

# ***Co- and solidarity development: Catalyst of Circular Franco- African Migrations?***

3rd meeting of the UK National Network for the EMN  
*Circular migration in a Points-Based-System – chances and  
challenges for the UK*

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# Outline

1. Definition & Context of France's co-development
2. Goals, Rationale and Contradictions
3. Funding-Mechanisms, Actions
4. Evolution, Critic and Corrections to the Concept
5. Autonomous replication of co-development by source country governments and NGOs (the case of Senegal)
6. Link to circular migration
7. Policy recommendations

# Definition of co-development

- cooperation for development: „all development aid involving the participation of immigrants living in France whatever the nature or modalities of their contribution“

France, Ministry of Immigration, Integration,  
National Identity and Solidarity Development, 2008

# Contextualizing co-development

- translates into migration policy the theory of **migrant transnationalism**
- overcomes the bipolar migration framework
  - shorter social distance « home/host country a single arena of social action » (Margolis, 1995)
- promotes **circular migration** and **cosmopolitanism**
  - migrant as a « go-between » identities/ cultures/ societies/ spaces/markets
- implements the **modernization** theory of migration
  - migrant as « agent of change »
- clashes with assimilation/integration policies

# Underlying rationale

- Migrant as agent of development → regime change in source country
  - partially in Senegal, Tunisia
- Source country development → reduces migratory pressure → less migration to France
  - failed → case of Tunisia linked to EU through association agreement → more migration
- Double-dipping for host country
  - migrant labor
  - migrants' financial transactions as revenue for French financial services operators (Mode 1 GATS; mode 3 GATS)



# 5 official (contradictory) goals

1. support local development in zones of high out-migration
2. contribute to the human capital development of origin countries by virtual or physical return of competencies, skills, and expertise
3. encourage productive investments by migrants in their home communities, whether or not migrant returns
4. decrease costs of remittances transfer and offer tax breaks for productive savings
5. improve integration of young persons with a migratory background



# Reducing the costs of migration

- migrant
  - promotes self-perpetuating migrant networks (Massey et al. 1993)
  - empowerment
- host country
  - less assimilation difficulties (network-mediated migration is encouraged)
  - lower costs of administering development aid
  - «shared responsibility»-model of delegation to non-state actors
- source country
  - less political constraints: co-development as transnational model of governance outside the « state »
  - more development: skill & financial transfers, new FDI & export opportunities for nostalgia goods/ethnic tourism
- those remaining behind
  - transfers circumvent « corrupt » source country governments and can be directly disbursed



# 3 levels of co-dev funding

- €36 million in 2010 (in 2009 €69)
    - multilateral aid €2 million
    - bilateral aid €29.5 million (limited to countries linked by a bilateral migration agreement to France)
    - individual return & reintegration support €4 million
- cumulation is possible





# 3 co-dev « actions »

- co-financing
    - migrants' collective investments  
rely on Diaspora being organized
    - individual migrant's savings thru tax breaks  
« bancarized » co-development aid see Crayen et al. 2010
  - structural/sectoral aid (health, agriculture & finance)
    - direct financial
    - skill transfer thru circular migration
  - decentralized aid
    - twinning cities, research institutes, hospitals
- » « solidarity development »  
(Ministry of the Interior, formerly MIINDS)  
to get less migrants/improve



# 3 phases of co-dev in France

- 1970-1980:
  - “compensation” offered by France to Diaspora that agreed to identify their nationals on illegal stays in France
- 1990-2006:
  - de-coupling from irregular migration
  - collective co-financing (Mali/Senegal) expanded
  - vocational and professional training for Algerian and Senegalese migrants returning voluntarily
- 2008 onwards:
  - re-dimensioning (financial)
  - bifurcation (collective vs individual schemes)
  - individualization (tax breaks as promising feature)

# New Tools: Improving Trust

- Co-development savings account Law 119 (2006)
  - limited to temporary labor migrants lawfully in France
  - **25% of savings and up to Euro 20'000 are de-fiscalized**
- Co-development bank booklet Law 1631 (2007)
  - limited to citizens of countries signing onto **new pact**
- Co-development prize is decreed in 2008
  - honors individual migrants (€ 3000) installed in France or made use of return/reintegration support
  - honors immigration associations
  - project awarded obtains (€ 12'000)

# Link to circular (+return) migration

- until 1980s:
  - co-dev funding limited to Diaspora organizations willing to denounce individuals in unlawful stays in France → link to return migration
- since 2006:
  - **individual** aid delinked from return
    - co-dev savings account
    - circular visa (automatic Schengen-visa renewal for businesspersons, politicians)
    - aid to university professors willing to teach in country of origin
    - higher level of individual reintegration support if entrepreneurial activity
  - **structural** aid for skill upgrading in source country → improve competitiveness of Tunisian workers on global marketplace



# Senegal: co-dev as return strategy

- Active role of Senegalese
  - Diaspora finances up to €3.3 million in projects in Senegal
  - government matches with €0.57 Mio the French funding (of €9 Mio. for three years starting 2009)
  - success rate of “classic co-development”: out of 197 projects supported by 15 development operators (agencies, NGOs, PPPs in 2008)
    - 52% of them remain active
    - generated investments of up to €130 Mio.
    - employment created for up to 800 individuals
- France’s emphasis on technically assisting young Senegalese entrepreneurs in accountancy, cost/benefit analysis, how to conduct feasibility studies and how to market their products
  - most of Senegalese in France have completed a tertiary education and but lack managerial and marketing skills and tools to succeed with their export/import enterprises, consultancy firms in development, education, health, sustainable development

# *Tunisia: co-dev as skill upgrading in migration pact with France*

- Diaspora in France is less organized than Senegalese
  - Important flows of Tunisian workers to France (particularly seasonal workers), unlikely to ebb
  - Tunisia is part of European Neighbourhood Policy and has closer ties to Europe than Senegal (circular migration is reality)
- emphasis is laid on skill-upgrading, rather than Diaspora actions;
- tripartite conventions by France's Ministry of Immigration with
1. the Technical Center of Mechanical and Electric Industries of Tunisia (CETIME)
  2. Tunisia's Ministry of Education and Training and the Mediterranean Institute of Metallic Industries Menzel Bourguiba
  3. Tunisia's Ministry of Education and Training & French Agency for Professional Education of Adults (AFPA)

# conclusions: tailor, trust, target

- Tailoring of funding to type of migration/target country
  - role of Diaspora (organized, decentralized development possible)
  - skill level, incl linguistic skills of migrants
- Trust
  - involve private sector
    - financial service operators in tax breaks on savings
    - industry associations in pre-employment training
  - embed co-dev in bilateral migration agreements to monitor projects → « shared responsibility »
- Target groups
  - Highly skilled migrants: co-dev thru skill transfer → circular migration visa
  - Low-skilled, temporary migrants: co-dev thru financial savings & return support

# improve coherence

between:

1. level of co-development funding & level of remittances
2. circular migration and co-development funding
  1. limit admissions under „skills & talents“ permit to persons with a co-development project
  2. grant renewals of Schengen visa to entrepreneurs (not only to politicians, university researchers)
3. Ministry of Foreign Affairs (co-dev) & Ministry of Interior (solidarity dev) in France
4. host country co-development & replication by source country (tres-per-uno in Mexico)





# involve new co-development actors

thru bilateral agreements („shared“→„co“-responsibility“)

- partnerships with Diaspora organizations
  - avoid blanket reference to „immigrant associations“ in bilateral agreements
- formalize role of IOs in bilateral migration agreements
  - Ex: France and **Congo**: EU, UNICEF and WHO →IOM-MIDA, UNDP TOKTEN, UNESCO-UNEVOC?
- conclude private-public p'ships
- introduce additional public-public partnerships
  - university hospital of Brazzaville/Dakar & university hospital of Lyon/ others/France
  - France's Ministry of Immigration & Tunisia's Technical Center of Mechanical and Electric Industries

# Thank you for your attention!

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