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**Working with the Diaspora for Development
– Policy Perspectives from India**

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Working with the Diaspora for Development–Policy Perspectives from India

Abstract

Human resource mobility is an essential feature of today's globalised world where integrated world markets, networks and technologies are all contributing to the increasing movement of labour, students, professionals and families. The migrants of today are the Diaspora of tomorrow - and those of yesteryears, that of today.

The Indo-European Diaspora represents a significant population in its size, spread and depth. Yet it is argued that their engagement – economic, social and cultural– with India is currently short of its potential relative to their counterparts in North America. This paper examines that relationship and suggests how both India and the EU must draw upon the Indian strategy to widen and strengthen the bridge that the Indian Diaspora represents. The paper focuses on a five select countries in the EU for this analysis, i.e. Belgium, France, Germany, Italy and the Netherlands, being countries that not only have the largest presence of Overseas Indians in mainland Europe but are also strategically important for India.

The paper examines the link between Diaspora and development and concludes that it's a relationship that needs to be nurtured for mutual benefit. It argues that the Indo-European Diaspora has contributed to the economies of the host countries and now is in a position to play a part in India's developmental efforts. For this a conducive framework needs to be in place. The Indian Government's policies and programmes are steps in this direction and the time is opportune for the Diaspora to evolve mutually beneficial strategies with both host and home countries to carry forward the relationship.

Keywords: Human resource mobility, Indo-European Diaspora, migration, development, policy

1. Introduction: Setting the Context

Governments on both sides of the migration chain increasingly recognise the value of the Diasporas' voluntary engagement with their countries of origin and are seeking ways to optimise this engagement. The question facing policymakers is not so much whether the Diaspora can benefit their countries of origin, but what kind of government policies and programmes can foster and promote these relationships. Diasporas are not only key drivers in development efforts but also in strengthening bilateral relations between host and home nations. This potential of the Diaspora has gained growing international recognition, both in political and academic circles as well as among Diaspora members themselves.

Several countries of origin have attempted to formulate policies of Diaspora engagement in order to use their overseas communities as a resource for development. Such policies range from securing better welfare conditions for their migrants abroad to promoting investment and contributions to development. Literature on the subject opines that such engagement can be a catalyst to technology transfer, investment and economic development of homeland countries.

The Indo-European Diaspora represents a significant population in its size, spread and depth. Even continental Europe (without including the United Kingdom) boasts of a strong, successful and 'knowledge' based overseas Indian community. As academics, scientists, technologists, entrepreneurs, artists and writers, they have distinguished themselves and contributed in considerable measure to the development of their host countries. Yet their engagement – economic, social and cultural– with India is currently short of its potential relative to their counterparts in North America. As we move forward, both India and the EU must draw upon the Indian strategy to widen and strengthen the bridge that the Indian Diaspora represents.

The paper will look at the size, spread, nature and composition of the Indian Diaspora in Europe and seek to analyse- first, whether there is need to bring a strategic dimension to the relationship between India and its overseas community in Europe as also between India and select Member States of the EU. Second, if the relationship has to move to the next level, what might be the role of the Diaspora?

The paper will focus on a few select countries in the EU for this analysis. It will seek to show the future direction of Diaspora engagement and the role of policies, institutions and

collaborative interventions of both the home and host countries to maximise the benefits of this important bridge that connects them. It will try to demonstrate that globalisation will require forward looking migration and Diaspora policies to enhance and benefit from Diaspora engagement.

1.1 Review of the Literature

The study of Diasporas as an academic discipline is not very old, but since its inception several works have been written related to the subject. While there is a surfeit of literature, directly or indirectly dealing with the subject of Diaspora in general, there is a dearth of substantive material dealing with the concept and role of Diaspora for and in 'development'. Though available resources analyse Diasporas as social and cultural trans-national networks or their engagement with the country of origin and status in the country of settlement, analysis of policy regimes dealing with and promoting Diaspora in the development of home-countries are few. Additionally, a review specifically of the potential and role of the Indian Diaspora settled in Europe, in India's development is relatively much less studied.

1.2 Definition, Rationale and Scope of the Study

The term 'Diaspora' has a specific historical context. In recent times, it has emerged as a generic term to describe communities beyond the boundaries of their culture and nation-states. Just as the history of migration and the settlement of populations have changed, so has the concept of Diaspora. With the impact of globalisation there have been profound changes in the composition of local, regional and national cultural practices. Diaspora groups, capable of maintaining and investing in social, economic and political networks that span the globe, are of increasing relevance and interest to policy makers in home countries as well as host countries. In the last few decades, with increased networking, Diaspora has become an important determinant of foreign policy making. This paradigm shift has led to new research dealing with the Diaspora.

The Indian Diaspora has also been studied in various aspects but few studies relate to the policy perspective for development, particularly in the India- EU context. Several policy initiatives have been taken by the government of India to facilitate their engagement in important ways. Besides evaluating the present status of Diaspora engagement in the EU context, this paper also makes some policy recommendations.

Research Questions

The paper will look at the size, spread, nature and composition of the Indian Diaspora in Europe and seek to address the following research questions:

- Is there an obvious link between Diaspora and development?
- Does the Indian Diaspora play a role in the development of the host countries?
- What role can they play in the development of their home country - India?
- What is the strategy of the Government of India in engaging with its Diaspora and is it seen to be successful in the India-EU context?
- What, if any, are the lessons from the Indian model of engagement?

Methodology

The study has been carried out using both qualitative and quantitative methods. The sources of this research have been drawn from a wide range of primary and secondary material including published data, books and articles. The primary sources include published government documents and annual reports, parliamentary debates and responses of Indian representatives. Further, information has also been collected through questionnaires and telephonic interviews from Indian associations/organisations/representatives in EU countries. The secondary sources include books, journals, research articles, news reports, and seminar and conference papers.

Chapterisation

Part 1: **‘Introduction: Setting the Context’** provides the background of the study. It reviews literature and identifies the gaps in existing literature related to India-EU migration. It poses some critical research questions to be dealt with and provides an overview of the study.

Part 2: **‘Diaspora and Development: A Conceptual Framework’** provides a theoretical understanding about Diaspora generated development. Besides describing the term ‘Diaspora’, it looks at the linkages between Diaspora and development. It tries to explain how the present day Diaspora has become an important determinant of development in the countries of origin.

Part 3: **‘Indian Diaspora: Policy Perspective and Strategy’** lays out the present status of India’s Diaspora policy. It comments on India’s economic and political relationship with the EU in general and its Diaspora policy in particular.

Part 4: **‘Fortress Europe and the Indian Diaspora’** deals with the EU immigration policy and the status and role of the Indian Diaspora in mainland Europe. Five countries, i.e., France, Germany, Netherlands, Italy, and Belgium have been selected as case studies, as they not only have the largest presence of overseas Indians in mainland Europe but are also strategically important for India. This Part also comments on the role of the Indo-EU Diaspora in their engagement with India.

Part 5: **‘Conclusion’**, analyses India’s engagement with its Diaspora in EU countries. It also looks at the future prospects of the relationship especially in the context of development.

2. Diaspora and Development: A Conceptual Framework

When we talk of ‘Diaspora and development’ we presume that not only is there a relationship between the two but that in fact it is a positive and beneficial one! It is akin to presuming that human endeavour automatically has a development angle – one that we need to recognise and promote. This line of presumptive thinking has its origin in the post World War II development literature and is seen to be closely linked to the politics of the two major trends of the era - Capitalism and Communism. It presumes that Governments established by them somehow can control their destinies and that they can and do work towards improving the human condition (Skeldon, 1997).

Skeldon in his seminal work on Migration and Development (1997) has correctly pointed out that while we intuitively know what ‘development’ and ‘migration’ mean, defining these two terms can raise several issues. Migration or human mobility encompasses a whole spectrum and types of movement which is why Diasporas are not homogenous. Similarly, development too comprises of many parts - economic, social and political. In fact it can be argued that migration and therefore Diaspora are integral parts of the development process – both caused and causing change themselves.

Rationale for Diaspora Engagement

Literature on Diasporas, especially from developing countries, has traditionally supported the idea of the Diaspora playing a major role in the development of their home countries. Such ideas include the oft-quoted proposal of Jagdish Bhagwati for a ‘brains tax’ to be levied on the incomes of the Diaspora from developing countries residing in the developed countries and the proceeds to be remitted to the countries of origin. Other ideas include both philanthropy and in recent years the voluntary contributions or economic remittances from the Diaspora to their countries of origin (defined as transfer of money by foreign workers to their home countries) which in many cases have been higher than the bilateral aid monies given to these countries (Wei and Balasubramanyam, 2006) and which also usually outpaces the official development assistance even from development agencies (Wescott and Brinkerhoff, 2006: 1).

Today’s Diaspora communities which live outside but maintain links with their country of origin—are getting larger and stronger. Modern Diasporas are “ethnic minority groups of migrant origins residing and acting in host countries but maintaining strong sentimental and material links with their countries of origin - their homelands” (Sheffer, 1986: 3). In an era of accelerated globalisation, the relationship between Diaspora and the economic and social development of many countries is increasingly becoming relevant. Beyond security concerns related to terrorism and civil unrest, governments of many developing countries as also international agencies are now highlighting the Diasporas’ potential for contribution to economic development.

In the old days, the principal means for migrant communities to retain contact with their country of origin and their culture were through language, religious practices, cooking recipes, and occasional letters or visits (Naim, 2002: 95-96). Globalisation and its concomitant communication systems has greatly expanded the means through which people in one country can remain actively involved in another country’s cultural, economic and political life. People are suddenly able to maintain strong ties with their country of origin and assert their ethnic identities in the host country. Today media, telecommunications and other technologies have become so extensive that a different level of human interaction has been achieved (Gupta and Ferguson, 1992: 9) characterised by internet, films, telecommunications and television. Carment and Bercuson (as cited in McGown, 2007-08: 5) argue that “today’s diasporas differ from previous generation of “ethnic migrants” because late 20th century

telecommunication advances and cheap travel allow for “a new type of ‘hyper-connectivity’ between diasporas and their home communities”.

2.1 Understanding ‘Diaspora’

‘Diaspora’ at one time seen as a concept referring to a traumatic or forced exile and associated with a longing to return to the ‘homeland’ has evolved into a more generic concept and is used to describe a transnational population where the cultural origins of that group are said to have arisen in a land other than that in which they now reside and whose social, economic and political networks cut across borders and are even global. Today there is no inconsistency between being responsible citizens of the host country while continuing to maintain social and cultural links with one’s homeland.

However, any migrant, displaced and dispersed population cannot automatically be identified as a Diaspora. While all Diasporas are products of migration, not all migrations make up a Diaspora (Skeldon, 1997)³. The existence of Diasporas requires more than a mere population of expatriates. It requires members of a community who continue to identify with their homeland and to cultivate ties both between themselves and their homeland. What distinguishes Diaspora communities is their on-going or re-awakened attachment and loyalty to their earlier culture and specifically to the homeland. The crucial elements that make the concept meaningful and legitimate to use, is their self mobilisation around their awareness of themselves as Diaspora (Sahoo & Maharaj, 2007: 113). The continuing existence of migrant community with their ‘self awareness’, ‘self imagination’ and ‘connectedness’, to the country of origin, not only lead to the formation of Diaspora but also helps in the organisation of diasporas. Diaspora communities invest substantial effort and resources in organising themselves effectively to nurture the relationship with their country of settlement, country of origin, other groups of the same nation residing in other parts of the world, and other global and regional actors. These networks of relationships usually carry information and resources that are elements of intricate cultural, political, economic, and scientific trans-state exchanges, especially between country of origin and their Diasporas (Sheffer, 2003: 26).

Several attempts have been made to define Diaspora. Just as the history of migration and the settlement of populations that have moved across the globe has changed, so has the concept of Diaspora. The term Diaspora is intrinsically connected with the concept of ‘home’. The communication networks and increased mobility that make homeland political participation

³ The term ‘Diaspora’ is easily associated with the Jews or Armenians, but almost never to the British.

(or involvement) possible can also facilitate development of more ambivalent transnational identities among Diasporas. Adamson sets forth three ways to understand the impact of Diaspora communities on the transformation of 'home' (Adamson, 2002 in Al-Ali and Koser, 2002: 12) - first, by using 'political space' of Diaspora communities, members can mobilise identities and either reinforce or challenge the hegemonic discourse of homeland. Second, the members can work for political change through networking with a variety of state and non-state actors. Third, they can mobilise and transfer resources directly to local actors in the homeland. They are thus typically connected to their country of origin by sending remittances home, funding civic projects in the home country, voting in home country elections, long-distance communication, forming groups to lobby home or host governments, participating in transnational criminal activity, supporting transnational terrorism, or funding insurgencies in the home or host countries. It is in this context that 'home' has remained always central to the concept of Diaspora and conceptually therefore is as dynamic as the Diaspora itself.

2.2 Indian Diaspora Legally Defined

Defining any group as 'Diaspora' must be understood in terms of 'connectedness' – the desire to and action taken towards, such connectedness with 'home'. Identifying with 'home' is no more understood in the 'classic Diaspora' context of a 'lost homeland' but is an extension of a Diaspora identity or culture that reaches out to both traditions and language, as also to the homeland country where the migrants originated from. This behaviour or desire is concomitant with being responsible residents of the host country. For many, the fact of having acquired host citizenship demands a basic assimilation into host society which can have ramifications of concurrent conflict with retention of so-called 'ethnic identity'. This duality is natural but also raises the question of when Diaspora ceases to be Diaspora. This is particularly true of the youth born overseas. Do they feel different from the local population? Do they wish to remain connected to their roots and to the country of origin of their parents or fore-fathers? While such identity issues impact on assimilation and integration on the one hand they also impact the Diaspora policy of home countries.

In the Indian context, Overseas Indians, i.e., Persons of Indian Origin now holding foreign passports are entitled to apply for a PIO or OCI card if they themselves earlier held an Indian Passport or their parents or grandparents were born in erstwhile India. For all practical purposes therefore India recognises its Diaspora as those having emigrated from Indian territory up to four generations ago. This policy does leave out descendants of indenture-

origin Indian emigrants if they happen to be 5th or more generation down the line. In fact there is a huge demand from some of the old emigrants especially from places like French Reunion Island and Guadeloupe who wish to apply for such Cards but do not have papers to claim such entitlement. In the Indo-EU context this is of relevance for both France, with its indenture-origin Indian Diaspora, as also Netherlands that has a substantial Surinamese population, again of Indian indenture origin⁴.

2.3 Diaspora and Development

As the impact of globalisation reaches more people than ever before, the role and influence of Diasporas in development are becoming increasingly important in policy and in some cases, politics. An understanding of the relationship between migration and development depends on the theoretical model selected and how the connection is viewed. There are two divergent views on the relationship between migration and development. The first view is the "balanced growth" approach. As part of liberal economic theory, it is suggested that, by alleviating unemployment and providing economic support through remittances and development of migrants' skills, migration enhances development in countries of origin, narrows inter-country income disparities, and eventually makes migration unnecessary. The second view is the "systematic view". This view does not agree that migration, through remittances and return of skills, automatically accelerates development in the country of origin. Instead, it suggests that migration often distorts the development process through "brain drain" and widening of income disparities. Diaspora should not be seen only as either positive or negative in its contextual sense. For example, the remittances sent back to the homeland by the Diaspora can be significant for the local economy yet the fact of the migration that created that Diaspora itself reflects a lack of development in the homeland and can and does have negative consequences, for example, on families of migrant workers (Rajan, 1999).

The relevance of either approach depends upon the socio-economic environment of the country of origin, and to some extent, the country of destination. Further, Diaspora and development is a two way relationship and there are two broad levels on which Diaspora and development interact:

- First, the effect of Diaspora in development, in terms of family remittance transfers; demand of services, such as telecommunications, consumer goods, or travel; capital

⁴ Based on interviews with Indian Diaspora representatives from these territories.

investment; and charitable donations to philanthropic organisations (Brinkerhoff, 2008: 208).

- Second, development affects migration, in the sense that closer economic integration symbolised by freer trade and investment can speed up change in developing countries, affecting the scale of international migration itself.

2.4 Diaspora activities that impact Development

Remittances

The principal focus with respect to the economic effects of Diaspora on the country of origin has been on their substantial financial contributions through remittances – private transfers from migrants to their families. There is now increasing evidence that in large number of low income countries, remittances are the single largest source of net foreign exchange flows (Kapur, 2005: 338). According to the latest World Bank report (World Bank, 2012), remittance flows to developing countries have grown 12.1% in 2011 to \$372 billion. Worldwide, remittances are estimated to have totalled US\$414 billion in 2009, of which US\$316 billion went to developing countries, and involved about 192 million migrants or approximately 3 per cent of the world population. For many developing countries, remittances are an important source of family (and national) income and are the largest source of external financing. The total value including unofficial remittance flows – money and goods sent through family, friends, informal or semi-formal channels is thought to be much higher. Of all transfer flows to the developing countries over the past decade, only migrant remittances showed a positive growth tendency, while flows to capital markets, foreign direct investment and public development aid have receded (Ludger Pries in Sahoo and Maharaj, 2007: 302).

But these remittances do not automatically contribute to national development. According to the International Organisation for Migration (IOM), remittances tend to follow through three spending phases- a) family maintenance and housing improvement, b) conspicuous consumption (spending resulting from tension, inflation or in a crisis situation or at times ostentatious expenditure as well), and c) productive activities (improvement of land, education or health) (Sorenson et al., 2002: 14- 15). A large percentage of remittances do not extend to the third phase. According to the World Bank remittances can (i) reduce recipient household poverty, with spill over to other households; (ii) increase investment in education and health as well other productive activities; (iii) reduce child labour; and (iv) increase

entrepreneurship (Ozden and Schiff, 2005). The presumption that remittances have a positive effect on development must be read with the underlying assumption that underdevelopment, emigration and remittances are correlated by definition (Gamlen, 2006).

Box 1 Remittances from the Indian Diaspora

Recent reports indicate that the social rate of return to a unit of Diaspora investments (mostly as remittances) may be higher than that for a unit of foreign direct investment from non-Diaspora sources. A recent study by the World Bank on the Remittance Market in India⁵ has pointed out that remittance inflows into India are some 4% of GDP and have surpassed both foreign aid flows and foreign direct investment (FDI).⁶

According to the Reserve Bank of India (RBI) remittances to India reached US\$46.4 billion for fiscal year (FY) 2008/09 up from US\$2.1 billion in FY 1990/91.

World Bank figures show a dramatic increase of almost 162% in the remittance that India receives from overseas Indians over the last eight years. While India received nearly \$21 billion from overseas Indians in 2003, the figure jumped to \$64 billion in 2011.⁷ World Bank data also points to the fact that India receives the highest remittance, followed by China (\$62 billion) and Mexico (\$24 billion) and Philippines (\$23 billion).⁸

The World Bank study on remittances to India has estimated that North America accounted for 57.5 per cent of the volume of incoming remittance flows, followed by the Gulf region with 15.5 per cent, East Asia with 11.5 per cent and Europe with 8.0 percent. In other words, ***the Indian Diaspora based in Europe is contributing some 4.4 billion dollars to the Indian economy!*** Certainly a major inflow by any standard.

Investment

Beyond remittances, Diasporas contribute to the economic development of their country of origin through Foreign Direct Investment (FDI) and transnational entrepreneurship, including support for entrepreneurs and small businesses in the country of origin. They possess a unique combination of ownership advantages, which extend from their expertise and the networks they have established at different places, to their ability to forecast new developments in the country of origin. They may be much more effective investors in comparison to others. They may be more likely to invest in economics that others would consider high-risk, simply because they have better knowledge and relationship opportunities that other investors lack (Gillespie et al, 2001: 242). They can also combine this knowledge

⁵ Afram, 2012

⁶ Source Reserve Bank of India (2010) as quoted in IBID.

⁷ Over and above this there are NRI deposits in Indian Banks which were \$58 billion as of end-February 2012. These are fully repatriable foreign currency deposits where the prevailing interest rate is an attractive 200 basis points above the London Interbank Offered Rate (LIBOR) for one-to-three year deposits and 300 basis points above LIBOR for three-to-five year deposits.

⁸ World Bank (2012) Migration and Development Brief 18.

with the skills, knowledge and networks they have cultivated abroad, yielding important synergistic advantages (Wescott and Brinkerhoff, 2006: 9). They can act as important intermediaries between traditional development actors, and between Diasporas and local communities.

There are significant differences between Diaspora involvement in the development of their countries of origin and non-Diaspora FDI. First, the motives and pattern of Diaspora investments are significantly different from that of traditional FDI. Diaspora investments may be guided not only by profit motives but also by long run considerations of establishing a base in the countries of their origin. They are likely to be better informed on the capabilities and requirements of domestic labour and the sort of training local labour requires. Third, quite often the factors which influenced the Diaspora to migrate from their homelands may influence the extent of their involvement and contribution to the development of their countries of origin. However, available information suggests that investment by its Diaspora in the Indian economy is still very low. Total amount of investments by Indian expatriates (NRIs) over the period 1991-2001 is put at \$2.6 billion out of the total \$100 billion FDI in India (Wei and Balasubramanyam, 2006: 3).

Diasporas' Knowledge Transfer

In a context where migration encourages a transfer of human capital from a relatively poor source country to developed receiving countries, especially in key sectors such as education, health, communication and industry, the widely-held view is that the outflow of skilled workers can depress domestic productivity, inflict substantial long-run harm by slowing endogenous economic growth and increase inequality as the earnings of the remaining highly skilled workers rise and those of the less skilled fall (ESCAP, 2005, Todaro and Smith, 2006). However, recent and more optimistic views allow for potentially direct, favourable and positive effects as migrants do/may return after a while, embodying a brain gain; and skilled migrants may post remittances—a major source of disposable income that can relax credit constraints on human and physical capital investment (Rapoport, 2008).

The constructive contributions of Diasporas to development in their country of origin are transfer of acquired knowledge. The knowledge transfer Diasporas are, basically, those with higher education and specialised skills. Skilled diasporas are most commonly defined as “those in possession of a tertiary degree or extensive specialised work experience” (Vertovec,

cited in Wescott and Brinkerhoff, 2006: 14). Kapur and McHale (2005) analyse four channels—prospect, absence, Diaspora, and return- through which international skilled migration affects human capital. These Diasporas are a great source of transfer of technical knowledge and skills in the form of ‘brain gain’ and ‘brain circulation’. Where knowledge exchange is concerned, Diaspora members can act as important interlocutors between the technology and country of origin. They can contribute these through not only permanent repatriation but also through short- term or even virtual return (Brinkerhoff, 2008: 7). Sometimes, the most important contribution a Diaspora may bring to the homeland is belief in the possibility of change and with it therefore entrepreneurship and innovation.

Diaspora Philanthropy

One of the most important ways that Diaspora contributes to their countries of origin is through philanthropic engagement in many areas. Philanthropy has a pivotal role to play in advancing global equity, acting beyond the broader concerns of government and the narrower interests of business. Social investment can contribute not only monetary resources, but also new skills, fresh thinking, and innovative approaches to global problems. Kathleen Dunn (2004:12) has observed that, ‘Diaspora philanthropy has grown dramatically in the twentieth century, organising itself beyond the scope of providing the relief funds for natural disasters to one of the most important financial and social resources to developing countries’. Some Diaspora organisations and individuals seek no personal return on investment, but rather pursue charitable enterprises. Such enterprises range from very small-scale, one-off efforts of community groups to more organised and durable efforts; from the donations of single individuals to powerful networks of like-minded donors.

Diaspora Networks

Another key component of the Diaspora impact on development are ‘Diaspora networks’ seen in literature as a bridge connecting developing economy insiders, with their risk-mitigating knowledge and connections, to outsiders in command of technical know-how and investment capital (Kuznetsov, 2006). How do such networks impact and why? The theories of migration have evolved from models of income-maximising strategies to risk-minimising strategies (Massey et al 1993 as quoted in Skeldon, 1997: 22). Especially true for Diasporas, risk-minimising can only be possible through networks. Such community and Diaspora networks serve not only to perpetuate migratory flows but also influence and control access

to particular labour markets. In India's case we have seen this completely operative in the Gulf labour markets.

Diaspora networks work in several innovative ways for example in times of emergency and relief work. While the international community has concentrated predominantly on humanitarian relief, the Diaspora is more engaged in reconstruction and development, and their money reaches parts of the country where international organisations and foreign-supported NGOs find it very hard to work. Most of the money sent home goes through kinship and similar networks and because people are personally known to each other, the level of trust between donors and recipients is very high. Studies show that in many developing countries the money is usually sent via the 'hawala' system of money transfer agents, and in cases where people have been displaced it has been found that even agents on the receiving end moved as well.

Diaspora Advocacy

Like in the case of so many other issues and groups, Diasporas too have realised the value of 'advocacy'. Diaspora organisations (and sometimes even individuals) are seen to be getting increasingly vocal and influential in their countries of origin and of settlement. They increasingly seek to influence government, media, corporate sector and other prominent groups and are therefore speaking up on a range of issues affecting their status ranging from citizenship and migration status to human rights, good governance and political participation in their homeland. Newland (2010) has outlined this new phenomenon and shown how Diasporas utilise a variety of means to influence governments in their countries of origin and settlement, international organisations, mass media, and potential allies.

There is a need for appropriate policies, infrastructure, and resources in place to involve the Diaspora communities in national development initiatives. Often there is a wide gap of perception of development by the Diaspora persons who wish to develop the local community and the community's perception of development. Thus, there should be proper understanding and collaboration between them in order to bring significant change. What are the psychological, intellectual, and emotional attributes of the potential collaborators (Diaspora) for the home institutions? How does the home community perceive the Diaspora's involvement? Are the dynamics of cooperation between the Diaspora community and those at

home well understood? These are important to understand in the process of engaging the Diaspora in development.

3. Indian Diaspora: Policy Perspective and Strategy

3.1 The Indian Perspective and Strategy for Diaspora Engagement

The first question we need to address in the context of Indian Diaspora policy is to ask a very basic question– Does India have a Diaspora policy? Is it stated or written somewhere? Is it clear, transparent and evident in India’s dealing with the Diaspora? Looked at formally, there is no ‘white-paper’ on ‘Indian Diaspora Policy’.⁹ Neither for that matter is there any specific policy paper on Indian Migration Policy in the public domain, except for the Emigration Act, 1983. That however does not mean that India does not have a specific policy on Diaspora engagement. It is the view of this paper that India does have a robust Diaspora engagement policy and one that is evolving with the active involvement of the Diaspora itself. This consultative process is mentioned in addresses by the Prime Minister and the Minister for Indian Overseas Affairs at the PBD,¹⁰ which is one of the best forums for Diaspora engagement.

Several experts have referred to the seeming ‘ambivalence’ in both the policy and practice of India’s engagement with its overseas community in the ‘historical’ context.¹¹ India’s first Prime Minister Jawaharlal Nehru was seen as somewhat detached from the overseas Indians expecting and asking them to make their own destinies in their host countries. India’s non-intervention in the treatment meted out to the Indian Diaspora in instances such as by Idi Amin in Uganda; the Fiji military coup; Malaysia etc. are cases in point.¹² Suffice to state that the Indian Foreign Policy should not be seen to necessarily be the same as its Diaspora policy. Secondly, the geo-political and economic circumstances of India post-1991 (economic liberalisation) should not be mistaken or compared to the post-Independence era of the 50s

⁹ Aspects of the Indian Diaspora policy can be seen as publically first spelt out at the inaugural Pravasi Bhartiya Divas, 2003 in the speech of the then Prime Minister Vajpayee. Available at <http://indiandiaspora.nic.in/ch2.pdf> (accessed 15.05.12). The emerging diaspora policy and various initiatives are found outlined in the Annual Reports of MOIA at <http://moia.gov.in/>

¹⁰ Such interactive diaspora conventions have been attempted by several countries such as Jamaica, Cyprus, Armenia, Ukraine and India. The PBD (Pravasi Bhartiya Diwas) is held every January in India and now has a mini-PBD for similar interaction organised overseas also.

¹¹ “Few of these overseas Indians wish to return to their country of origin because the financial and professional inducements of their host countries are generally stronger than the emotional attachments to the motherland.” Nehru quoted in Thakur, 1985.

¹² Thakur (1985) refers to Nehru’s ideological foreign policy, which prevented India from interfering in matters “which were not of its concern”.

through to the 70's. For example, post-1991 opened up the Indian economy to FDI – including policies to attract investment also from the Diaspora. These changes reflect not just the Indian policy but also the growing clout of the Indian Diaspora world-wide. From a seemingly docile working-class brand we see the emergence of the IT-savvy highly-educated and confident Indian professional as the new face or brand that emerged in the 21st century. Irrespective of the historical background, the factual position that confronted Indian policy makers in late 20th century was a robust and very large Indian Diaspora that wished to engage, and that the country could engage with as a strategic resource. That policy is what has developed into the Indian model of Diaspora engagement.

India is one of the pioneers in recognising the importance of its overseas population and establishing an institutional framework for sustainable and mutually beneficial engagement with its Diaspora. By creating an independent and effective Ministry of Overseas Indian Affairs, India has given mainstream attention to its very large overseas Indian community.¹³

Estimated as the second largest Diaspora at over 27 million and spread across 189 countries, overseas Indians are today recognised as the 'Knowledge Diaspora'. Their 'virtual presence' across sectors and in most parts of the globe makes them a strategic resource. India recognises the need therefore, to bring a strategic dimension to its engagement with its overseas community. It has taken a medium to long term view and is attempting to forge a partnership that will best serve India as a rapidly growing knowledge economy – to drive innovation and entrepreneurship - and meet the aspirations of the overseas Indian community as a significant constituency across the world.¹⁴

Indian policy recognised early that there is no single, homogenous overseas Indian community. Indeed, there are communities within communities, each differentiated by their ability and willingness to engage with India and with distinct expectations. The policy focus has therefore been on developing a mobility strategy that will provide for the wide range of roles and expectations and maximise collaborative engagement.

¹³ Following the two successful diaspora bonds issues of “Resurgent India Bonds” in 1998 and The India Millennium Deposits in 2000, the Indian Government established a High Level Committee on the Indian Diaspora whose report ultimately resulted in the formation of the Ministry of NRI Affairs in 2004 (subsequently renamed as Overseas Indian Affairs).

¹⁴ Estimate of Diaspora community and policy of the Indian Government is as enunciated in the Annual Report of the Ministry of Overseas Indian Affairs, 2010.

The Ministry of Overseas Indian Affairs (MOIA) is a unique experiment in Diaspora engagement. India in fact is only the 11th country in the world to have set up a separate ‘Diaspora Ministry’. The MOIA was established in 2004 to “promote, nurture and sustain a mutually beneficial and symbiotic relationship between India and overseas Indians” (MOIA, 2009).

The MOIA is the nodal Ministry for all matters relating to Overseas Indians comprising Persons of Indian Origin (PIO), Non-Resident Indians (NRIs) and Overseas Citizens of Indian (OCI) as also handle all aspects of emigration and return of emigrants. The mission is to establish a robust and vibrant institutional framework to facilitate and support mutually beneficial networks with and among Overseas Indians to maximise the development impact for India and enable Overseas Indians to invest in and benefit from the opportunities in India.

In achieving this mission the Ministry is guided by four key policy imperatives:

- i) To bring a strategic dimension to India’s engagement with the Diaspora;
- ii) Offer customised solutions to meet the varied expectations of the Overseas Indian community including economic migrants both workers and professionals;
- iii) Tap the investible Diaspora resources in terms of knowledge and resources in economic, social and cultural areas.
- iv) Anchor Diaspora and skills for overseas employment initiatives in the States.

Institutional Arrangements

To fulfil its mandate the institutional arrangements established include:

- The Overseas Indian Facilitation Centre (OIFC), a not for profit trust in partnership with the Confederation of Indian Industry (CII), to serve as a one stop shop for economic engagement, investment and business.
- The India Development Foundation (IDF), a not for profit trust to serve as a credible single window to facilitate Diaspora philanthropy and lead overseas Indian philanthropic capital into India’s social development effort.
- The India Centre for Migration (ICM), a not-for-profit society to serve as a strategic ‘think-tank’ on matters relating to overseas employment markets for Indians and Overseas Indian workers.

- The Global Indian Network of Knowledge (Global-INK), a robust electronic platform that will facilitate transfer of knowledge with the objective of leveraging the expertise, skills and experience of overseas Indians.
- The Prime Minister’s Global Advisory Council, to serve as a high level body to draw upon the talent of the best overseas Indian minds wherever they might reside.
- Overseas Indian Centres (OIC) at the Indian Missions at Washington and Abu Dhabi, to begin with, to serve as field formations on matters relating to Overseas Indians. Through these and Labour/Counsellor wings of Indian Embassies, provide emergency relief to all Non-Resident Indians, especially workers and women, in distress through the Indian Community Welfare Fund (ICWF).¹⁵

3.2 A Strategic Dashboard of the Indian Policy for Diaspora Engagement

The recently released IOM Handbook for Diaspora Engagement (Agunias and Newland, 2012) has outlined ‘Six Actions to Facilitate Diaspora Engagement’. These are recommended policy initiatives that would further Diaspora engagement by making the homeland environment more conducive for the relationship. The matrix below summarises the status of Indian strategy in each of these areas.

¹⁵ Strategy Paper of the Ministry of Overseas Indian Affairs as submitted to the Performance Management Division of the Cabinet Secretariat, Government of India, 2010.

Table 1 Strategic Dashboard of Indian Policy for Diaspora Engagement

Sl. No.	Diaspora Engagement Action	Status of Indian Policy
1.	Flexible Citizenship Laws and Residency and Visa Requirements	India does not permit Dual citizenship however its OCI Card scheme provides for life-time visa free travel and full residency and employment rights for Persons of Indian origin who are citizens of other countries.
2.	Political Rights	Voting rights have not been accorded to Persons of Indian origin who are citizens of other countries, however Non-Resident Indians (NRIs - Indian Passport holders settled overseas) have been recently restored their right to vote by amending rules for registration of voters located overseas.
3.	Special Property Rights	Indian Diaspora holding PIO or OCI cards have the right to purchase property in India (except farm and plantation).
4.	Tax Incentives	Reduced customs duty regime for transfer of residence of Overseas Indians returning back to India are available including the retention of NRI status upto three years after return. Provisions for transfer of funds for philanthropy and tax exemption for the same are available.
5.	Portable Benefits	Through the provision of SSAs (Social Security Agreements) pensionary benefits of Indian workers and professionals working overseas are both portable and can be totalised in countries where SSAs have been executed.
6.	General Laws	To promote investments from Indian Diaspora, several provisions have been put in place ranging from special incentives for Bank deposits, investments in the Share Market, and certain special provisions for OCIs and NRIs for Foreign Direct Investment. Also, to encourage employment of overseas Indians, amendments to rules for doctors, scientists, academics and accountants have been or are in the process of being amended.

It's a fairly impressive mark-sheet for Indian strategy. It exhibits a mature and well-developed policy framework that has evolved over the years. One could go beyond this and even speculate that this best practise list has itself been influenced by the Indian example which was studied by the authors and which corresponds to each of the engagement points.

4. Fortress Europe and the Indian Diaspora

Originally a military propaganda term from the Second World War,¹⁶ 'Fortress Europe' is today understood to be a reference to the state immigration policies in mainland Europe. It is today seen to comprise of two main aspects - keeping out those who have no right to come and integrating those who do. As succinctly put in a BBC News article, "Fortress Europe is willing to lower the drawbridge for the few but keep it firmly up for the many". What this implies for the Diasporas in Europe is to say to those already inside the castle that they ought to join in and not keep to themselves.¹⁷ Essentially a Diaspora integration and assimilation policy.

4.1 India – EU Migration

India – EU migration is fast becoming a central element of international relations between India and Europe, both at the bilateral and multilateral level. The present status of the SSAs and move for Human Resource Mobility Partnerships has already been outlined in Chapter 3 and the EU position also touched upon in this chapter. Interestingly, both sides have a common stated agenda and view migration similarly from the three pronged approach of promoting legal migration, discouraging illegal migration and working together in the area of migration and development. In this age of Globalisation and the strategic relationship between India and EU it is time the dialogue be reframed so as to transcend migration and address mobility of human capital in general. It can reasonably be expected that this dialogue will go further and a mutually beneficial partnership result.

4.1.1 Impact of present Eurozone crisis on Diaspora

A World Bank study (2007) has sought to assess the impact of migration and remittances on several development indicators, including innovative thinking about the nexus between migration and birth rates. This is particularly relevant for Europe where demography is already showing its impact on the labour markets. Coupled with xenophobic demands several strategies across countries speak of circular, short-term, return and repeat migration. These

¹⁶ Fortress Europe (German: Festung Europa) was a military term which referred to the areas of Continental Europe occupied by Nazi Germany, as opposed to the free United Kingdom across the Channel. The term was used by both sides but, due to their respective geographic locations, in a very different sense. Currently, within Europe, the most common use of the term is as a pejorative description of the state of immigration into the European Union. This can be in reference either to attitudes toward immigration, or to the system of border patrols and detention centres that are used to make illegal immigration into the European Union more difficult. (Source: Wikipedia.com accessed on 9.04.2012)

¹⁷ BBC News, Paul Reynolds, 'Fortress Europe' raises the drawbridge, Tuesday, 18 June, 2002 at <http://news.bbc.co.uk/2/hi/europe/2042779.stm> (accessed on 9.04.12)

are all issues that have different ramifications on migrants and Diaspora and on countries of origin when Diasporas and migrants return.

So how does this impact the Indian Diaspora in Europe? In today's environment any such assessment must be seen in the context of the present economic downturn in Europe. Interviews with members of Indian Diaspora showed up three types of effects. Firstly for Indian origin workers in Europe there is threat of growing unemployment. For professionals from India working in Europe it's a mixed bag. Those in the IT services are seeing a trend towards off-shoring from a region that has traditionally preferred onshore IT services.¹⁸ Indian IT and BPO service majors have reported growing European business mostly from greater off-shoring.¹⁹ As could have been expected the European crisis is acting as a catalyst in driving existing European businesses 'viewing offshoring as a cost and efficiency lever' by off-shoring to India.

For Indian Diaspora professionals other than IT, especially those in services that cannot be out-sourced, such as Medical, Hospitality, and Agricultural based including Dairy etc. opportunities continue, as they do for the Indian Diaspora entrepreneurs.²⁰

4.1.2 Need for Integration and Assimilation

The Indo-EU Diaspora has traditionally had a slightly rougher path in integrating in mainland Europe than say their fellow-Indians in the UK, US or Australia. The English language and colonial history are the obvious reasons for it. However, several European countries, particularly France, Germany and Netherlands have in place policies to help migrants assimilate better in to local societies. On account of this much of the Indo-EU Diaspora is well integrated both economically and socially. This quality can be used as a positive feature in the assimilation of the new Indian students and emigrants, figures for both of whom are on the rise. There is a role here for the Indian community organisations, the Indian Missions and

¹⁸ Even the much maligned issue of 'outsourcing' of jobs to the developing world through the use of digital technologies is really a migration issue. With high old age dependency ratios, the preference is to shift in favour of technology when it is obvious that social security schemes need the support of a working migrant population to shore them up. Developed countries have the Hobson's choice of either accepting immigration or losing jobs to developing economies with a growing working population.

¹⁹ According to a recent article in Times of India entitled "Fortress Europe opens up to Indian IT services", by Nambiar, P., at <http://timesofindia.indiatimes.com/business/india-business/Fortress-Europe-opens-up-to-Indian-IT-services/articleshow/11596858.cms> (accessed 9.04.12), In calendar year 2011, top-tier IT companies grew their Europe revenues between 23% and 40%. In the just completed Oct-Dec quarter, they posted strong sequential growth in Europe, with Infosys growing at 17%, TCS at 19% and HCL at 6.3%. Europe also saw a larger share of multi-million dollar deals being signed than the US.

²⁰ Based on interviews with members of Indian Diaspora in Europe.

also the Indian Ministry of Overseas Indian Affairs (MOIA). Similar to the pre-departure training and manuals that the MOIA arranges for its workers going to the Gulf and Malaysia, it can think of guidelines and programmes for new students and emigrants going to Europe. Earlier participants of the KIP (Know India Programme) that have come from Europe could be trainers or volunteers in this initiative. Justification for such an initiative lies in the strategy of the Indian Government to use its links with the Indian Diaspora to serve as a bridge with the host countries of Europe and also be a strategic resource for the homeland. To play such a role, the Diaspora must be both economically and socially integrated, besides also attaining a political voice, as it does in UK, USA and Canada.

There is another angle to this issue of integration and assimilation, which in a sense touches on the larger issue of Diaspora identity. How should the home country view its Diaspora, especially when it is already integrated into the host country and acquired citizenship there? This is actually a serious issue usually not addressed in engagement strategies. For example, whereas the Indo-US or Indo-UK or Indo-French Diaspora view themselves as Americans, or British or French respectively, India has traditionally seen them as Indians who happen to live in the States, or UK or France, and who have an obligation to engage with and then support India. Quite obviously such misconceptions and outlook is not going to work in the 21st century and both sides need to shed any such old baggage and get on with their mutually beneficial trust.

4.2 The Indian Diaspora in some key European Countries

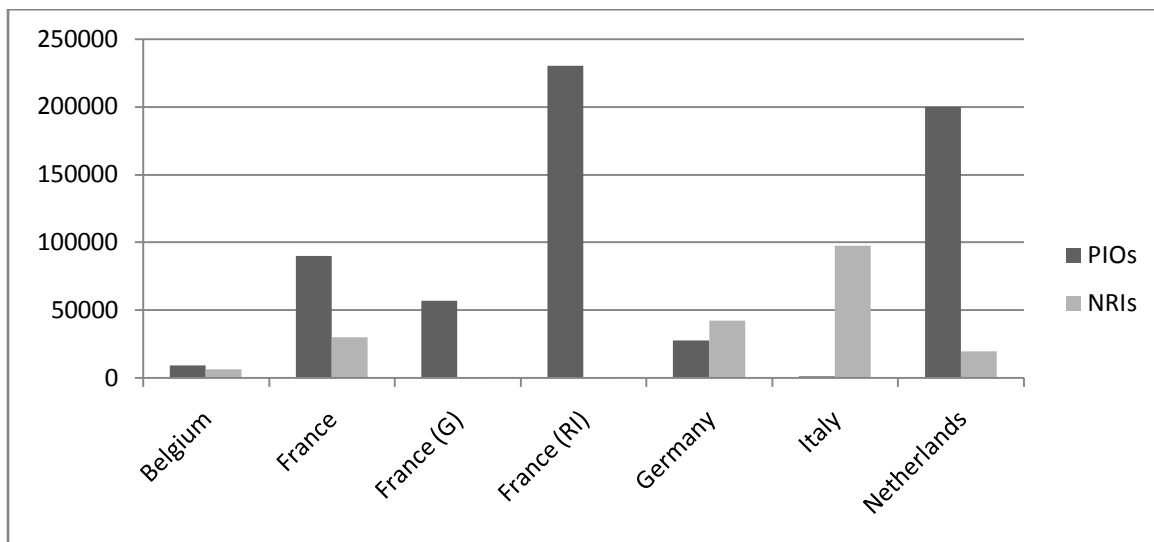
Literature on migration shows that the current nature of migrant trans-nationalism is the result of interplay of various historical, political, economic, and cultural factors. For instance, the characteristics of migration between India and the UK are extensively related to the colonial history of the countries. Similarly, the most important reasons for the intensive movement of people between Morocco and France lie in the past French colonial presence in Morocco and in the long history of emigration to France. Obviously this does not hold generally for the Indian Diaspora in mainland Europe. Very interestingly, there are some important historical links; for example, the Portugal connection with Goa the former Portuguese colony in India; the French connection with Pondicherry, and the Indian indentured labour origin of the PIOs in Le Reunion and Guadeloupe; and the largest of Persons of Indian Origin in mainland Europe, the Surinamese Indians in the Netherlands.

Other than that most of the Indian Diaspora in mainland Europe is of recent origin – and rising.

It is important to point out here that as in the sub-continent of India, the Indian Diaspora cannot be seen as or projected as a homogeneous phenomenon. The examples above quite clearly illustrate that. Not only were such emigration waves at different periods of time, they also represent different Indian communities and geographies. However as Esman (2009) points out, the multifacetedness of dissimilar Diaspora communities and “simultaneously highlights the multitudinousness and dynamism of their collectivities”.

In this context must be seen the break-up between Persons of Indian Origin (with European citizenship) and Non-Resident Indians (NRIs) as depicted in the graph below. Of the 5 focus countries we are studying here, France (especially the territories of Reunion Island and Guadeloupe) and Netherlands have substantial indenture-origin PIOs. However, even if one were to take all of Indian Diaspora in each of these countries, they do not account for even 1% of the population (except Netherlands at 1.2%). In the overall scheme of things obviously their impact and clout in their host countries is at best limited.

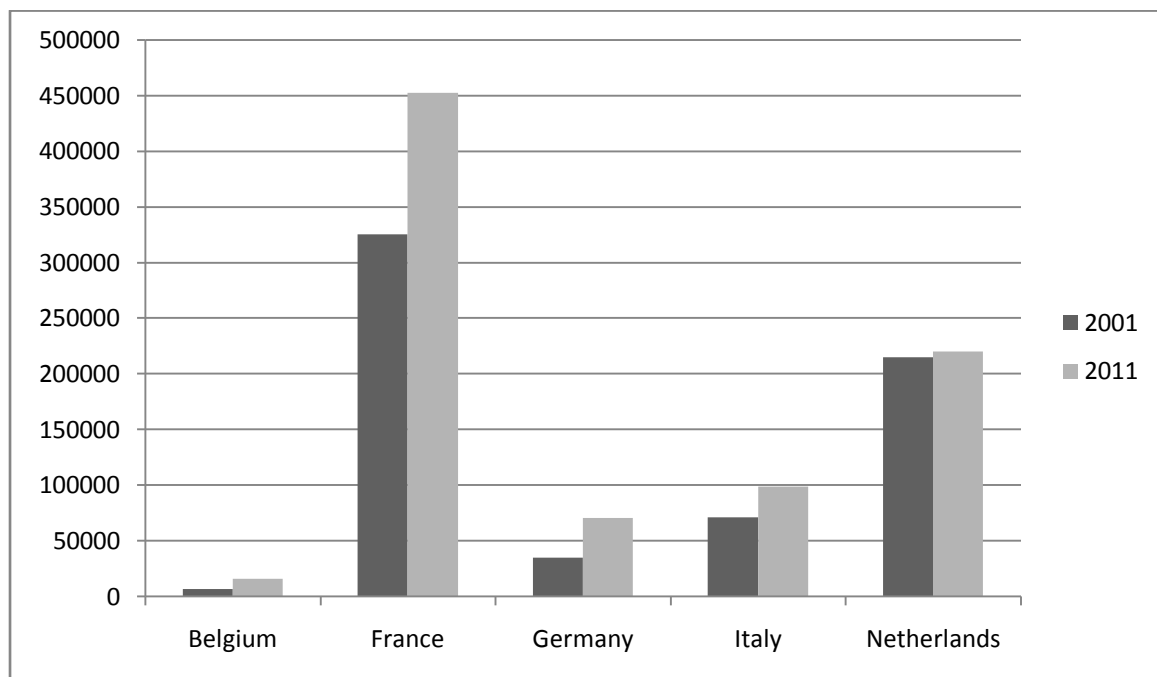
Figure 4.1 Bar Graph representing estimated population of Indian Diaspora (PIOs & NRIs) in five European countries in the year 2011



Source: Report of the High Level Committee on Indian Diaspora (2001). Estimate of the Ministry of Overseas Indian Affairs in 2011, based on figures provided by Indian Missions in the same countries put this at 2.5 million (estimates of all the countries totalling to 2,502,701).²¹

This indicates a growth of 26% in the last ten years. If one were to take the 5 focus countries, it can be seen from the graph below that there is substantial increase in all of them (ranging from 25 to over 125 percent), except The Netherlands (at just over 2%). (Country-wise details of the 5 focus countries and estimates of Diaspora in Europe in 2001 and 2011 are at Annex 2 to 4). This empirical evidence of steady growth in numbers clearly shows the pull factor operating in Europe as also is a comment on the stability of the Indo-EU Diaspora.

Figure 4.2 Bar Graph representing increase in the number of Indian Diaspora in 5 European countries from 2001 to 2011



Source: Report of the High Level Committee on Indian Diaspora (2001). Estimate of the Ministry of Overseas Indian Affairs in 2011, based on figures provided by Indian Missions

Note:

1. The population includes PIOs and NRIs in all the five countries in years 2001 and 2011.

²¹ It is important to also note that data used here is mostly from Indian sources. Data on the ethnicity of residents including migrants is not easy to come by in several European states where such data collection is forbidden by law or tradition. There are also rather bewildering situations, for example Belgium is caught somewhere in between the two traditions of reporting ethnicity or not (Jacobs & Rea, 2005) and finds itself in a stalemate position. The French speaking part of Belgium tends to follow the French tradition of refusing ethnic categorisation, while the Flemish (the Dutch speaking part) try to copy the Dutch model in distinguishing between locals and foreigners..

2. *The population of France also covers population of France (Guadeloupe) and France (Reunion Island).*

It is not the mandate of this paper to discuss the details of the close international collaboration and relations that India has with the EU and individual member states. However since this paper focuses on 5 countries in mainland Europe which have significant overseas Indian population, status of the Indian Diaspora in each of these and their immigration policies are outlined. (Brief Bilateral Relations between India and each of these 5 mainland Europe countries are at Annex 5 to 9). Analysis of questionnaire responses from overseas Indians in these EU states is at Part 5.

4.2.1 Indian Diaspora in France

Relations between India and France have traditionally been close and friendly and therefore the Indian presence in France has a long history. Migrants from Pondicherry in India constitute the most prominent Indian community in France, both numerically and in terms of social importance. They comprise people from the former French colonies in India²² who were given the option of French nationality when the subcontinent became independent. Also during the 19th century, ‘indentured’ labour was taken from India to the French colonies of Le Reunion and Guadeloupe. Today they continue to be French administered territories. Other Indians have also subsequently arrived in France in small numbers, mainly Sikhs.

During the 19th century many from the Indian elite in French areas went to study in Europe. Besides students, a number of Indian merchants, predominantly pearl traders came to settle in France in the 19th century (Lal et al., 2006). The beginning of the 20th century saw the growth of nationalism and the freedom movement in India. This also influenced some sections of the Indian community in Britain, French territory in India and Europe to move to France which became a place of refuge for anti-British activities. From 1905 onwards, important personalities linked to the Indian nationalism movement settled in France. Among them were Madam Cama and Vinayak Damodar ‘Sawarkar’ (Ibid). After independence, few of these people (only 2 per cent) opted for French nationality.

²² During the colonial period, the French East India Company established links between France and India, importing Indian commodities, mainly textiles, which were popular in Europe (Lal et al., 2006). The company was also instrumental in establishing a strategic base in India for the French. Consequently, Pondicherry, Karaikkal, Mahe, Chandranagore were officially declared French territories. Most significantly, the establishment of a French base in India provided the foundation for the development of an Indian community in France.

Today persons of Indian origin in France comprise of recent settlers and the old indenture origin French citizens. It is estimated that there are 90,000 PIOs in France and some 30,000 NRIs. In French Guadeloupe there are 57,000 PIOs and only some 20 NRIs and in French Reunion Island, 2,75,000 PIOs and 200 NRIs. Together this amounts to fairly substantial 4,52,200 Overseas Indians in France and a 39% increase in the last ten years.

Today the relations between the two countries are growing rapidly in important areas, with wide-ranging cooperation in political, economic and cultural fields and on defence, space, science & technology, and education. The Overseas Indians have a firm platform for furthering their and the two country's relations.

Box 2. Diaspora for Development Success Story 1

Rustam Sen Gupta

30, Social Entrepreneur

Years Abroad- Eight. MBA from INSEAD, France. Worked in the France, Switzerland, USA and Singapore.

Conscience Call- was appalled at the plight of West Bengal's poor on a visit in 2009.

Commitment- Put in Rs. 7 Lakh savings in to the venture. For the past year, Rustam has been working on his social enterprise, Boond ('a drop' in Sanskrit). Through its unique localised distribution network and its innovative products and financing schemes, Boond provides the poor living in remote areas of Bengal access to lighting, clean water and pest control.

Expertise

Rustam's expertise lies in building social enterprises for individuals from emerging economies that live at the bottom of the economic pyramid. He is an expert in developing and implementing business models to ensure sustainability as well as development. He enjoys practical field work and has worked extensively for agribusinesses, non-profit as well as micro insurance players both in Europe and Asia as an analyst and researcher.

"I love understanding and implementing models that have a lasting social impact on the lives of people around me."

4.2.2 Indian Diaspora in Germany

There are about 70,500 Overseas Indians in Germany. Of these, about forty thousand hold Indian passports, while the rest have acquired German citizenship over the years. The Indian Diaspora mainly comprises of technocrats, small time businessmen/traders and nurses. There are a number of Indian organizations and associations active on the business/cultural front, cementing ties between India and Germany at the people-to-people level.

Soon after the end of the World War II, students and workers began to arrive in Federal Republic of Germany (West Germany) and in the German democratic Republic (East Germany). In the West, the post war economic miracle had created need for qualified workers, the universities were open to foreign students and Indians could enter the country without a visa (Lal et al., 2006). The Indian migrants entered the labour market in the highly skilled sector, were able to get good jobs and were socially and economically well integrated into the middle class, to which they belonged to in India. East Germany was similar, though at a lesser scale.

Due to the economic recession in the 1970s, German states stopped extending the work permits of Indian workers. Many migrants had to come back to India, others moved into the less restricted areas of Germany. Several Indian nurses from Kerala, lost their jobs. The increasingly restrictive immigration policy from 1970s onwards resulted in considerable decrease in the numbers of Indians arriving in West Germany. Only spouses and some students were allowed to enter legally.

The end of the 1990s once again saw the change in the immigration rules of now unified Germany. Due to the re-emergence of scarcity of health care workers, Malayali nurses, whose work permit had not been extended in the 1970s, were allowed to return to Germany. The major change, however, came in 2000, when the German Chancellor, announced a 'Green Card' for IT specialist, which encouraged the migration of many young Indian IT professionals, who also brought their families with them. Hence, the number of Indian citizens living in Germany increased from about 35, 000 at the end of the 1990s to more than 43,000 in 2003 (Lal et al., 2006). The new migrants lived mainly in the urban centres as Munich, and have developed their own networks. As they are allowed to stay only for five years, their residence is not permanent. The advent of IT professionals has changed the image of India in Germany, which was one of the poverty, suppressed women, and spiritual superiority. The new emerged image was one of technologically advanced Indians. This was obviously a positive development.

Box 3. Diaspora for Development Success Story 2

Chandrakant Singh

37, Engineer

Years Abroad- two years in Germany

Patently Able- He has a patent for software to fix faulty micro-controllers, used for operating cars, in his names

Commitment- Chandrakanta grew up studying by the light of kerosene lamp in a village in Bihar in 1980's. By 2004, engineer Chandrakanta was posted to Germany on a two-year assignment by his then employer Bosch India. He came back to India with the self realisation of the need to do something for the next generation of the children in his native village. He drew up a 100 page blue print to set up a (Rs) 300 million campus over 10 years. He founded Chaitanya Gurukul Trust (CGT) in November 2008, which runs classes from I to VIII. The public school runs on a self sustaining model, with concessions to needy students.

Outcome- his school in Champaran village is fully functional and has power back up to ensure students have blackout-free classes.

However, the second generation migrants have now developed into new groups of Indians in Germany. Some of them have retained Indian citizenship but their links to and knowledge of India differs considerably. They live, like their parents, in Germany with difference in terms of skin colour, family name and traditions but they also differ from their parents in that Germany is their first home. More than their parents they are part of the German society.

The PIOs in Germany have founded many associations in Germany; members obviously are few and geographically scattered. Political participation is also limited. Many Indo-Germans are rich businessman but have not yet moved into the political arena. German immigration rules have influenced greatly the migratory process from India as well as the segment of population who migrate.

4.2.3 Indian Diaspora in the Netherlands

Most Persons of Indian Origin in the Netherlands are the descendent of indentured labourers of the Dutch colony of Suriname, who went there between 1873 to 1914 to work on plantations. Most of the immigrants were recruited from Uttar Pradesh and Bihar. During their integration into the Surinamese society, they began referring to themselves and their language as Hindustani. Hindustani migration to Netherlands started in the early 1960s and peaked around transfer of sovereignty to Suriname in 1975 (Lal et al., 2006).

Box 4. Diaspora Advocacy

Netherlands also has one of the best examples of Diaspora Advocacy – an organisation called ‘**Foundation for Critical Choices for India**’ (FCCI). As their website states: FCCI, founded in 1980, is an independent, secular, non-commercial, non-partisan, think tank and focal point for initiating and implementing studies and programs on issues of strategic importance to India in social, political, economic fields by mobilising the resources of non resident Indians (NRIs) / persons of Indian origin (PIOs).²³ This organisation has been carrying out research and advocating greater engagement of the Diaspora with India by taking up issues including dual-citizenship, investment, taxation etc. It also organises Indian Diaspora meets in Europe and has been a founder member for establishing the ‘Foundation for Indian Diaspora in Europe’.

At present, the Netherlands has the second largest population of people of Indian origin in Europe (next only to UK). It is home to about 220,000 Indian and Suriname Hindustani Diaspora, wholly integrated into Dutch society. Although their forebears left India nearly 150 years ago, the Hindustani-Suriname community has deep cultural links with India and is active in promoting cultural cooperation through well-established institutions.²⁴ There has been a Member of Parliament from the community. Prominent Surinamese are members of Municipal Councils, like current Deputy Mayor of Hague Municipality – Mr. Rabin Baldew Singh. Mahatma Gandhi was honoured in Netherlands in a special way through opening of an Indian Cultural Centre named “Gandhi Centre” in The Hague on occasion of his birth anniversary on 2nd October 2011. Opening of the Centre fulfilled the long-standing aspirations of Indian and Suriname Hindustani community in Netherlands.

NRIs and PIOs from Netherlands regularly participate in Pravasi Bharatiya Divas conventions. The Regional Pravasi Bharatiya Divas (PBD) Europe - the third edition in the series of regional mini-PBDs - was held in The Hague on 19 September 2009, in partnership with Indian Embassy, Hague Municipality and Indian Diaspora organizations in Netherlands. It is unprecedented that two prominent Persons of Indian origin based in Netherlands have been awarded the Pravasi Bharatiya Samman (in 2009 and 2011) for their contribution to Diaspora related issues. The last awardee – Mr. Wahid Saleh, is a social entrepreneur and a

²³ <http://www.fcci.nl/profile.html> (accessed 8.4.12)

²⁴ The issue of PIO cards for indenture origin diaspora from Suriname remains. The following is a quote from one of the respondents from the Netherlands: “At present as per GOI rules PIO cards are issued upto 4th Generation PIOs. In my interaction with the children of 2nd generation PIO whose parents are born in the Netherlands, there is a strong desire to acquire PIO cards. But these 5th generation PIOs are not eligible for PIO cards. India should consider issuing PIO cards also to the 5th generation. There is a very strong cultural and religious bond between them and India. They are the future generation of the Netherlands who is going to play an important role in the Netherlands socially, politically as well as economically.”

community leader based in Netherlands who has received the award for his contribution to activities supporting educational institutions in Assam and Northeast region in India.

Box 5. Diaspora for Development Success Story 3

MAHMOOD KHAN

56, Change Agent

Years Abroad- over 25 including Holland and UK

Mahmood Khan's Rural Dreams

The stories of a village boy studying under the streetlight to a highflier with his own fleet of cars are overdone; however, none of them returned to the same village from where they once started. Khan did. As a child, Mahmood Khan, the son of a farmer in Nai Nangla, would trudge a few kilometres everyday to get to school. When it rained, he would fold his clothes in a neat bundle and wade through the water carrying the school uniform on his head just to make sure it did not get wet. After school, he would help his family on the farm – tending the cattle, ploughing the fields and chasing the hens into the coop.

Mahmood Khan did Post Graduation in Management in 1977 from Indian Institute of Management, Ahmedabad. He joined Unilever in 1982, worked in Holland, Vietnam, Singapore and then moved to London, where he was their Head of Innovation till 2009.

As Khan grew in stature his district sunk deeper into poverty with myriad problems like illiteracy, poor living conditions, and lack of basic amenities for health and hygiene. Khan decided that he had to find a permanent solution to this problem. The solution was simple: get a bunch of individuals, companies and NGOs to collaborate. Khan wishes to make this a self sustain solution that all the stakeholders involved benefit from.

The trigger

Pratham, the education NGO, launched a charity in the UK. In December 2003, he invited Pratham volunteers to test children in the local school. The results hit him hard: even 4th and 5th graders couldn't read a paragraph or do basic mathematics. The student-teacher ratio was awful: 1 teacher to 100 students. He had to do something about it. With the help of Pratham, he started work of improving local education. Many volunteers helped in this initiative. To lead the effort Khan gave up his job and returned to his village to lead the initiative.

4.2.4 Indian Diaspora in Italy

According to the Ministry of Overseas Indian Affairs statistics, the total number of Indian Diaspora in Italy in the year 2001 was 71500 of which 36000 were PIOs and 35500 were NRIs. The number grew significantly over the years and in the year 2011 the total number is shown as 99127. (Unofficially the number is quoted to be nearer 1,40,000 including irregulars).

Indian migration to Italy started during 1960s, consequent to establishment of economic links between India and Italy, with Italian auto-industry. There were some Indians who went to Italy as theology students in early 1960s however significant numbers only are seen in the

1990s. It is estimated that 70% of Diaspora is from the State of Punjab, most of them employed in the agriculture, dairy and leather industry. The number of professionals would be “less than 1%” and Indians owning business is abysmally low. There is a smattering of Indians from the States of Kerala, Haryana and Rajasthan. Indians are largely concentrated in rural areas in northern Italy.

Like other European countries, Italy’s immigration policy has also been fluctuating according to the demand and supply of labour. While Italy's legal immigrants make up less than five per cent of the total population, far fewer than in many other EU countries, several amnesties and regularisation programs in the last decade have done little to reduce the sizeable undocumented population that plays an important role in the informal economy.

From another angle, the debate over undocumented immigration is shaped by the Italian private sector's desperate need to replenish a workforce depleted by the rapid ageing and shrinking of the native-born population. Italy's business community continues to be a powerful voice for increased legal migration, and the Government has responded with some revisions to Italian labour laws.

Box 6. Diaspora for Development Success Story 4

DR. K RAVINDRANATH

57, Doctor

Years Abroad- over 25, mostly in the UK

While working in some of UK's top medical institutions, witnessing the hardships of Liver transplant patients and their painstaking ordeal, spending huge amounts of money, Dr. Kancherla Ravindranath realised the urgent need for a Liver transplant facility in India. Deeply touched by the plight of hundreds of patients' and inspired by his late Father's advice to come back to serve India, Dr. Ravindranath relinquished his very successful practice in UK and returned to India to establish Global Hospitals.

Return to India- Dr. Kancherla Ravindranath, is a world-renowned expert in Surgical Gastroenterology, and the founder of Global Hospitals Group – acknowledged as India's fastest growing chain of tertiary care multi super specialty hospitals. Under Dr. Ravindranath's visionary leadership and guidance, Global Hospitals Group has become the premier and niche healthcare centre that is in to performing high-end surgeries, such as the first ever liver, heart, twin kidney and bone marrow transplants in Andhra Pradesh and multiple such cutting edge and pioneering surgeries in India. Currently, with eight world class tertiary care Hospitals in Chennai, Bengaluru & Hyderabad, and soon Mumbai centre opening up, today Global Hospitals has grown to be acknowledged as the world's most comprehensive centre for Liver & Pancreas Diseases and Transplantation.

A philanthropist at heart, Dr. Ravindranath has been involved in numerous social activities that has made him well-liked among the poor and respected among the rich. He has

constructed a High School in Chiramana Village, Aspet Mandal of Nellore District, Andhra Pradesh, India and named it after his father Late Shri. Seshaiyah Naidu. He was responsible for construction of a hospital for the poor. Dr. Ravindranath has also been a champion for the cause of Dalits and backward classes and has built a housing colony for the people of the community.

4.2.5 Indian Diaspora in Belgium

Belgium is one of the most multicultural and multiracial country of the European Union. Today the immigrant-origin population represents about 12 per cent of the total population (Martiniello, 2003: 225-232). The Indian Diaspora however is very small being just around 0.7% but very influential and rich representing the highest percentile of the rich.

According to the Ministry of Overseas Indian Affairs statistics, the total number of Indian Diaspora in Belgium in the year 2001 was 7000, which increased up to 16000 in the year 2011. Of whom nearly 10,000 had obtained Belgian citizenship. Around 2,500 NRIs/PIOs are based in Antwerp, mainly from Gujarat, and are involved in the diamond trade. Indians are employed mainly in the software and diamond industries as well as other local industries in major cities. For example the Gujaratis from Palanpur district in Gujarat, India initially arrived in Antwerp to work in the diamond industry. Antwerp in Belgium with Surat in Gujarat, India form one of the world's most successful 'Diaspora corridors of business'. Not only are there backward and forward linkages in the diamond trade visible here, but it also involves migrant populations, networks and circular mobility. Software companies like HCL, TCS and Infosys also have a presence in Belgium and employ several people of Indian origin. There are around 500-1000 Indian students pursuing studies in educational institutions of Belgium.

4.3 Issues of Dual Citizenship: The EU and Indian Perspective

The Indo-EU Diaspora comprises a large number of persons that have or are in the process of acquiring foreign citizenship. These include for example Surinamese Diaspora in Netherlands that are descendants of former Indian emigrants or indentured labour that went to work in the colony and have now migrated to the land of their former Dutch masters. These also include Indian migrants in Europe (especially the UK) that went to work and then acquired local residency and then citizenship. For many of such persons their primary interest is to ensure 'legal rights' in their home countries to protect their personal and property rights. They also see this as an opportunity to facilitate travel and investment in the home and host countries.

It is generally held that globalisation, has given a push to dual nationality, as it recognises that dual nationality would facilitate easy movement of people, in an economically interdependent world. According to Sahai (2011) empirical studies point out that immigrants recently granted dual citizenship rights were likely to better naturalise, and experience relative employment and earning gains. Dual citizenship rights thus “not only increase the propensity to naturalise but may also promote economic assimilation” On the downside, they could involve dual military service or dual tax payments. Treaties on Avoidance of Double Taxation help in removing such anomalies.

From the perspective of the origin (home) country, dual nationality “has both domestic and international implications” (Ibid). Seen from the domestic perspective, it means facilitating investments and remittances. Seen from the international perspective, it is tantamount to Diaspora playing the role of a pressure group, as happened in the case of Indian Diaspora, when it lobbied for India-USA Civil Nuclear Agreement in the United States in 2008.

The EU member countries – 15 original members and 10 new members – have historically been opposed to dual citizenship. Their preference for consolidation of single citizenship was expressed in the Council of Europe’s ‘Convention on the Reduction of Cases of Multiple Nationality’, which is summarised as follows: “The Convention aims to reduce as far as possible the number of cases of multiple nationalities, as between Parties. It lays down rules to reduce cases of multiple nationalities or the renunciation of one nationality, and the legal consequences for persons concerned, including minor persons. It also contains provisions on military obligations in cases of multiple nationalities (Howard, 2005)”.

The concept of single identity and loyalty, however, started melting down under the pressure of migration in a globalised world, women’s empowerment; mixed marriages; children born with multiple nationalities; stress on individual rights under Human Rights Conventions and practical necessities. As the world economy got globalised, rendering “political citizenship” less important than “economic participation”, a process on liberalisation of dual citizenship commenced, with the member states adopting “a much more tolerant and permissive attitude”²⁵ towards dual citizenship. This shift in policy resulted in a number of EU countries, opting for dual citizenship by bringing about changes to their ‘Nationality and Citizenship Laws in the 1990s. This resulted in countries, such as Germany and Italy accepting dual

²⁵ Ibid.

citizenship in some form, while countries like Finland, the Netherlands and Sweden accepted full dual citizenship. Out of the fifteen original members ten accept dual citizenship.

The Indian Perspective

India does not accept dual citizenship. India, like many other countries had been a proponent of single citizenship, except in the case of children, when it allowed them to hold dual citizenship until they come of age, when they were expected to choose one or other citizenship. India, like many other countries, had to face the ‘bottom-up’ pressure from the Diaspora in the developed countries for the grant of dual citizenship. It was, therefore, not surprising to see the High Level Committee on India Diaspora endorsing the concept of dual citizenship, when it submitted its report to the Government of India in 2001, recommending that “dual citizenship should be permitted within the rubric of the Citizenship Act 1955”.²⁶

At the practical level, however, dual citizenship was not offered, on account of security and other concerns. Furthermore, all sections of the Indian Diaspora, across the globe, did not endorse this policy. This was particularly so, in the case of countries in Asia, Caribbean and Africa which do not subscribe to dual citizenship.²⁷ Given India’s concerns and pressure from its Diaspora, India evolved its own model, which it called the ‘Overseas Citizenship of India (OCI)’, which is actually a Card (the OCI card) and is a follow up of the earlier grant of a ‘Person of Indian Origin’ or PIO Card. This was a hybrid between a dual and single citizenship. India deprived OCIs of political rights, while it conferred economic privileges; even those were also restricted in some ways. OCI, therefore, is “not to be misconstrued as a ‘dual citizenship’. OCI does not confer political rights”.²⁸ At best, it could be called ‘dual economic citizenship’. This was put into place in December 2003 through the amendment of the Citizenship Act 1955 and a new Section 7 was added to the Act. At the Pravasi Bhartiya Divas, 2010 the Indian Prime Minister²⁹ announced further proposed modifications to this facility which envisage a common OCI-PIO Card rather than two separate schemes. This proposed change is pending Parliamentary approval.

²⁶ The Report of the High Level Committee on Indian Diaspora, 2001.

²⁷ As asking for Indian Dual citizenship could very well weaken their political integration and clout in their host countries such as South Africa, Trinidad & Tobago, Malaysia etc.

²⁸ http://india.gov.in/knowinda/overseas_indians_affairs.php

²⁹ Inaugural Speech of PM at PBD 2010 as at <http://moia.gov.in/services.aspx?ID1=29&id=m1&idp=25&mainid=23> (accessed 18.04.12)

The demand for ‘dual citizenship’ continues³⁰ especially from the Indian Diaspora in the USA, Canada, UK and Europe. The Indian Diaspora in these countries see it in the case of so many other Diasporas in their countries and particularly want this for their next generation who they believe will want to engage with India only if they have political and especially full property rights in India. Indian officialdom does not buy this argument and as mentioned before, security concerns of persons from neighbouring countries misusing this facility; and the basic issue of allegiance to only one sovereign state are reasons why there is little chance of a change in such policy.

5. Conclusions and Recommendations: Towards a sustained relationship with the Indo-EU Diaspora

5.1 Findings from the Study

This paper in its opening Part outlined Six Research Questions that needed to be addressed in the perspective of Diaspora and development in the context of the Indo-EU Diaspora. The statement below summarises the result of the findings:

Table 5.1 Statement summarising results of findings

1) Is there an obvious link between Diaspora and development?	Link certainly there but it's not automatic and needs to be nurtured.
2) Does the Indian Diaspora play a positive role in the development of their countries of settlement?	Yes it does.
3) What role can the Indian Diaspora play in the development of their home country - India?	Presently marginal but high potential
4) What is the strategy of the Government of India in engaging with its Diaspora and is it seen to be successful in the context of the Indian Diaspora in EU?	There is a definitive strategy for engagement and 60 per cent of respondents found it positive.
5) Are issues of gender and youth being addressed in the engagement?	Gender only marginally. Youth fairly substantially.
6) What, if any, are the lessons from the Indian model of engagement?	Several.

³⁰ Statement based on Telephonic interviews with Diaspora individuals.

This study carried out primary research through questionnaires mailed to overseas Indians and their associations in Europe³¹. This was a simple questionnaire designed to address only a few common perceptions and obtain responses that would also include suggestions³². The presumption was that these members of the Indian Diaspora are keen to engage with the homeland and therefore would give frank views. This questionnaire in a slightly modified form was also mailed to European Missions in New Delhi to obtain views from a different perspective.³³ A more detailed analysis of the findings is outlined below:

5.1.1 Diaspora and development: An obvious link?

The first question is that of an ‘obvious link’ between Diaspora and development. In Part 1 we outlined the link and in Part 2 we elaborated on the framework. This question is really at the core of this policy research. While this paper has shown the current position in literature on migration on this issue, which essentially outlines the strong linkages, findings of this policy research show that a) the relevance to different categories or groups of Diasporas may vary and that, b) there is no doubt of the potential yet no certainty of an ‘obvious link’. To further explain this position it would be important to analyse the Indo-EU Diaspora as confirmed in the research.

Types or categories of Overseas Indians

The Indian Diaspora coming as it does from such a diverse and heterogeneous origin where even today the homeland takes pride in its diversity, there will be and is in fact, a plethora of associations and groups within the Diaspora ranging from social, cultural, religious, ethnic, regional etc. to professional and specialised institutions. However so far as the Indo-EU Diaspora is concerned, it would be useful to categorise them into three distinct groups correlated more or less to the three distinct waves of migration that have been referred to earlier in this paper. These are:

- (i) the ‘old’ migrants or what can be referred to as the ‘indenture-origin migrants’;

³¹ Questionnaires were sent by email to 50 email addresses of Indian Associations/Overseas Indians in 5 focus countries of mainland Europe (addresses obtained from Ministry of Overseas Indian Affairs, Diaspora Division) and Pravasi Bhartiya Samman Awardees from Europe. 8 emails bounced back. Of the balance 42 we received 30 responses. This shows a high 71 percent response rate. 7 telephonic interviews were also conducted.

³² Copy of the Questionnaire sent out is at Annex 3.

³³ Interestingly not a single of the 5 focus EU country missions at New Delhi, nor the European Commission Mission, responded to the questionnaire. Perhaps they are not authorised to respond to questions concerning immigration issues. Indicative of the EU position on migration?

- (ii) the more recent (post Indian Independence) migrants who have chosen to take host-country citizenship; and
- (iii) The NRIs and Indian students who are there mostly in a professional capacity and continue to retain their Indian Passports.

This distinction is placed here for analytical purposes as it would be useful to see the relevance of Diaspora policy initiatives for each of these categories as quite clearly interventions need to vary along the categories.

In Part 2 while describing the framework for Diaspora and development we outlined certain historical and noticeable Diaspora activities that are seen internationally. The matrix below places these in the perspective of the three core categories of the Indian Diaspora mentioned above to assess their relevance.

Table 5.2 Matrix of Diaspora Activities relevance to Indian Diaspora Categories

Diaspora Activity	Indenture-origin Migrants	Recent migrants	Non-Resident Indians
Remittances	Not relevant	Yes	Yes
Investment	Maybe	Yes	Yes
Knowledge transfer	Yes	Yes	Not directly applicable
Philanthropy	Not relevant	Yes	Yes
Gender Issues	Yes	Yes	Yes
Youth initiatives	Yes	Yes	Yes
Diaspora networks	Yes but may not mix with other Overseas Indian networks	Yes	Yes
Diaspora Advocacy	Limited and mostly host country centric	Yes, for both host and homeland.	Mostly homeland centric.

This matrix above indicates that though many of the activities are relevant across the Diaspora, there will be some more applicable for only one or two of the categories. The next obvious question that comes up is whether the Indian model of Diaspora engagement caters to these differences and is ‘comprehensive’. Below we place another matrix that seeks to assess the relevance for different Indian initiatives in the context of the three different

categories defined above. The logic being that if the elements of the framework are relevant then there is greater potential for Diaspora contribution to homeland development:

Table 5.3 Relevance of Indian strategic framework to Indian Diaspora Categories

Sl. No.	Indian Initiative	Indenture-origin Migrants	Recent migrants	Non-Resident Indians
1.	PIO/OCI Card	PIO card very relevant	OCI card very relevant	Not relevant
2.	Pravasai Bhartiya Divas and Pravasi Bhartiya Kendra	Relevant	Relevant	Relevant
3.	OIFC – Economic engagement	Not very relevant	Yes	Yes
4.	Global INK for Knowledge transfer	Not very relevant	Yes	Not directly applicable
5.	IDF - Philanthropy	Not relevant	Yes	Yes
6.	ICM – migration policy research	Yes	Yes	Yes
7.	SSAs/HRMP	Not relevant unless they seek employment in India	Not relevant unless they seek employment in India	Yes
8.	Voting Rights	Not applicable	Not applicable	Yes
9.	Indian Community Welfare Fund (ICFW)	Not applicable	Not applicable	Very relevant
10.	Gender Initiative – Assistance for women against fraud NRI marriages	Not very relevant	Relevant	Relevant
11.	Youth – Know India programme/Youth Clubs/Scholarships	Relevant	Relevant	Relevant

Again it's a mixed finding in the context of the different groups. Yes, most of the Indian initiatives are of relevance across the Diaspora but may be more applicable for one or the other category. This analysis is relevant not just for this research question but also addresses research question No. 4 being that of the Indian strategy's relevance itself. It shows that the Indian model of Diaspora engagement has in fact addressed relevant engagement issues that

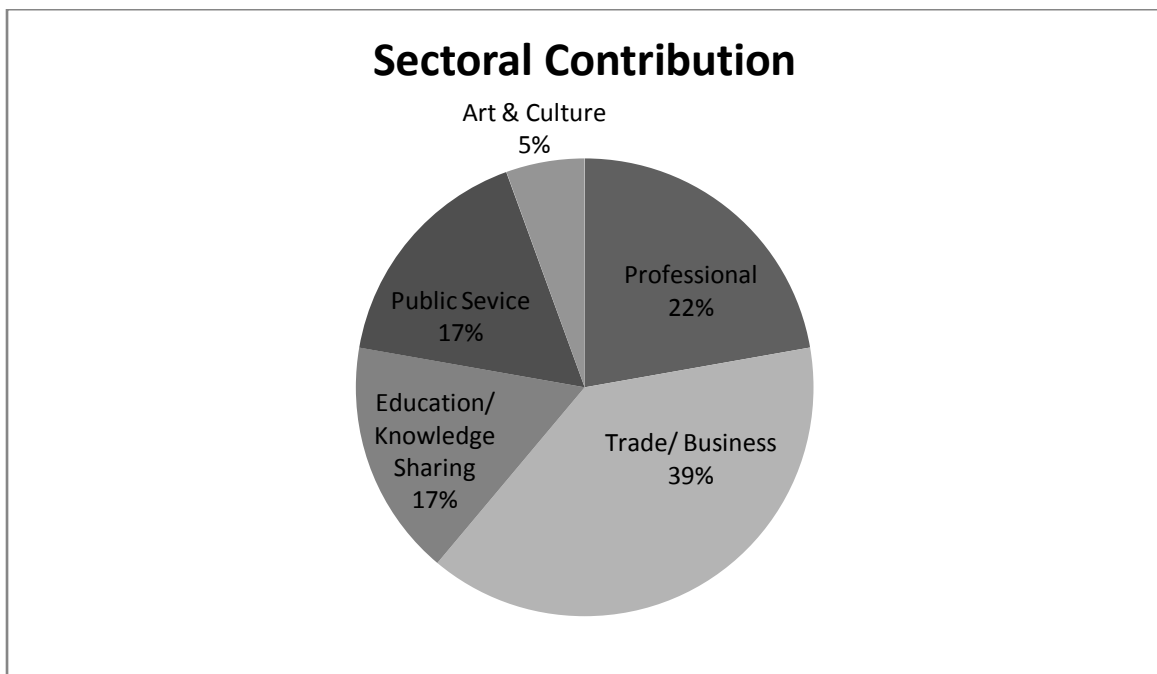
are relevant for each of the categories and thereby sought to establish a robust framework. However for any framework to work it needs to be made use of. This obviously implies a proactive role on the part of the Diaspora. Quite simply, as is often said – one needs two hands to clap!

5.1.2 Contribution of the Indo-EU Diaspora to their host country

This is the second research question that was addressed through questionnaires, interviews and in the secondary research.

Indicators across the board show a positive contribution to the host economies. The very fact of an economically successful overseas Indian community and the rising numbers in the Diaspora, are indicative of the ‘pull’ of the European economies that have provided opportunities for Diaspora success. Based on questionnaire response is a Pie-chart below showing the diverse sectors that the overseas Indians have contributed to. The two largest of the segments, being business and professional expertise, are suggestive of market success.

Figure 5.1 Pie Chart representing sector wise contribution of the Indian Diaspora in their Country of Settlement



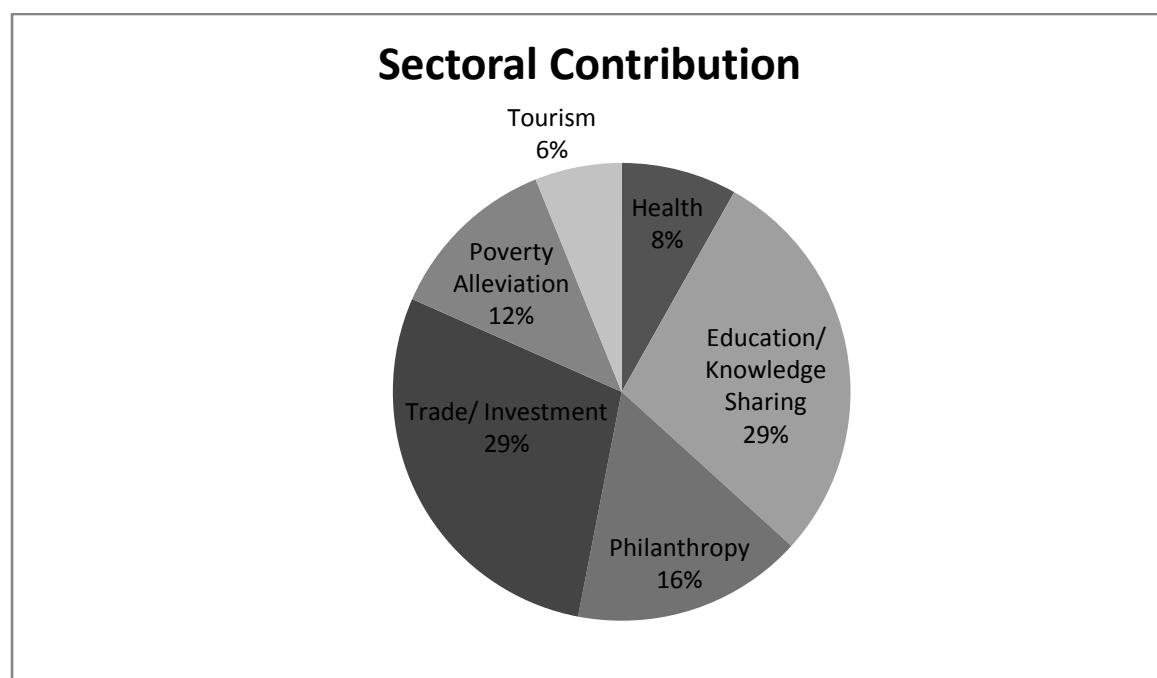
Source: Author’s Analysis of responses to Questionnaire

5.1.3 Role of the Indian Diaspora in the development of their home country – India

In Part 2 the paper elaborated on the role of remittances. It was mentioned that according to the World Bank estimates of 2010, the Indian Diaspora based in Europe is contributing 8% of the total remittances, being worth some 4.4 billion dollars to the Indian economy. This contribution is real and growing. In terms of investments, data available unfortunately does not indicate NRI or OCI investments country or region-wise, however, as outlined in the bilateral economic relations of India with the 5 focus countries of Europe, trade and investment relations are strong and on the rise.

The questionnaire circulated to the Indo-EU Diaspora addressed this issue of the Overseas Indian contribution to the host country and it received overwhelming positive response (though few hard details on actual contribution or investment). Other than the Diamond trade ‘Antwerp-Surat Diaspora corridor’, and corporate IT business, no other dynamic business linkages involving large Indian Diaspora communities was found in any of the 5 focus countries of Europe. Interestingly, the potential or interest in contribution was across sectors, as depicted in the pie-chart below:

Figure 5.2 Pie Chart representing potential for Sectoral contribution by the Indo-EU Diaspora



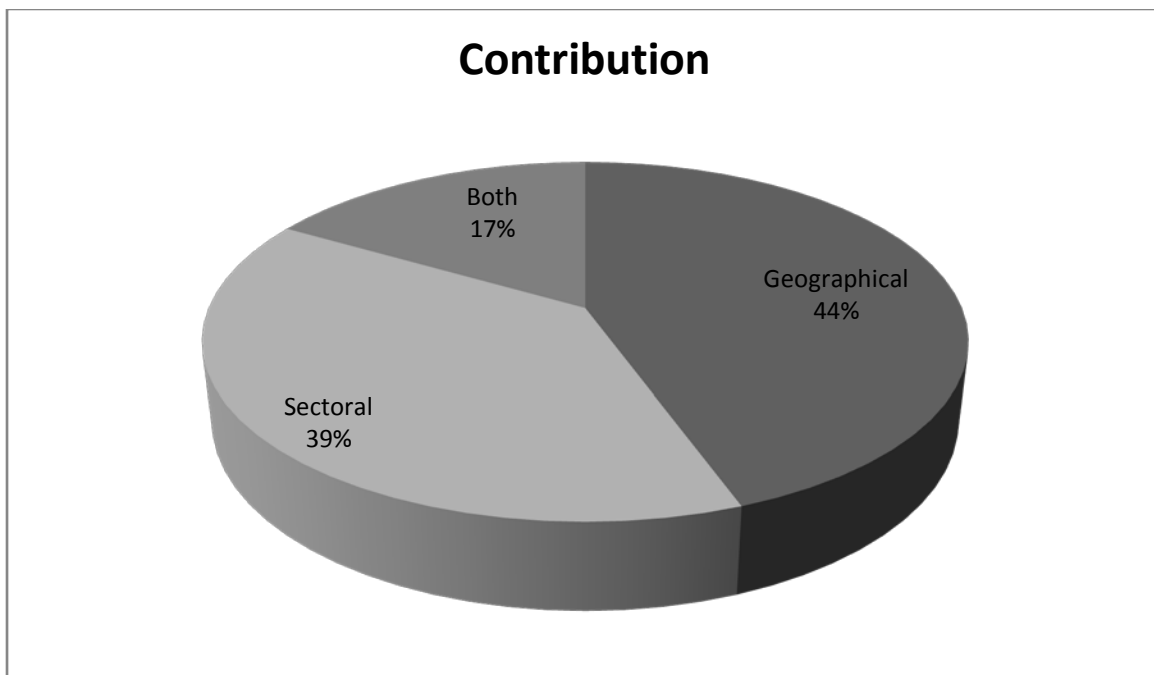
Source: Author’s Analysis of responses to Questionnaire

The largest segments are Trade/Investments and Knowledge sharing. This again links up with the Indian model of engagement and is indicative of a convergence of interest.

Some amongst the Indo-EU Diaspora (professionals and possible investors) expressed their concerns regarding obstacles and discrimination that they face in doing business in India. While politicians and officials in India do not deny the existence of certain difficulties, they are mostly inclined to think that the situation reflects the general conditions of the country's business environment.³⁴

The questionnaire also looked at the interest of the Indo-EU Diaspora in the area of Diaspora Philanthropy. Would the preference be for philanthropic work that is in one's village, town, state of origin, i.e. geographic in nature; or would it be for social sectors. The response received indicated a higher percentage for geographic contributions (40%), with some (17%) indicating a preference for contributing to social causes, but in specific geographies (probably the place of their own origin).

Figure 5.3 Pie Chart representing preference for Philanthropic contribution by the Indo-EU Diaspora



Source: Author's Analysis of responses to Questionnaire

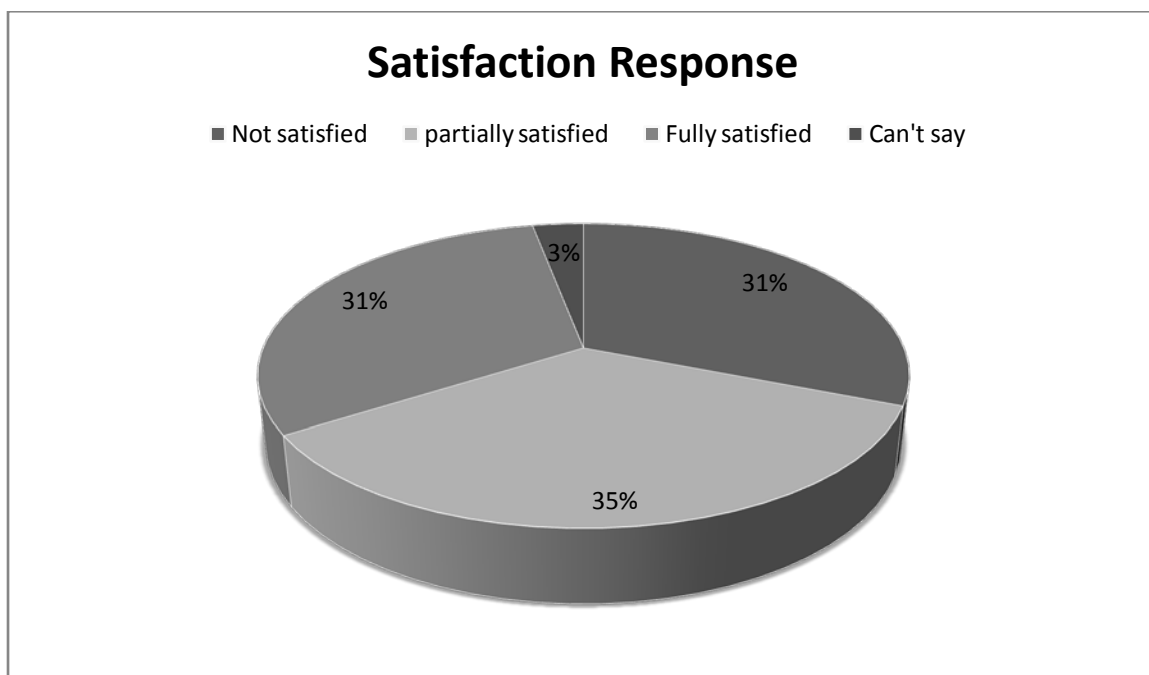
³⁴ Telephonic interviews and interaction during conferences.

5.1.4 Indian Strategy of engaging with its Diaspora and is it seen to be successful in the context of the Indo-EU Diaspora?

Research question No. 4 addressed Indian Diaspora strategy. This has been elaborated upon in Part 3 (Indian Diaspora: Policy Perspective and Strategy). Matrix No.2 as outlined in response to research question No. 1 on development has shown how across the main strategic initiatives, Indian strategy has in fact addressed several issues of Diaspora engagement.

Interestingly, in the research questionnaire circulated for this paper, representatives of the India-EU Diaspora were asked whether they were satisfied with India's policy towards its Overseas Indians. The pie-chart below shows the response being that 31% were 'Fully satisfied', a further 35% 'Partially satisfied' and only 31% indicated that they were not satisfied. What is of importance to note here is that only 3% of the respondents had no response. This indicates not only that the respondents were aware of India's Diaspora policy but also had an opinion on it. This itself is indicative of a vibrant engagement between India and its Diaspora!

Figure 5.4 Are you satisfied with India's approach towards Overseas Indians?



Source: Author's Analysis of responses to Questionnaire

5.1.5 What, if any, are the lessons from the Indian model of engagement?

The India strategy may not be entirely replicable in that both the emigrants as well as the economic circumstances for engagement vary. For example the IT related success stories of

Indian IIT type higher educated engineers moving to the US or Europe and still being part of both overseas and Indian networks may not be so common. Such networks were key to their being successful bridges between countries and corporate. Also few Diaspora communities (other than the Chinese) will achieve the critical mass that is necessary to produce substantial numbers of influential people in any given sector (e.g., medicine, engineering, large corporations, Venture Capitalists, hoteliers etc.). Notwithstanding, the Indian Diaspora's experience does have far reaching implications and take-away for other Diaspora communities. For example, even small countries with a relatively smaller Diaspora community can bring out a proportionately similar transformation in their home country, and impact the economy of the home country very significantly and positively (Pandey et al, 2004). Not only as role models and entrepreneurs but by their example of establishing disciplined, dedicated and value driven Diaspora organisations (such as TiE in the US or FCCI in the Netherlands), which can provide a good networking platform for the Diaspora executives as well as incumbent local players in the home countries and facilitate the mentoring and limited sponsoring for these local players.

India has shown the way forward not only in actively engaging with Overseas Indians but simultaneously promoting initiatives for the Diaspora to serve as a bridge between the host country and India. Host and home countries need to together promote this by becoming natural stakeholder partners. The focus of this effort must be to establish an institutional framework to benefit from networks with and among Diaspora institutions.

Lessons for India

At the start of this final Part the key categories of the Indian Diaspora and the relevance of Diaspora initiatives to each of them have been captured in Matrix No. 1 and 2. While we saw that the Indian strategy for engagement is largely relevant for each of the groups, focused group-wise attention needs to be adapted into the strategy. This is of particular relevance for the old migrants (Francophone and Dutch-Surinamese) who feel somewhat left out in the forums of engagement.³⁵

The general strategy of Diaspora engagement also needs to be reviewed and tweaked. In order to do this a SWOT analysis would be useful:

³⁵ Based on personal interviews.

Table 5.4 SWOT Analysis for an Indian Strategy for Diaspora Engagement in Europe

<p>Strength</p> <ul style="list-style-type: none"> • Clear identity • Clear Mandate • Lean organisation (MOIA) • High political support • Stake holder acceptability 	<p>Weakness</p> <ul style="list-style-type: none"> • Low Budget • Low Profile • Policy coherence at Government level • Low Skills of Indian workers • Limited Knowledge of European skill standards • No earmarked investment policies • No supporting organisations at State level • No Single Window Clearance • Cooperation from foreign Governments • Legal and Immigration law issues
<p>Opportunities</p> <ul style="list-style-type: none"> • Over 25 million Overseas Indians (OIs)/ NRIs (over 2.5 million in Europe) • Investment & Philanthropic potential • Technical/Non-Technical expertise • Economic Engagement with the Indo-EU Diaspora • Demand for skilled manpower outside India • Labour supply gaps in the European Labour market • Business partnerships for Indian companies • New market through OIs/NRIs 	<p>Threat</p> <ul style="list-style-type: none"> • Recessionary trends • Protectionist Policies • Conservative immigration policies • Lack of transparent immigration frameworks in some foreign countries • Rising new economies (China, Brazil, South Africa, Indonesia, Malaysia) • Law and order (terrorism) issues • Illegal migration

This analysis can help devise a strategy to enhance the engagement:

(i) Build on Opportunities and address concerns

Opportunities	Issues/concerns to address
Labour supply gaps in the European Labour market	Lack of market studies and restrictive immigration policies of European governments
Lack of transparent immigration frameworks in foreign countries	Engagement through bilateral and multilateral partnerships (HRMP)
Limited Knowledge of European skill standards	Research, capacity building, testing and certification of skills and professions
Diaspora philanthropy	Taxation regimes and issue of reliable institutions and monitoring framework
Economic Engagement with the Indo-EU Diaspora	Limited success with FDI from Diaspora due to constraints in infrastructure and investment environment at local level – offer last mile hand-holding.
Business partnerships for Indian companies	Use the Indo-EU Diaspora as the first contact and bridge – OIFC to build a database.

(ii) Develop a plan to engage the stakeholders

Stakeholders	Plan to engage
Indo-EU Diaspora (PIOs & NRIs)	(i) Diaspora conventions (PBDs and Mini PBDs), forums and Diaspora meets. (ii) Interaction through institutions (OIFC, IDF, ICM, Global INK) (iii) Education and youth outreach (iv) PIO/OCI cards (v) Welfare schemes and grievance redressal (vi) Working with Diaspora associations
Indian Missions in Europe	(i) Heads of Missions Conference and regular contact (ii) Channelizing MOIA's activities to the Diaspora (iii) Overseas Indian centres and counsellor wings for community outreach
State Governments	(i) State Government Consultative meets (ii) Cooperating with State governments on emigration and Diaspora issues
Stakeholders in the emigration chain	(i) Interaction with recruitment and placement agents/bodies and associations; foreign employers and European countries missions and ministries concerned, and relevant international organisations (ii) Through legal/institutional framework to minimise cost and risk, and address irregular migration (iii) Awareness/advocacy campaigns

As in the case of most bureaucracies across the world, turf-battles and a silo-approach have essentially meant that the issue of Diaspora engagement is mostly left to this especially created Ministry of Overseas Indian Affairs. Quite obviously, for such an engagement to be meaningful and successful, it needs to be across government. Policy coherence is therefore an

issue that MOIA has been pushing for (Ibid), as a result of which; a conscious strategy has been adopted by Government of India for Diaspora engagement across government departments. Many, such as the Department of Science and Technology, Education, Health, External Affairs, Home Ministry etc. have actually incorporated initiatives for easier engagement and access of the Indian Diaspora with Indian institutions and schemes.

The next step will obviously have to be of going beyond Government. There are of course several NGO and other private Diaspora associations and organisations already working in the private sector. However for Diaspora engagement to advance to the next level the major industry associations such as CII, FICCI and ASSOCHAM have to go beyond just event management levels of engagement and begin to play a role in both policy research and policy advocacy.

5.2 In Conclusion: Towards Future Engagement of Indo-EU Diaspora with India

This research has established that there is growing interest and much potential on both sides yet the fact is that the relationship is nowhere near its potential. Both host and home countries need to push the already available framework. This framework of Indian Diaspora policy meets several criteria of global best practice and needs to be further strengthened. Host governments too would stand to benefit in promoting the Indo-EU Diaspora as a bridge for economic collaboration and investment. So how does the future look for this engagement?

First the positives: With the Indian economy growing (even at a lower rate of 6.5 or 7%) at a pace far above most of the Western economies, there is greater interest from overseas Indians, than ever before, in engaging with India. As a growing market, India cannot be ignored. Those enterprises, which have a global plan or footprint, have India on their priority list as a destination for business growth and expansion. Despite the issue of delays and cost overruns, once operational, the returns or margins are much higher than most other comparable countries, especially, in manufacturing and new business areas. Even in the services sector which may have lower margins as compared to the country of residence, but there is a steady growth in volume, which is good for continuity of business.

And the negatives: Corruption is a major hurdle. Whether a business venture or knowledge sector enterprise or philanthropic activity, the business environment in India is significantly tougher than in most developed countries. Infrastructure remains poor, healthcare and education is inadequate and the gaps between rich and poor growing.

Notwithstanding the challenges, a recent report commissioned by OIFC³⁶ reveals that the Indian Diaspora is keen to connect with their country of origin. Both first and second generation emigrants are keen to act as a bridge for attracting greater involvement with the country. They believe there is much availability of talent and expertise in the country compared to the lack of available skilled persons overseas.

All of the above can at best be seen as suggestions. There is need for further policy research – especially to address the lack of reliable data on migration and the Indo-EU Diaspora – and of course capacity building and advocacy.³⁷ This paper is part of the Indo-EU project on “Developing a Knowledge Base for Policymaking on India-EU Migration”. This paper has been an attempt to place policy perspectives from India in the context of the Indo-EU Diaspora’s role in development. Hopefully it has succeeded in whetting the appetite for more work in the area.

³⁶ ICRA Management Consulting Services Limited (2011) OIFC Study on Indian Diaspora in Singapore, UAE and USA – Interim Report, OIFC, New Delhi

³⁷ Many areas need further study. For example the whole area of remittances of different geographical Indian Diasporas and different recipient areas for example needs further research.

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**ESTIMATED SIZE OF OVERSEAS INDIAN COMMUNITY: EUROPEAN UNION
2001**

Country	PIOs	NRIs	Total
Belgium	-	7000	7000
Czech Republic	20	400	420
Denmark	900	1252	2152
France	55000	10000	65000
France (Guadeloupe)	40000		40000
France (Reunion Island)	220000	55	220055
Germany	10000	25000	35000
Italy	36000	35500	71500
Netherlands	200000	15000	215000
Norway	-	5630	5630
Portugal	65000	5000	70000
Spain	16000	13000	29000
Sweden	9000	2000	11000
Switzerland	8400	4800	13200
UK	-	-	1200000

Source: *Report of the High Level Committee on Indian Diaspora*, 2001. Estimate of the Ministry of Overseas Indian Affairs in 2011, based on figures provided by Indian Missions in the same countries put this at 2.5 million (estimates of all the countries totalling to 2,502,701)

**ESTIMATED SIZE OF OVERSEAS INDIAN COMMUNITY: EUROPEAN UNION
2011**

Country	PIOs	NRIs	Total
Belgium	9500	6500	16000
Czech Republic	50	1000	1050
Denmark	2492	3927	6419
France	90000	30000	120000
France (Guadeloupe)	57000	20	145000
France (Reunion Island)	275000	200	275200
Germany	28000	42500	70500
Italy	1408	97719	99127
Netherlands	200000	20000	220000
Norway	9349	3479	12828
Portugal	68728	11272	80000
Spain	15000	15000	30000
Sweden	14000	4000	18000
Switzerland	7735	7842	15577
UK	-	-	1500000

Source – Ministry of Overseas Indian Affairs, Documented Data (last updated on May 25, 2011).

INDIA-EU PROJECT
Developing a Knowledge Base for Policymaking on India-EU Migration
Indian Council of Overseas Employment,
Ministry of Overseas Indian Affairs, New Delhi, India

QUESTIONNAIRE for Overseas Indians/Associations in Europe

Summary- This questionnaire is for a research paper “Working with the Diaspora for Development – Policy Perspectives from India” under India-EU Project of ICM (formerly the Indian Council of Overseas Employment). This research is being led by Dr A Didar Singh, former Secretary, Ministry of Overseas Indian Affairs (MOIA). It seeks to understand the perception of Overseas Indians based in the European Union about Diaspora engagement policies and institutions of both the home and host countries, to maximise the benefits of these important bridges that connect them.

(All information provided here will be kept confidential and ONLY used for the purpose of the research paper.)

Advice/Request – Questions are subjective. Kindly be clear and specific to your answers. In case any question is difficult to answer, please leave it blank and answer others.

1.	Name (Please also add name of Organisation /Association if any)	
2	Address/eMail	
3	Age	
4	Gender	
5	Designation/ Occupation	
6	Number of years in Country of Settlement	
7	Place of Origin (in India)	
8	Which generation of diasporic community you belong to? (i.e. 1 st , 2 nd or 3 rd generation migrant)	
9	If you are member of any Overseas Indian Association please give following details:	

	a)When established? b) Estimated membership c) Some key activities of the Association	
10	Are the number of Immigrants/NRIs from India increasing or decreasing? If so, please give some annual estimate.	
11	Are the number of students from India increasing and if so any annual estimate please?	
12	Please share some views and examples of NRI/PIO contribution to development/economy in your country of settlement	
13	How can NRIs/PIOs contribute to the development of India?	
14	Do you think there is scope to make philanthropic contribution to India? If yes, would it be geographical (region specific) or sectoral (health, education, research, poverty alleviation etc.) in nature?	
15	Are you aware of any association/specialised economic or industrial corridors working for India-Diaspora engagement or India-Europe collaboration? If yes, please share some details.	
16	Are you satisfied with India's approach/strategy towards Overseas Indians/PIOs?	
17	What are your views and suggestions for improving India's Diaspora policy in Europe?	
18	Any further comments or suggestions	

Thank you for your time.

Please email/Fax your response to Indiaeu@live.com or +91 11 4107 3305

ICM

New Delhi, India