms have been created to enhance visibility and activities or incentives so as to encourage diaspora engagement. Sharing information and maintaining ties with the diaspora is also a key tenet of successful diaspora engagement and half of the countries included in the typology have at least one institution in charge of liaison with the diaspora.

The role of diaspora institutions in visibility and communication of government services is important. Having a clear interlocutor can help stimulate and streamline diaspora engagement.

When looking at the institutional profile of the 22 regional pioneers[13] identified in EUDiF's regional overviews, it is clear that consular services, liaison and economic development are priority sectors of activity, in line with the general trends highlighted in this typology. However, it is interesting to see that pioneers tend to put a higher emphasis on the development, implementation and promotion of policy and legal frameworks dedicated to creating an enabling environment of diaspora engagement than what can be seen in the overall sample. This hints at the importance, beyond the creation of institutions, of a stable and sound enabling environment.

Institutional performance in the field of diaspora engagement is contingent upon the following three elements:

1. Having a favourable overall enabling environment;
2. Institutions have a clear mandate and implementation capacity;
3. Inter-institution coherence and coordination.

Creating an enabling environment conducive to diaspora development contribution remains a key issue. There is no one single approach in this regard. A plethora of factors need to be taken into account when analysing an enabling environment. These include the political and regulatory environment, the recognition of the potential of the diaspora as an actor, the provision of civic and political rights to nationals abroad, the perception of the diaspora by the local population, other socio-economic considerations, access to information, and - above all - trust. Additionally, institutional capacity and public resources are required for the system to function. Here, it is important to underline the value of capacity development and skills enhancement opportunities for government staff. With adequate tools and skills, a lot can be achieved, without necessarily being costly.

Governments should remain mindful to develop institutions only once they have a clear vision of the services they wish to provide, and the means to do so.

Having a diaspora policy or a dedicated institution is not always required to enable diaspora engagement, nor is it always sufficient. When looking at the above-mentioned regional pioneers, not all of them have adopted a diaspora policy and they all have very different diaspora institutional arrangements. However, the majority of pioneers have at least one fully dedicated diaspora institution, with the exception of Fiji and Tonga.[14] When it comes to the types of institutions created in the pioneer countries, it is interesting to see that the approach overall started by being centralised, with executive bodies, ministries and units within a ministry being the main types. It is only at a second stage that alternative institutions, such as quangos and associations of public purpose, were created, representing a higher portion (19%) of institutions than on average (13%) in the 110 countries. However, there are many reasons for choosing less centralised institutions. It could be seen as a complementary approach to a strong centralised basis (as in most pioneer countries), but

13 Armenia, Azerbaijan, Bangladesh, Cabo Verde, China, Egypt, Fiji, Ghana, Guyana, India, Jamaica, Kenya, Lebanon, Mexico, Moldova, Morocco, Nepal, Rwanda, Samoa, Senegal, the Philippines, Tonga.

14 In Fiji and Tonga, all diaspora institutions have a broader scope than diaspora engagement and the issue is spread across various institutions, including ministries, quangos and executive bodies.

it can also be a way for a government to engage when relations with the diaspora are contentious, to start building interest and links going beyond the image of the state.

Moreover, in order to ensure a more sustainable approach, and in particular to scale financial and human resources, contemplating unconventional types of diaspora institution where the state is less involved could be a suitable way forward. Quangos and associations of public purpose benefit bring their own resources (at least partially) and can act as a bridge between the government and the diaspora, enhancing trust. For now, quangos are relegated to investment and economic development, which is not surprising as they are directly linked to the private sector. Nevertheless, they could possibly be extended to other sectors of intervention such as skills transfer (following the example of TalentCorpMalaysia) but also in the sectors of networking, return and reintegration and culture. Similarly, associations of public benefit purpose are overwhelmingly linked to liaison with the diaspora but they could also support centralised institutions in the fields of skills transfer, culture and education.

By enhancing diaspora institution coherence and coordination, countries of origin can optimise their resources and provide a clearer picture of "who's who" for the diaspora and help enhance communication and access to services.

Finally, coherence is an important factor when it comes to diaspora institutions. While many institutions have thrived in the past decade, the role played by each individual institution has sometimes become less clear. When developing this typology, it appears that many institutions had overlapping mandates. While it is not surprising that a single institution covers topics such as economic development, labour and networking, it becomes sometimes difficult to understand which institution is primarily in charge of a specific sector of intervention. Before creating a new institution, it is important to consolidate the mandate and activities of existing ones and to make sure to create a new institution only if there is a gap. A recurrent criticism put forth by the diaspora when asked why they are not engaging with their country of origin is the lack of a clear interlocutor and a clear understanding of the roles of the different institutions.

As demonstrated in this typology, diaspora institutionalisation is ever-evolving and keeps increasing in complexity and diversity, opening up new thinking to refresh and expand diaspora engagement.

Lines for further research

As more and more countries seek to strengthen their relations with their diaspora, delving deeper into diaspora institutional models would be valuable. Extensive analyses at the local, national and regional levels would help to better understand preferred approaches to the institutionalisation based on combinations of institution types.

Moreover, evaluation and impact analysis would be useful to assess the methods used by different types of institutions to effectively deliver their services. However, it is important to keep in mind that a number of institutions are still relatively recent and that it might be premature to attempt to draw conclusions in some contexts.

Additionally, local development being increasingly important in diaspora engagement, it is also worth looking at countries that have successfully developed local institutions, such as Mexico, India and Ethiopia. A network of local institutions can greatly enhance diaspora engagement as they are closer to the diaspora and provide opportunities directly in communities. The diaspora is often more prone to engage in their own local communities because of stronger ties and because it makes it easier for them to monitor the results of their actions.

“ This typology has been a long time in the works. I would like to thank the rest of the team who supported me in the conceptualisation, data collection and visualisation.

As a researcher, it is always a fascinating challenge to attempt to categorise data, but creating this typology whilst implementing projects has also allowed us to directly test how the typology can be used in practice. Publishing the typology as both an academic exercise and practicable tool is extremely rewarding.

I hope that other researchers and diaspora and/or development practitioners will find this a useful contribution, and I welcome any feedback on the typology and its potential uses. ”

- Dr Fanny Tittel-Mosser
Knowlege Management and Research Officer, EUDiF

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European Union Global Diaspora Facility
ICMPD
Rue Belliard 159
1040 Brussels
Belgium

www.diasporafordevelopment.eu

EU-diaspora@icmpd.org

@diaspora4devEU