



# EU Migration cooperation with Cape Verde

Migration policy brief | No. 7



Ministry of Foreign Affairs



## Introduction

Cape Verde has long been a development partner country for the Netherlands, but since 2004 the Netherlands is developing a new kind of relationship with Cape Verde covering a broader range of issues. This policy brief concerns one issue on which there is cooperation between the Netherlands (and other EU countries) and Cape Verde, namely migration. The policy brief outlines the nature of EU migration cooperation with Cape Verde, discusses one initiative (the Mobility Partnership) in some detail, and draws some general conclusions about the opportunities for the Netherlands of migration cooperation with Cape Verde.

### Country profile:

### Cape Verde

Population:	516,000
Emigrant population:	192,500 – 1 million
GDP per capita:	\$3,800
Human development index rank:	133 (of 187)
Unemployment rate:	21%
Annual population growth:	1.6%
Remittances as % of GDP:	10-20%



Source: World Bank Migration and Remittances Factbook 2011; CIA World Factbook 2011; UNDP Human Development Report 2011

## Migration and Cape Verde <sup>i</sup>

Cape Verde is a group of nine inhabited islands and one uninhabited island situated approximately 500km west of the coast of Senegal. From the fifteenth century until 1975 the country was under Portuguese rule. Cape Verde has a history of emigration. In the early twentieth century, the main destinations were the United States, Senegal, and Argentina. Cape Verdean emigrants to the United States mainly departed onboard American whalers, and took up residence in New England. The capital of Senegal, Dakar, was a place of refuge for many Cape Verdean emigrants hoping to avoid forced migration to other Portuguese colonies. Cape Verdeans also joined the many Europeans migrating to Argentina. In the middle of the twentieth century, emigration to Europe picked up. The most important destination was Portugal, where there was a demand for labour due to the emigration of Portuguese workers. The successful shipping industry in the Netherlands attracted many Cape Verdean men to emigrate and settle,



EU member state	No. of Cape Verdean migrants
Portugal	49,434
France	13,246
Italy	4,624
Spain	3,345
Luxembourg	1,660
Netherlands	1,492

mainly in Rotterdam. At the same time, Cape Verdean women were moving to Italy to find domestic work. Many of the Cape Verdeans who had migrated to Dakar moved to France when Senegal gained its independence. The map above shows in dark grey the spread of the Cape Verdean emigration tradition. Due to this tradition of emigration, Cape Verde has a significant emigrant population, especially considering that the population of the islands is only 516,100. However, there are no exact figures on the size of this emigrant community. It is often stated that there are twice as many Cape Verdeans abroad as in Cape Verde itself, but there is no evidence to support this claim.<sup>2</sup> The World Bank puts the figure at 192,500. IOM estimates the emigrant community to be 700,000. According to academics, the emigrant community is probably larger than the population of Cape Verde.

<sup>1</sup> Carling and Åkesson (2009) *Mobility at the Heart of a Nation: Patterns and Meanings of Cape Verdean migration. International Migration*, 47 (3).

<sup>2</sup> Carling (2008) *Policy Challenges Facing Cape Verde in the Areas of Migration and Diaspora Contributions to Development*

## Maastricht Graduate School of Governance

Eurostat data shows that there are around 75,000 Cape Verdeans living (legally registered) in the 27 EU member states, of which almost 1,500 in the Netherlands. This makes the Netherlands one of the most important European countries of destination for Cape Verdean migrants. The table to the right shows the number of Cape Verdean migrants (based on citizenship) living in selected European countries in 2010, from Eurostat data.<sup>3</sup>

Despite its history as a country of emigration, Cape Verde is increasingly becoming a country of immigration and transit migration. In 2010, Cape Verde had a net emigration rate of -0.66 per thousand, meaning that 0.66 people per thousand of the population emigrated. This is much lower than for other countries in the region – Mali, for instance,

had an emigration rate of -5.23 per thousand. The World Bank estimates that there were 12,100 immigrants in Cape Verde in 2010, making up 2% of the population. The main countries of origin of these migrants were São Tomé and Príncipe, Angola, Guinea-Bissau, Portugal, Senegal, Italy, the United States, France, Nigeria, and Brazil.<sup>4</sup> Cape Verde is a particularly attractive destination for migrants from other West African countries, either as a transit country for onward migration to Europe, or as a country of destination. The table below compares Cape Verde to the other ECOWAS countries to show why it is that Cape Verde is increasingly a country of immigration. It is clear that Cape Verde is the richest, most well-developed country in ECOWAS, and also the country where civil liberties are best protected.

Country	GDP per capita	Human development index	% of population below poverty line	Civil liberties score
Benin	\$1,500	167	37%	2
Burkina Faso	\$1,200	181	46%	3
Cape Verde	\$3,800	133	30%	1
Ivory Coast	\$1,800	170	42%	6
Gambia	\$1,900	168	Not available	5
Ghana	\$2,500	135	28%	2
Guinea	\$1,000	178	47%	5
Guinea-Bissau	\$1,100	176	Not available	4
Liberia	\$500	182	80%	4
Mali	\$1,200	175	36%	3
Niger	\$700	186	63%	4
Nigeria	\$2,500	156	70%	4
Senegal	\$1,900	155	54%	3
Sierra Leone	\$900	180	70%	3
Togo	\$900	162	32%	4

Source: CIA World Factbook 2011; UNDP Human Development Report 2011; Freedom House 2011

<sup>3</sup> Data for France is from 2005; data for Luxembourg is from 2001 (most recent available). Data based on citizenship is used because the dataset is more complete. However, a different picture emerges if data based on country of birth is selected. The number of Cape Verdeans in the Netherlands dramatically increases, from 1,492 to 11,708 in 2010. The Dutch ministry of foreign affairs estimates that the Cape Verdean community (presumably including those of Cape Verdean descent but without Cape Verdean citizenship) in Rotterdam alone consists of 20,000 people (see Resultaten Nederlandse bilaterale hulp 2009/2010 Kaapverdië). This perhaps implies that many Cape Verdeans in the Netherlands naturalise. The number for France increases from 13,246 to 18,294. For Spain and Portugal, the increase in numbers of Cape Verdeans by measuring according to country of birth is not so dramatic.

<sup>4</sup> World Bank Migration and Remittances Factbook 2011

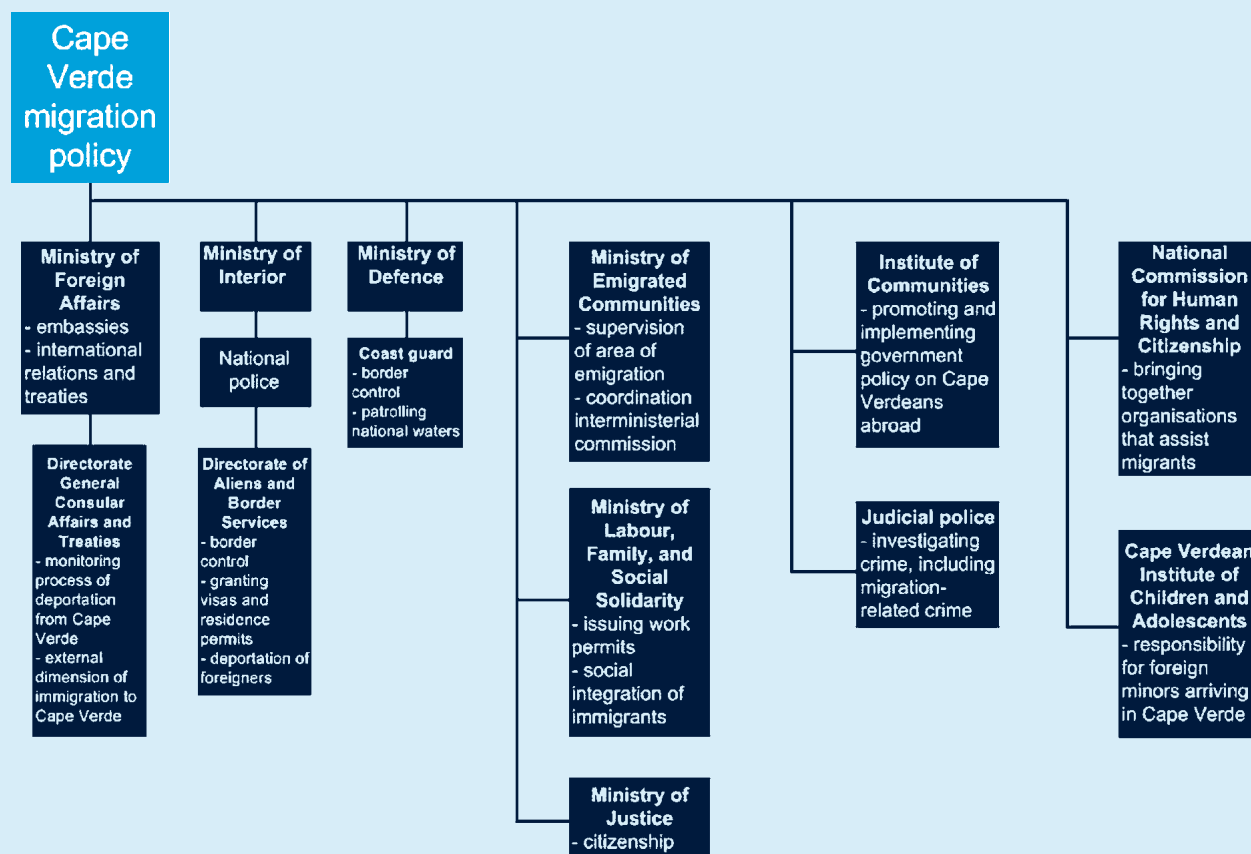


### Cape Verdean migration policy<sup>5</sup>

Cape Verdean migration policy has two central aims: firstly to establish a set of rights for immigrants to Cape Verde, and secondly to encourage the Cape Verdean diaspora to participate in the economic, social, political and cultural development of Cape Verde through certain incentives. Immigrants to Cape Verde are constitutionally guaranteed the same rights as Cape Verdean citizens, the exception being electoral rights. The government acknowledges that there is a need to streamline the various laws relating to immigration, and therefore created an interministerial commission to establish the basis for a single document on immigration policy. The interministerial commission consists of representatives of the deputy prime minister's office, the ministry of foreign affairs, the ministry of labour, the national commission on human rights and citizenship, the ministry of justice, and the institute of communities.

The migration profile of Cape Verde points to two potential problems with Cape Verdean migration policy. The first is a lack of data, particularly concerning numbers of Cape Verdean emigrants living abroad and the number of those returning to Cape Verde. The 2000 census did not distinguish between Cape Verdeans who returned to Cape Verde after having spent time abroad, and foreign citizens who had immigrated to Cape Verde. IOM therefore recommends that data sources be improved, so that the migration policy that is currently being drafted can be based on reliable information.

A second potential problem concerns the institutional framework for dealing with migration. Within the Cape Verdean government, responsibility for migration is fragmented between several institutions (see diagram on next page). There has so far been no formal coordination mechanism between these different institutions. The creation of the interministerial commission and the drafting of a single document outlining Cape Verdean migration policy may help to address this issue.



<sup>5</sup> IOM (2009) *Migração em Cabo Verde*

### **Bilateral migration cooperation with France, Spain and Portugal**

Cape Verde cooperates on a bilateral basis particularly with Portugal, Spain and France on migration issues. Due to its history, Portugal is a particularly important partner for Cape Verdean cooperation. A general agreement on migration was signed with Portugal already in 1976. A bilateral labour migration agreement with Portugal has been in place since 1997, allowing Cape Verdeans to work in Portugal for up to three years, subject to having an employment contract. Portugal and Spain have both focussed in their cooperation with Cape Verde on illegal migration. In 2008, Spain and Cape Verde signed a treaty on joint surveillance, whereby the Spanish government provides financial support for maritime border surveillance and vocational training. Furthermore, Cape Verde has signed labour migration agreements with Spain and France. The labour migration agreement with France falls under the accord de gestion concertée des flux migratoires (agreement on the joint management of migratory flows) signed between France and Cape Verde. This agreement incorporates facilitated access to the French labour market for 40 selected professions; readmission and police cooperation; reinsertion of migrants returning to Cape Verde; and co-development with the diaspora in France.

### **Dutch development cooperation with Cape Verde**

The Netherlands has had a development cooperation relationship with Cape Verde since Cape Verdean independence in 1975. Due to the good governance displayed by the Cape Verdean government and the continuing socio-economic development of the country, the Netherlands decided in 2004 to dismantle the traditional development cooperation relationship with Cape Verde. A complete end to this type of relationship was first foreseen for 2008, but this deadline had to be extended to the end of 2011 due to ongoing projects that still had to be finalised. This meant that Cape Verde became a 'partner country' instead of a development cooperation partner. Concretely, this entailed a transfer of responsibility for the implementation of Dutch development projects to the Cape Verdean government. Since 2004, a main focus of Dutch support has been environmental policy and law in Cape Verde.<sup>6</sup> Other projects have been implemented in the areas of education, good governance, and combating poverty.<sup>7</sup>

The UN has also been positive in its assessments of the progress made by Cape Verde. Therefore, on 1 January 2008 Cape Verde graduated from a least developed country to a lower-middle income country. The UN made this decision because Cape Verde satisfied two of the three conditions for a lower-middle income

country: GDP and the level of human development. For the third condition (degree of economic vulnerability), however, Cape Verde remains in a weak position.<sup>8</sup>

### **The EU Mobility Partnerships<sup>9</sup>**

The concept of EU Mobility Partnerships was launched by the European Commission in 2007. A Mobility Partnership is intended to be the framework for migration relations between the EU and a non-EU (developing) country. The aim of the Mobility Partnerships is to "identify novel approaches to improve the management of legal movements of people". Countries with which Mobility Partnerships are signed are expected to make certain commitments to prevent illegal migration. This might include operational cooperation with Frontex or EU member states, or the promotion of employment in order to provide a disincentive to illegal migration. In return for making these commitments, the Commission and member states will offer assistance in the fields of combating illegal migration, promoting legal migration, and strengthening the positive contribution of migration to development. This assistance could take the form of improved opportunities for legal migration, or facilitating the return and reintegration of migrants. Mobility Partnerships take the form of a political declaration, in which the partner country, the EU member states, and the Commission state their intent to cooperate on issues of migration. Annexed to this political declaration is a list of proposed projects. Projects may be proposed either by the third country, by member states, or by the Commission. These projects form the substance of the Mobility Partnerships. Each partnership can therefore be seen as an umbrella, bringing together various projects. In 2008, Cape Verde was one of the first countries to sign an EU Mobility Partnership. Five EU member states participate in this partnership, namely France, Luxembourg, Portugal, Spain, and the Netherlands.

### **The Mobility Partnership with Cape Verde**

The Mobility Partnership with Cape contains 31 proposed projects, in 6 categories of action:

- Monitoring and awareness of migration flows
- Employment, management and facilitation of legal migration and integration
- Mobility and short-stay visas
- Links between migration and development, diasporas, money transfers
- Asylum and immigration
- Cooperation on border management, identity and travel documents, and the fight against illegal migration and trafficking in human beings

<sup>6</sup> <http://www.minbuza.nl/reizen-en-landen/betrekkingen/k/kaapverdie> (14 November 2011)

<sup>7</sup> Resultaten Nederlandse bilaterale hulp 2009/2010

<sup>8</sup> Cape-Verde European Community Country Strategy Paper and National Indicative Programme for 2008-2013

<sup>9</sup> See also Migration Policy Brief No. 1

## Maastricht Graduate School of Governance

The table below shows the projects proposed in the Mobility Partnership, and the state of implementation as of February 2011.

Proposing country	Project	State of implementation
N/A	Migration profile for Cape Verde	Concluded (but capacity-building activities ongoing)
Portugal	Develop CAMPO (an information centre for prospective Cape Verdean migrants)	Ongoing
Portugal	Sign a new protocol with Cape Verde to promote temporary and circular migration	Ongoing
Portugal	Cooperation between the Portuguese and Cape Verdean employment and vocational training institutes	Not known
Spain	Launch a schools/workshops programme	Ongoing
Spain	Strengthen the development of business initiatives by women	Ongoing
France	Open up certain professions to Cape Verdean migrants (part of a bilateral agreement)	Concluded
The member states	Foster cooperation between higher education institutions	Yet to start (except for Portugal)
Cape Verde and the member states	Develop a dialogue on reintegration of migrants	Yet to start (except for France – covered by bilateral agreement)
Luxembourg	Consider a circular migration scheme	Yet to start
Luxembourg	Strengthen the programme 'Migrer les yeux ouverts' (information for migrants about life in Luxembourg)	Concluded
Luxembourg	Offer twinning between universities	Not known
Commission	Negotiate a visa facilitation agreement	Ongoing
Portugal	Set up a common visa application centre in Praia for short-term visas	Ongoing
Portugal	Develop DIAS de Cabo Verde (foster circulation of highly qualified Cape Verdean migrants)	Concluded
Cape Verde and the member states	Foster cooperation between hospitals and research institutions	Concluded
Spain	Strengthen capacities of Cape Verdean national health system	Not known
Portugal	Support the Cape Verdean national health system	Ongoing
France	A co-development programme	Concluded
N/A	Ratification of the Geneva Convention by Cape Verde	Yet to start
Portugal	Help Cape Verde develop its asylum system	Concluded
N/A	Implementation of the UN Convention against Transnational Organised Crime by Cape Verde	Yet to start
N/A	Work agreement between Frontex and Cape Verdean national police should include information exchange and joint operational measures	Concluded
Frontex and Cape Verde	Cape Verdean national police should implement training programmes for border guards and on the falsification of documents	Ongoing
Commission and the member states	Facilitate police cooperation	Not known
Commission	Negotiate a readmission agreement	Ongoing
Portugal	Build capacity of Cape Verdean authorities in areas such as biometrics	Concluded
Spain	Build capacity of Cape Verdean authorities in maritime security	Concluded
Spain	Strengthen the Cape Verdean national Red Cross	Concluded
Spain	Build capacity of Ministry of Defence	Not known
France	Cooperate with Cape Verde on security and document control	Not known

Source: Commission scoreboard of 16 February 2011, which details the state of implementation of the Mobility Partnership

### Implementation of the Mobility Partnership

In order to complement the table above, this section explains in more detail the main projects being implemented as part of the Mobility Partnership with Cape Verde.

#### EU common visa centre

Probably the most visible result of the Mobility Partnership (for Cape Verdean citizens) is the EU common visa centre in Praia. This was proposed by Portugal under the heading of 'Mobility and short-stay visas'. The visa centre is run jointly by Portugal, Belgium and Luxembourg. It issues short-term Schengen visas for Austria, Belgium, the Czech Republic, Finland, Luxembourg, Portugal and Slovenia (for visas for other EU member states, Cape Verdean citizens will still need to approach the relevant embassy/consulate). Of these seven member states, only one (Portugal) is represented with an embassy in Praia. The common visa centre therefore makes it easier for Cape Verdean citizens to apply for visas for these countries. However, the visa procedure still applies – visa applications through the common centre will not be treated any differently or faster. The visa centre has been operational since May 2010, and in the first year of operation it processed 9,500 visa applications. The centre was evaluated positively by the European Commission in 2010.

#### CAMPO

CAMPO (Centro de Apoio ao Migrante no País de Origem) is a project to promote legal mobility between the EU and Cape Verde. The centre provides information and support for migrants wanting to migrate to the EU, and reintegration orientation for migrants returning. In reality, the centre is best-equipped to help migrants wanting to migrate to Portugal, because the information it disposes of relates to healthcare, training opportunities, education, migrant associations and job vacancies in Portugal. The centre cooperates with several local partners, including the Cape Verdean institute for employment and vocational training. The project behind CAMPO will officially finish in December 2011, and the Commission hopes that the project will then be transferred to the Cape Verdean authorities.

#### DIAS de Cabo Verde

DIAS de Cabo Verde is a project that ran from 2008 to 2010. It was created and administered by IOM, with funding from the EU and the Portuguese development cooperation. The project aimed to mobilise the skills of the Cape Verdean diaspora. Within the framework of the project, 28 Cape Verdeans living abroad returned to Cape Verde to provide a training course to an institution (either private or public).

#### IOM Migration profile

In 2009, IOM created a migration profile for Cape Verde. This profile aims to give an overview of the migration situation and policy in Cape Verde. The profile shows, for example, that immigration to Cape Verde is increasing, while emigration is decreasing. It estimates that there were around 12,000 immigrants in Cape Verde in 2010. The most important countries of origin among migrants are Sao Tome and Principe, Guinea-Bissau, Angola, Portugal, China, Nigeria and Senegal. The profile also highlights shortcomings in the data on migration issues – there are, for instance, no national sources available concerning the level of remittances flowing into Cape Verde. Instead, figures from the World Bank must be used. Several Cape Verdean institutions are involved in migration issues, including the ministry of foreign affairs, and recently the ministry of emigrated communities was created. However, there is no formal coordination mechanism between these various institutions or their initiatives.

#### Dutch study of Cape Verdean migration policy

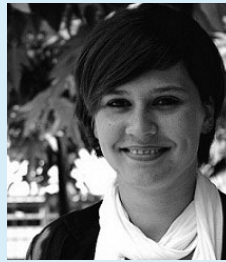
This project is not included as part of the table above because it was not part of the original text of the Mobility Partnership with Cape Verde (the Netherlands joined the partnership some months after it was first signed). In response to the migration profile by IOM, the Netherlands funded a project to create a Cape Verdean migration policy. Under the project, a consultant was hired to support the interministerial commission on migration created by the Cape Verdean government. The interim report of the interministerial commission from June 2010 recommended various actions in order to have a coherent migration policy. For instance, there should be an evaluation of migration flows into/out of Cape Verde and the social and economic impacts of these flows. In order for this to happen, more resources are needed so that better data can be collected. The report also recommended permanent dialogue with countries of origin of immigrants in Cape Verde, and an improved dialogue between the Cape Verdean ministry of foreign affairs and other institutions involved in migration policy (such as the ministry of education and the ministry of labour).



### Opportunities for the Netherlands<sup>10</sup>

- In 2005, the Netherlands decided to end its development cooperation relationship with Cape Verde. Ending the development cooperation relationship does not, however, mean that there will be no relationship between the Netherlands and Cape Verde anymore. Instead, the new relationship will be one of equal partners, covering political, economic and cultural issues. The Mobility Partnership gives the Netherlands the possibility to develop a new kind of relationship with Cape Verde, and discuss a sensitive issue (migration) in the framework of a partnership (including other EU member states and the Commission). In the future the Netherlands should consider joining EU initiatives such as Mobility Partnerships when they are envisaged with a country with which the Netherlands wants to develop a new kind of relationship.
- Cape Verde has a high level of governance, particularly when compared to other West African countries. In terms of democracy, freedom of the press, GDP per capita and education, Cape Verde is one of the top five countries in Africa.<sup>11</sup> This has been recognised by the UN, which has removed Cape Verde from the list of least developed countries. Cape Verde is thus different from other West African countries, and is capable of more advanced relations with Europe. For this reason, the EU has granted Cape Verde a 'Special Partnership'. One of the main topics of this Special Partnership is security. Whilst issues such as drug smuggling and illegal migration might be either too sensitive (or not salient enough) for other developing countries to cooperate on, Cape Verde shows itself to be a willing partner for the EU. The Netherlands should consider joining EU initiatives such as Mobility Partnerships when they are envisaged with a country which is keen to develop closer relations with Europe across a broad range of issues.
- The Netherlands has one of the most significant communities of Cape Verdeans anywhere in the EU. This community is particularly concentrated in the city of Rotterdam. The Mobility Partnership is an opportunity to mobilise the skills of this community for the development of their country of origin. The project DIAS de Cabo Verde was targeted at the Cape Verdean communities in Portugal, Italy and the Netherlands. Future projects under the umbrella of the Mobility Partnership might also draw in the Cape Verdean community. In the future, the Netherlands should consider joining a Mobility Partnership when it is envisaged with a country that is a country of origin for a significant group of people in the Netherlands.
- Despite these opportunities for the Netherlands, it is important to note that there is potential for overlap in a Mobility Partnership. At the outset of the partnership with

Cape Verde, the Netherlands had proposed to draw up a migration profile as one of the projects of the partnership. Only later in the process did it become clear that IOM was already drawing up a migration profile, and therefore the Netherlands proposed instead to conduct a study of Cape Verdean migration policy. Therefore, it is important to ensure effective communication with EU partners to ensure that the Mobility Partnerships truly provide an added value.



### About the author

Natasja Reslow is a Ph.D. candidate at the Faculty of Arts and Social Sciences of Maastricht University. Her Ph.D. research concerns the EU Mobility Partnerships, and is funded by the Ministry of Foreign affairs as part of the IS-Academy on Migration and Development. The main objective of the IS-Academy is to strengthen the quality of policy-making through interaction between policy-makers and academics. The partners in the IS-Academy are the Ministry of Foreign Affairs, Maastricht University, the European Centre for Development Policy Management, the International Centre for Migration Policy Development, and the European Institute for Public Administration.

### Acknowledgement

*"I would like to thank Lembem Essamai Manga and Lorena dos Santos Spülbeck for research assistance, and the Dutch consulate in Praia for support".*

<sup>10</sup> See also Migration Policy Brief No. 1

<sup>11</sup> Resultaten Nederlandse bilaterale hulp 2009/2010 Kaapverdië