

MIEUX **Case Study** **Cabo Verde** **(2017-2019)**

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How to read this case study?

MIEUX Thematic Areas



Migration and
Development



Legal Migration
and Mobility



Irregular Migration
and Trafficking in
Human Beings



International Protection
and Asylum Policy



Horizontal
Interventions

Ten features of good practice in MIEUX Actions

- 1 There should be ownership on the part of the partner country
- 2 Actions should provide an opportunity to be innovative in their context
- 3 Actions should be able to be replicated
- 4 Actions should provide tangible results
- 5 Actions should be endorsed at a high level
- 6 Actions should be integrated into existing priorities
- 7 Actions should be based on the highest levels of experience
- 8 Actions should complement and be in synergy with other initiatives
- 9 Actions should provide EU added value
- 10 Actions should act as a catalyst for the acquisition of knowledge through the exchange of experiences

MUNICIPAL ACTION PLAN FOR IMMIGRATION AND INTEGRATION

Cabo Verde 2017-2019

Following a series of successful Actions focusing on policy development, the Government of Cabo Verde requested MIEUX's support to ensure implementation of the goals and targets in the National Immigration Strategy at national and local levels.

Context

Cabo Verde has a long history of emigration but, in recent years, has become a country of transit and destination, attracting increasing numbers of migrants (mainly from Guinea-Bissau, Portugal and Russia).¹ This trend of increasing immigration is expected to continue as Cabo Verde's economy has become one of the best performing in the region, with a stable democratic political environment. The country was one of the first to engage in an MP with the EU on several aspects of its migration policy and practice.

In August 2009, the MIEUX initiative received one of its very first requests from a partner country. The Cabinet of the Prime Minister requested MIEUX's support to develop what would later become Cabo Verde's first "National Immigration Strategy", adopted in 2012. With its second and third Action in Cabo Verde, MIEUX would help the newly created DGI to translate this strategy into a sound institutional legislative framework at national level, including the "Law on Foreigners' Residence", the "Law on Asylum and Protection" and the "Law on Human Trafficking and Migrant Exploitation".

The remaining challenge was to ensure implementation at national and local levels. In order



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FEATURES**

¹ UNICEF, "Cape Verde Migration Profiles", 2015, available at : <https://esa.un.org/migmgmprofiles/indicators/files/CapeVerde.pdf>. [Accessed 25 August 2020].

to reach this goal and ensure a sustainable impact, Cabo Verdean authorities opened the first *Gabinetes de Apoio ao Imigrante* (GAI – immigrant support offices) on the Island of Sal (2013), where a large number of immigrants from mainland West Africa and Europe reside. To consolidate this first success, the DGI worked to open similar GAI in the 22 Cabo Verdean Municipalities across the nine islands.

To support this new set-up, the DGI requested a fourth Action with MIEUX to develop a **MAPII**, deemed necessary to define the role of local authorities and translate the NIS into practical actions at local level. The Action also helped to build the knowledge on migration of the relevant personnel working with migrants on the various islands, with the GAI as first users and immigrants as final beneficiaries. As pioneers, Boa Vista and Praia, two of the main destinations for immigrants in Cabo Verde, have already developed their tailored versions of the MAPII. The DGI and the City Council of Praia officially launched the first MAPII of Praia during the 2019 Municipal Day of Immigrants in Praia in order to raise awareness about the work done at national and local levels on integration issues. They were also presented to a wide range of stakeholders, including the local EUD, EU MS Embassies and IOM, in addition to Cabo Verdean actors. To meet their specific needs and context, each municipality is now expected to tailor the MAPII to its specific context, demographics and needs in order to ensure relevance with both national and local priorities.

Action Design

- **Comprehensive inclusion of stakeholders:** To kick off this Action, the MIEUX team conducted a fact-finding mission to understand in more detail the work of a broad range of stakeholders, including national and local administrations, police and health officials, NGOs and representatives of the private sector. As a result, an ad hoc working group was set up, led by the Director of the DGI within the Ministry of Family and Social Inclusion, and composed of representatives from the Directorate of Foreigners and Borders (DEF), municipalities of Praia, Sal, Boa Vista and San Vicente, immigrant associations and two MIEUX experts from Portugal.
- **Relevance of good practices from the study visit to Portugal:** Participants appreciated learning from the situation in Lisbon and Oeiras, since these municipalities host a considerable Cape Verdean diaspora. They witnessed examples of services provided to immigrants at local level, particularly the local centres for migrant support (*Centros Locais de Apoio à integração de Migrantes* – CLAIM), where services for immigrants are concentrated in one place (one-stop-shop model). These served as inspiring examples for the participating municipalities in terms of potential institutional set-up and cooperation for their own GAI.
- **Complementary profile of the experts:** Combining experts from the national administration (SEF, Portugal) and local level (Oeiras municipality, Portugal) provided complementary perspectives on immigration and integration during the Action.

Practices

- **Multi-level coordination:** The activities promoted a greater articulation between the various levels of the Cabo Verdean public administration. During the first joint drafting session, the working group decided to set up an informal network of town halls and local GAI in order to ensure more regular exchange of information and collaboration between local actors. The DGI is now planning to formalise this network for immigration to include the 22 Cabo Verdean municipalities across nine islands. This complements the existing Network of Municipal Focal Points on Emigration (RENEM) already in place.
- **Whole-of-society-approach:** From the start of the Action, the MIEUX team and the working group made sure to include the immigrant associations, such as the Platform of African Communities (PAC), in the information-exchange and drafting process. They were able to provide a unique perspective and highlight the everyday realities and struggles encountered by migrants. Their inclusion was as a good practice from the DGI as they have now involved the PAC in their monthly consultation meetings with local stakeholders to ensure continued cooperation with CSOs.
- **Information sharing about European practices:** Including relevant examples from Portugal, ranked second out of 38 countries in the Migrant Integration Policy Index 2015.² The 'one-stop-shop' model of the National Support Centre for Migrant Integration (CNAI in Portuguese) visited in Lisbon is recognised as a good practice in the "*Handbook on Integration for Political Decision Makers and Professionals of the European Commission*" and is being assessed by the partner authority as a potential model for integration practices in Cabo Verde.

Impact

- Increased knowledge and capacities of local immigration actors through the development of the new MAPII whose aim is to provide in-person assistance and information regarding entry, residence requirements and integration policies.
- Enhanced capacities of local immigration actors in order to follow, monitor and implement the MAPII which support their involvement in the implementation of the NIS in line with their specific needs and priorities.
- Fostered cooperation among various immigration actors through the constructive interaction between a broad range of participants at national and local levels dealing with immigration and integration.

2 Migrant Integration Policy Index 2015: see more details at www.mipex.eu/portugal. [Accessed 25 August 2020].

Lessons Learnt

- Cabo Verde's efforts to improve integration policies through renewed procedures and services is part of a wider vision to embrace the opportunities that migration and migrants can bring to national development. Indeed, the topic of integration is yet to be addressed and developed by most countries of destination outside of the EU and OECD countries.
- Supporting development of legislative and policy developments often brings a strong element of sustainability. In this Action, the transposition of national policy into local practice presents an opportunity for long-term relevance of the action plans developed. In addition, the tailoring of the main outputs for each municipality, depending on their specific demographics and needs, should ensure ownership and sustainability for the practitioners.
- However, the small size, low budgets and high turnover of the local public administrations complicates the potential for institutional memory and internal capacity for implementation of the action plans. The central role and the continuous empowerment of the DGI regarding immigration and integration issues might mitigate this risk.



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Since launching operations in 2009, the Migration EU expertise (MIEUX) Initiative has provided space to request capacity development activities and EU expertise, allowing the sharing of knowledge and practices between peers working in institutions in and outside of Europe.

The adoption of the Global Compact on Migration and the creation of the UN Network on Migration coincided with MIEUX's ten-year anniversary. To mark the occasion, MIEUX undertook a comprehensive analysis of its achievements, methodologies and practices.

By delving into MIEUX's portfolio of over 100 interventions, this series of case studies intend to offer a glimpse of the broad range of tools, methodologies and approaches that can inspire or be used by governments and migration and development practitioners to advance a cooperative and sustainable international architecture of migration.